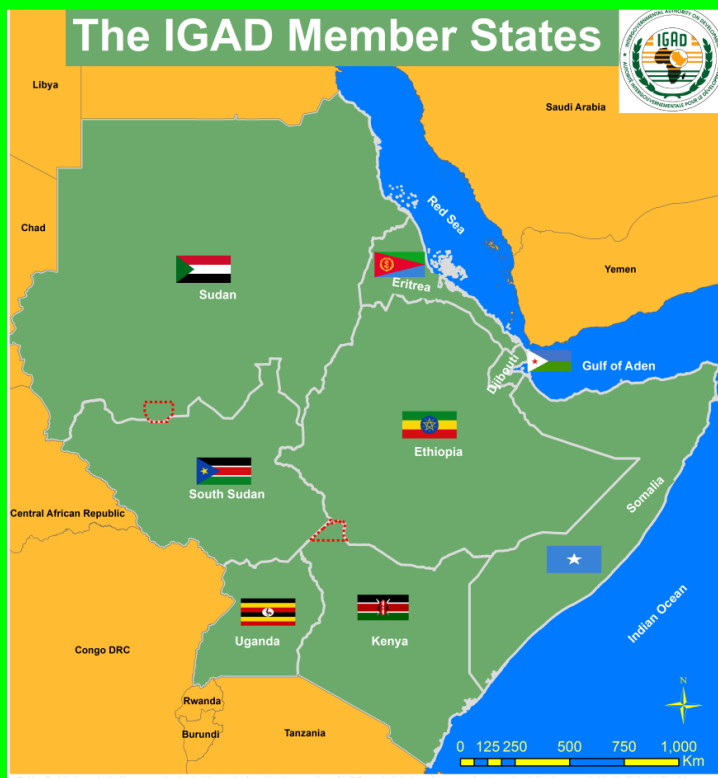




GENDER ANALYSIS OF THE COUNTRY PROGRAMMING PAPERS (CPPs)

To End Drought Emergencies in the Horn of Africa



Draft Report (Vol. 2)

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By
Prof. Wanjiku Mukabi Kabira (Consultant)
Director, African Women Studies Centre, University of Nairobi
Email: wkabira1@gmail.com; wkabira@uonbi.ac.ke

For
Inter-Governmental Authority for Development (IGAD)
Secretariat

Contact person: Mr. Mubarak Mabuya
Programme Manager, Gender Affairs

ACRONYMS AND ABBREVIATIONS

ACDI	Agence Canadienne de Développement International
ACTED	Agency for Technical Cooperation and Development
AFD	L'Agence Française de Développement
AfDB	African Development Bank
AGDP	Agriculture Gross Domestic Product
ARAP	Agricultural Revival Action Plan
ARDPS	Agricultural and Rural Development Policies & Strategies
AREP	Agricultural Revival Executive Programme
ARR	Adaptation and Risk Reduction
ASALs	Arid and Semi-Arid Lands
ASAL ICC	Arid and Semi-Arid Lands Inter-ministerial Coordination Committee
ASAL ITC	Arid and Semi-Arid Lands Inter-ministerial Technical Committee
ASARECA	Arid and ASAL Agricultural Research in Eastern and Central Africa
ASCU	Agricultural Sector Coordination Unit
ASDS	Agricultural Sector Development Strategy
ASDS ICC	Agricultural Sector Development Strategy Inter-ministerial Coordination Committee
ATAAS	Agricultural Technology and Agribusiness Advisory Services
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive African Agricultural Development Programme
CAHWs	Community Animal Health Workers
CAP	Common Action Plan
CBEWS	Community Based Early Warning System
CBOs	Community Based Organizations
CBS	Central Bureau of Statistics
CC	Climate Change
CCIP	Complementary Community Investment Program
CCRS	Climate Change Response Strategy
CCU	Climate Change Unit
CEWARN	Conflict Early Warning and Response Mechanism
CEWERU	Conflict and Early Warning and Response Unit
CLDWs	Community Livestock Development Workers
COMESA	Common Market for Eastern and Southern Africa
CPF	Country Programme Framework
CPMR	Conflict Prevention Management and Resolution
CPP	Country Programming Paper
CRGES	Climate-Resilient Green Economy Strategy
CRPB	Conflict Resolution and Peace Building
CSA	Central Statistical Agency

CSOs	Civil Society Organizations
DCM	Drought Cycle Management
DDPMR	Department of Disaster Preparedness, Management and Refugees
DECARP	Desert Encroachment and Rehabilitation Programme
DFID	Department for International Development
DP	Development Partners
DPAs	Drought-prone areas
DRM	Disaster Risk Management
DRMFSD	Disaster Risk Management and Food Security Directorate
DRMSFIP	DRM Strategic Framework and Investment Program
DRR	Disaster Risk Reduction
DSG/CSG	District Steering Group/County Steering Group
EAC	East African Community
EAHDIC	Ethiopian Animal Health Diagnostic and Investigation Centre
ECCAS	Economic Community of Central African States
ECHO	European Commission for Humanitarian Affairs and Civil Protection Office
ECOWAS	Economic Community of West African States
ED	Extension Directorate
EDE	Ending Drought Emergency
EDE ICC	Ending Drought Emergency Inter-ministerial Coordination Committee
EEA	Ethiopian Environment Authority
EEZ	Economic Exclusive Zone
EHRP	Emergency Humanitarian Response Plan
ELMT	Enhanced Livelihoods in the Madera Triangle (Programme)
ELSE	Enhanced Livelihoods in Southern Ethiopia (Programme)
ELTA	Ethiopian Livestock Traders Association
EMPEA	Ethiopian Meat Producers and Exporters Associations
ESLMIF	Ethiopian Sustainable Land Management Investment Framework
EU	European Union
EWS	Early Warning System
FAO	Food and Agriculture Organization of the United Nations
FEWSNET	Famine Early Warning Systems Network
FHH	Female Headed Household
FSNAU	Food Security and Nutrition Analysis Unit for Somalia
FSPs	Fragile States Principles
FVP	First Vice President
GDP	Gross Domestic Product
GHG	Green House Gases
GOK	Government of Kenya
GoSS	Government of South Sudan
HADMA	Humanitarian and Disaster Management Agency (Puntland)

HDI	Human Development Index
HFA	Hyogo Framework for Action
HoA	Horn of Africa
IASC	(Somalia) Inter Agency Standing Committee
ICPAC	IGAD Climate Prediction and Applications Centre
ICT	Information Communication Technology
ICARDA	International Center for Agricultural Research in the Dry Areas
ICRAF	World Agro-forestry Centre
IDDRSI	IGAD Drought Disaster Resilience Sustainability Initiative Strategy
IDPs	Internally Displaced Persons
IFAD	International Fund for Agricultural Development
IGAD	Intergovernmental Authority for Development
ILRI	International Livestock Research Institute
IPC	Integrated Food Security Phase Classification
IPCC	Intergovernmental Panel on Climate Change
ISF	Somalia Integrated Strategic Framework
JAM	Joint Assessment Mission
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDGs	Millennium Development Goals
MDTF	Multi-Donors Trust Fund
MFPEd	Ministry of Finance, Planning and Economic Development
MHH	Male Headed Household
MMRC	Meteorological Monitoring and Reporting Capabilities
MoLG	Ministry of Local Government
MoTIC	Ministry of Trade, Industry and Cooperatives
MWE	Ministry of Water and Environment
NAADS	National Agricultural Advisory Services
NACONEK	National Commission on Nomadic Education in Kenya
NAPA	National Adaptation Programmes of Action
NARO	National Agriculture Research Organization
NBHS	National Baseline Health Survey
NCS	National Comprehensive Strategy
NDDCF	National Disaster and Drought Contingency Fund
NDMA	National Disaster Management Authority(Somalia Central/Federal Government)
NEPAD	New Partnership for African Development
NERAD	National Environmental Research and Disaster Preparedness Authority
NGOs	Non-Governmental Organizations
NPA	National Planning Authority
OCHA	(United Nations) Office for the Coordination of Humanitarian Affairs

OECD	Organization for Economic Cooperation and Development
OPM	Office of the Prime Minister
PDNA	Post-Disaster Needs Assessment
PPP	Public Private Partnership
PRSP	Poverty Reduction Strategy Paper
RECs	Regional Economic Communities
REGLAP	Regional Learning and Advocacy Program
RF	Results Framework
RLA	Range Livestock Association
RED&FS	Rural Economic Development & Food Security platform
SALW	Small Arms and Light Weapons
SEP	Salvation Economic Program
SES	Somali Ecosystem
SRA	Strategic Response Area
SWALIM	Somalia Water and Land Information Management
SWG	Sector Working Group
TC	Technical Consortium
ToRs	Terms of Reference
UBOS	Uganda Bureau of Statistics
UHT	Ultra Heat Treated
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNHCR	United Nations High Commission for Refugees
UNOCHA	United Nations Office of the Commissioner of Humanitarian Affairs
UNSAS	United Nations Somali Assistance Strategy
WMO	World Meteorological Organization

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EXECUTIVE SUMMARY

Introduction and context -Following the severe drought that devastated the Horn of Africa in 2010/2011, the East African Heads of States and Governments convened a summit in Nairobi on 9th September 2011 that took the decision to end drought emergencies by addressing the effects of recurring droughts on vulnerable communities in a holistic and sustainable manner. The Nairobi Summit assigned the IGAD Secretariat the role of implementing that decision leading to the development of the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI), the Regional Programming Paper (RPP) and the Country Programming Papers (CPPs). The IGAD Secretariat considered the importance of gender mainstreaming and women's empowerment in the IDDRSI strategy, RPP and CPPs as critical towards promoting gender equality, ensuring efficient utilization of resources in addressing the deep-seated poverty, environmental degradation, the effects of the devastating drought in the region and in building sustainable resilience of communities and households of the IGAD region and thus commissioned a consultant to carry out gender analysis of these programme documents.

The **objectives of the task** were to: Examine gender inequalities in access to, participation and benefits from all IDDRSI Priority Intervention Areas (PIAs) both at regional and national levels; examine how existing/proposed IDDRSI interventions, including implementation mechanisms impact on women and men; and propose requisite measures to address the identified gender inequalities in IDDRSI through implementation both at regional and national levels.

Methodology – The study builds on traditional gender analysis frameworks and identifies key issues of concern, namely: women's representation in decision making structures; affirmative action; women's economic, legal and social empowerment; access to and control of resources of production; gender division of labour; practical and strategic gender needs and interests of men and women; and the critical issue of gender disaggregated information. The study identifies tools of analysis, such as: Gender Disaggregated Data; Participation and Decision-Making; Access to and Control of Resources; Gender Aware Budgeting; Women's Empowerment; Gender Sensitive Policy Formulation; Planning and Programming; Involvement of Women's Organizations and Networks; Research and Knowledge Generation, Gender Aware Monitoring and Evaluation Tools; and Increased Income for women.

Key Findings

- i. There is a lack of comprehensive **gender aware programming and implementation framework** in all the CPPs.
- ii. Although elaborate **institutional frameworks for gender mainstreaming and promoting women's empowerment** have been established in all member states, none of

the CPPs has mentioned them or has included them in the implementation framework. Yet, the mandate of these institutions is to ensure gender mainstreaming in all programmes and to promote women's empowerment at all levels.

- iii. The CPPs are not aware of **national gender policies** and make no reference to the same.
- iv. In almost all cases, there is no evidence of **gender disaggregated data** informing the programming. The CPPs have not taken on board **gender aware monitoring and evaluation or gender aware data collection and analysis**.
- v. The analysis also shows little awareness of the women's low status and lack of their **participation in decision making**.
- vi. The monitoring and evaluation sections seem to be unaware of the existence of **gender indicators** that could be used.

Key Recommendations

Some of the key recommendations include:

- i. Collection and utilisation of **gender disaggregated data** at all stages of the programme cycle for all CPPs.
- ii. **Equal participation of men and women at all levels** of the programme is highly recommended. This includes participation in the design of the project, needs assessment, programme implementation, monitoring and evaluation.
- iii. **Supporting women, women's networks and organizations to ensure** access and control of resources in areas of e.g. loans, credit, farming, cooperatives, natural resources (e.g. land, pasture) among other resources for **increased income for women**. This will ensure the issues of food insecurity and the vulnerability of families and communities is reduced.
- iv. **Documenting women's experiences and sharing the same with policy makers** is also recommended.
- v. **Establishment of networks of academic departments/centres/schools** to strengthen access to knowledge and information relevant to the priority interventions.
- vi. Gender equality, mainstreaming and promoting women's empowerment initiatives require **finances and it is important to indicate where those resources are coming from and to what extent**.
- vii. The use of **gender aware indicators** during monitoring and evaluation helps in assessing the impact of results on both men and women and the challenges that women and men face in the programme. Furthermore, this will also address the **practical and strategic**

interests for both men and women as well as invisible costs, and is, therefore, a must. This will help to **identify strategic and practical gender needs and interests** of men and women.

- viii. **Multi-sector and multi-stakeholder coordination:** The study recommends that the **Gender Directorate and other focal points** dealing with gender/women issues as well as gender and resilience working groups should be part of this coordinating framework.
- ix. The CPP should include **policy frameworks** that are related to women issues and gender equality.
- x. There should be genuine **political accountability and financial resources** for advocacy and action, especially in disaster, risk and resilience programmes in addition to **institutional and individual capacity building**. This can be achieved through Multi-Sector and Multi-Stakeholder Coordination.
- xi. **Women's participation in decision making** at all levels of the Programme with very specific focus on **women in the livestock economy**.
- xii. Investing in establishing and supporting **women's organisations, networks and groups**.
- xiii. **Capacity building for women**, the programme implementers and policy makers to ensure gender aware mainstreaming and promoting women's empowerment.
- xiv. The IDDRSI Strategy, as reflected by the CPPs, is a complex holistic programme. Establishing networks of research institutions and academic departments/centres/institutions/schools in public and private institutions and involving them in the relevant areas of research would strengthen access to knowledge and information relevant to the priority interventions. In addition, **a network of gender/women studies and gender/women departments in government ministries** should be established to support gender mainstreaming.

Conclusion - Mainstreaming gender and promoting women's empowerment in and through the CPPs can be done. This concern may have only, in a limited manner informed the development of the CPPs. With political will, determination and commitment, mainstreaming gender and promoting women's empowerment can be and should be done.

The Organization of the Report – This Report is the second of two reports that respond to the task assigned by the IGAD Secretariat. Part I of the Report covers the gender analysis of the IGAD Drought Disaster Resilience Sustainability Initiative Strategy (IDDRSI) and the Regional Programming Paper (RPP). Part II, which is this Report, has eight chapters. Chapter one

introduces the overall context of the study and defines the objectives, purpose, scope, use of the gender analysis tools as well as the conceptual framework and methodology. Chapters two to seven presents in alphabetical order, Country Programming Papers (CPPs) of the member states, namely: Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda. Chapter eight gives general observations and recommendations. Each chapter of the CPPs covers five broad areas, namely: Background and context; Priority intervention areas; implementation and institutional arrangements; results frameworks and findings and recommendations.

In the report, findings, comments and recommendations are indicated as follows.



Findings/Gaps



Recommendations/Proposals



Examples/Cases

CHAPTER 1: BACKGROUND INFORMATION

1.1 Background to the Study

In line with a decision to end drought emergencies that was taken by the East African Heads of States and Governments at a Summit convened in Nairobi on 9th September 2011 following the severe drought that devastated the region in 2010/2011 (IDDRSI, 2013), the Summit took the decision to address the effects of recurring droughts on vulnerable communities in the IGAD region in a holistic and sustainable manner. The Nairobi Summit assigned the IGAD Secretariat the role of leading and coordinating that decision. This led to the development of the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI), Regional Programming Paper (RPP) and Country Programming Papers (CPPs) that are the subject of this analysis. The IGAD Secretariat considered the importance of gender mainstreaming and women's empowerment in the IDDRSI strategy, RPP and CPPs as critical towards promoting gender equality, ensuring efficient utilization of resources in addressing the deep-seated poverty, environmental degradation, the effects of the devastating drought in the region and in building sustainable resilience of communities and households of the IGAD region. To this end, the IGAD Secretariat commissioned a consultant to carry out gender analysis of these programme documents.

The Secretariat expects through gender analysis of the IDDRSI Strategy, Regional Programming Paper (RPP) and Country Programming Papers (CPP) where country specific practical and strategic gender needs within the context of IDDRSI Strategy, RPP and CPPs are identified to generate a report that will show to what extent gender issues have been mainstreamed in these documents. The Secretariat also wanted to document indicators and identify gender gaps from relevant studies/reports within the context of the IDDRSI Strategy, RPP and CPP for purposes of gender responsive planning.

In light of the IGAD Gender Policy framework as well as other relevant regional, continental and international policy and legal obligations, IGAD saw the need to further draw systematic and sustained attention to gender equality and women's empowerment through gender mainstreaming in the IDDRSI Strategy.

The analysis was to examine women and men's roles and responsibilities within the context of IDDRSI, their access to and control over benefits/assets, priorities, needs and constraints. Furthermore, the analysis would aid identification of women and men, boys' and girls' practical and strategic gender needs, in addition to identifying gender specific issues in the areas of interventions that are identified in the project documents. Results of the gender analysis would inform the design of targeted mainstreaming measures to promote gender equality and women's empowerment in the entire IDDRSI Strategy.

1.1.1 Objectives

The objectives of the task, therefore, were to:

- i. Examine gender inequalities in access to, participation and benefits in all IDDRSI Priority Intervention Areas (PIA) both at regional and national levels.
- ii. Examine how existing/proposed IDDRSI interventions, including implementation mechanisms, impact on women and men.
- iii. Propose requisite measures to address the identified gender inequalities in IDDRSI through implementation both at regional and national levels.

1.1.2 Purpose, Scope and Use of the Gender Analysis Results

a) Purpose

The task aimed at identifying existing gender gaps in the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Strategy, Regional Programming Paper (RPP) as well as the Country Programming Papers (CPPs) of the IGAD member states results frameworks, among other related documents.

b) Rationale

The guiding principle of this study is that men and women, living in the drought prone parts of the Horn of Africa (HoA), perform different livelihood activities that have differential impacts on biodiversity and ecological systems. In addition, drought impacts differently on men, women, boys and girls. Therefore, it requires a gender responsive approach to address both **emergency** and **long term** interventions to end drought emergencies. This makes gender mainstreaming and promoting women's empowerment an essential component for all drought related interventions of the IDDRSI, the RPP and the CPPs of IGAD Member States. Report on Ecosystems-Based Adaptation and Disaster Risk Reduction and Gender notes that, "adaptation and DRR policies and programmes can be strengthened if contributions from both men and women are incorporated". Other studies also show that, indigenous peoples and local communities have long coped with variability, uncertainty and change through multi-generational histories of interaction with the environment. The need to look at the impact of men and women's social gender roles on ecological systems and biodiversity cannot be overestimated (2011-2020 Convention on Biological Diversity United Nations Decade on Biodiversity Report). However, even though encouraging progress on the recognition that involvement of women, youth and children is important, there are few concrete examples of action on gender mainstreaming, particularly for adaptation and disaster risk reduction planning.

c) Scope of work

The work has focused on a close gender analysis of the IDDRSI Strategy, Regional Programming Paper (RPP) and the Country Programming Papers (CPPs) for the member states in addition, to other related documents.

1.1.3 Terms of Reference

The consultant's terms of reference were to carry out a gender analysis of the IDDRSI Strategy, the RPP and the CPPs to find out whether they demonstrate appreciation or knowledge and prioritization of the importance of men's and women's roles in spurring drought (situational analysis, rationale and objectives) and whether the proposed drought related interventions, including programmes/projects and policies address the practical and strategic gender needs of men, women, boys and girls at all levels.

It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the needs assessment, design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres.

1.1.4 Expected Outcomes

This analysis would allow the raising of such questions as whether or not women's and men's responsibilities, activities, interests, and priorities are different and how their experiences or problems may differ; how to obtain data and analyse the data of both men and women separately; and to find out whether or not various interventions will affect women and men differently.

It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the needs assessment, design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres.

1.2 Guiding Principles and Conceptual Framework

a) Guiding Principles

The guiding principle of this study was the fact that men and women living in the drought prone parts of the Horn of Africa (HoA) perform different livelihood activities that have differential impacts on triggering drought.

Furthermore, due to well entrenched cultural patterns, this gender division of labour also leads to differential treatment of men and women on development interventions which may affect the provision of opportunities to women because of these gender roles. This will eventually impact on women's and men's lives and consequently, on the community and the nation.

The socio-cultural norms also guide the legal products and processes that can and often do impact negatively on the women's lives. Such products may include land rights, property inheritance rights, participation in decision making, representation in governance structures, and utilization of instruments of power at community and national levels that may exclude women. In addition, drought will impact differently on men and women because of these social-gender roles, power relations and asset ownership.

A gender analysis of development interventions such as the PIAs targeted by the IDDRSI Strategy will ask questions such as: “*Results, for whom? Costs, for whom? Do the intended results meet the needs of women as well as of men? Are the costs equal? Will both women and men be impacted by this intervention and if so, how?*”(AWSC, 2011). Gender analysis of development interventions promotes equal access to the opportunities necessary for sustainable development in order to address strategic and practical gender needs of women, men, boys and girls.

Therefore, a gender responsive approach is required to end drought emergencies and address long term intervention. This makes gender mainstreaming and promoting women’s empowerment an essential component for all drought related interventions of the IDDRSI, the RPP and the CPPs of IGAD Member States.

b) Conceptual Framework

The conceptual framework adopted in this Report acknowledges the importance of understanding gender and socio-cultural issues and the critical role they play in development planning and promoting interventions for sustainable development. It underscores the importance of appreciating the fact that men and women, because of their different roles and responsibilities as well as their physical and biological makeup, have different experiences, priorities, practical and strategic needs and access to different sources of knowledge that development initiatives should harvest.

The conceptual framework also acknowledges that, more particularly, women’s experiences, knowledge and perspectives have not influenced the region’s development goals. Hence the importance of mainstreaming gender in the IDDRSI Strategy pillar on *Research, Knowledge, Management and Technology Transfer* as well as in the other pillars. The framework underscores the fact that “*knowledge resides in the skills, understanding and relationships, tools and process of community members, hence it is a living practice that results from the accumulated experience of knowledge community (people’s actions, thinking and conversations)*” (Mariz, 2010). True knowledge is power and it transforms. Since this is so, this framework proposes reflections on women’s experiences, and knowledge which also comes out of their gendered roles, for example, how they relate with the environment, experience gained from their reproductive roles and so on.

The framework also recognizes that both men and women have been victims of socio- cultural factors and traditions that dis-empower them. It emphasises that promoting gender equality and women’s empowerment is one way of bringing about social transformation and ensuring all individuals develop their potential and contribute to the development processes.

This framework notes that one can extend the gender analysis to address diversity which may include minorities, ethnic or marginalized groups among others.

1.3 Methodology

The methodology used was based on traditional gender analysis frameworks and identified key relevant questions on the priority intervention areas (PIAs) that have come up through various studies. The consultant also took into consideration the past documented experiences on key gender issues that have been of concern in the region.

1.3.1 The Traditional Gender Analysis Frameworks and the CPPs

The traditional gender analysis frameworks used in this study were the Harvard Analytical Framework; The Sarah Longwe's Gender Empowerment Framework and Caroline Moser's Gender Planning Framework.

a) Harvard Analytical Framework (1980)

The tools used in gender analysis of the CPPs have benefited from the Harvard framework that focuses on identifying women's, men's, boys' and girls' roles, their access and control over resources, as well as the factors that determine the gender division of labour and access and control of resources. This identification helps in determining who has experiences because of their roles and responsibilities, who has power and authority to make certain decisions that may impact positively or negatively on the programme/project, whom specific interventions target and why, what interventions can be strategic and therefore, bring about transformation in society among other issues. This study assumes and correctly so, because of the various studies that have been done, that whatever the case, the spirit and theory behind this model has influenced the identification of the various tools of analysis this study has identified.

b) Sarah Longwe's Gender Empowerment Framework (1994)

Sarah Longwe's Gender Empowerment Framework helps to assess the different levels that interventions impact on, whether they have long term solutions, for example, reducing the time for fetching water for women or making them less dependent on firewood from the forests would also protect them from gender-based violence. The framework takes into consideration whether the programme is moving the women from the position of helplessness to that of control of their own lives. The philosophy behind this framework is that "*development interventions address different levels of empowerment*" (Kimani & Kabira, 2012). At the lowest level of empowerment is access to basic needs as is the case in a lot of emergency/relief programmes. The empowerment framework argues that there are five levels of empowerment, namely: **Welfare**: improvement of socio-economic status; **Access**: increased access to resources; **Conscientisation**: recognition of structural forces that disadvantage and discriminate against women; **Participation**: implementing actions related to conscientisation of women; **Control**: involving the level of access reached and control of resources that have shifted as a result of collective claim making and action.

We take cognisance of this framework in our analysis and it influences what we recommend at different stages.

c) Caroline Moser's *Gender Planning Framework* (1980)

Caroline Moser's Gender Planning Framework identifies practical and strategic gender needs. It comes in handy because it is the strategic choices we make that lead to social and economic transformation without ignoring the practical gender needs of everyday lives of men, women, boys and girls. The focus is on strategic gender needs without losing sight of the basic needs of men, women as well as communities as entities.

1.3.2 Analysis of other Documents and Sources

Different organizations and development agencies have customized gender analysis tools for addressing programme specific areas. These too have had an impact on the choices of methodology we have made. They include: *Gender Equality and Humanitarian Assistance: A Guide to the Issues* (CIDA, 2003); *Making Disaster Risk Reduction Gender Sensitive* (United Nations, 2009); *Towards Gender Mainstreaming in Environmental Policies* (1996), *FEMNET Gender Analysis Framework* (1995) and *Mainstreaming Gender in Policies and Programmes: Tools of Analysis* (AWSC, 2012).

The frameworks acknowledge that *gender and social, cultural, legal, economic and political determinants* are critical in how they can and will impact on CPP implementation. This is important because these issues often determine what happens at the household level as well as in the communities. These issues often entrench cultural patterns including gender division of labour, access to and control of resources, participation and decision making (Harvard Gender Analysis Framework, 1980) in addition to *physical and biological concerns*, for instance in terms of vulnerability, social determinants of health is important for this analysis.

1.4 Key Gender Issues Related to the 7 PIAs Emanating from Contemporary Studies

The focus on gender and CPPs specific issues is to underscore the fact that gender studies were done in the seven priority areas of the CPPs. These studies have also been influenced by the traditional gender analysis frameworks. However, the studies identified specific aspects related to the PIAs that are useful for our analysis. This section highlights a few gender specific issues in each of the Priority Intervention Areas (PIAs) that influence our analysis.

This following section highlights the gender specific issues in each of the PIAs.

1.4.1 Natural Resources and Environment Management

Key issues in natural resources and environment management include: men and women have different experiences and knowledge of the environment, specific resources, and environmental

issues and challenges; livelihood strategies that are rooted in particular uses of the environment are different for men and women; utilization and management of natural resources emanating from the unequal gender relationships in the family, community, etc; pre-existing gender inequalities constrain the influence and control of women and girls over (i) decisions governing their lives; and (ii) their access to resources of production such as finances, agricultural inputs, land and property as well as technologies.

The consideration of unique gender issues on environment and natural resource management is premised on two broad principles, namely: that gender mediates human/environment interactions and all environmental use, knowledge and assessment; and that gender roles, responsibilities, expectations, norms and the division of labour shape all forms of human relationships to the environment (UNEP, 2012). This understanding makes us raise certain issues which include: need to document women's experiences on natural resources and environment; the knowledge of women on the environment and natural resources based on their daily interaction with the environment; and knowledge of trees, crops, wild fruits and vegetables, medicinal shrubs, soils, etc. that can withstand harsh climate conditions.

1.4.2 Market Access, Trade and Financial Services

The IDDRSI target region is dependent on pastoral and agro-pastoral economy, and livestock and related products and the major markets products. Studies note that:

- (a) There are key gender inequalities in regard to market access, particularly in regard to the infrastructure and physical distance of the market which might make it difficult for women to travel far from their communities for different reasons.
- (b) Women's roles within livestock production system and the distribution of ownership of livestock is strongly related to social and cultural factors;
- (c) Often, when the rearing of small animals becomes a more important source of family income, ownership management and control are often turned over to the man.
- (d) Women entrepreneurs, involved in local and border trade have the challenge of limited access to marketing networks, credit, and other financial services e.g. bank loans.
- (e) Women in cross border trade, may have challenges in quickly accessing travel documents or gender insensitive trade agreements.
- (f) Men often own larger animals such as cattle and camels while small animals such as sheep, goats, pigs and chicken that are reared near the house are kept by women.
- (g) Women in livestock economy are often responsible for livestock management, processing and marketing, care-giving, feed gatherers, and milk production, but often lack decision making power and capabilities that is important for their social and economic empowerment.
- (h) Despite this involvement, women's role in livestock production has often been underestimated.

- (i) Women are responsible for milking, processing and selling milk products, providing feed/fodder and water, caring for newborn lambs/kids and sick animals. Young girls are also involved in the grazing of goats and sheep, whereas married and young women are responsible for household activities. This means that often, women have access to these products and able to improve on the welfare of their families.
- (j) Typically, male tasks include herding, cutting branches for home feeding and administering modern medicines. Wool- shearing, giving traditional vaccines against sheep pox, and castration are exclusively the domain of men for socio-religious reasons.
- (k) Access, control and management of resources including hides, meat, grazing areas and feed resources empower women and lead to an overall welfare of the whole household.
- (l) Women entrepreneurs, involved in local and boarder trade, also have the challenge of limited access to marketing networks, credit due to lack of collateral and technical knowledge.
- (m) Women in cross border trade, may have challenges quickly accessing travel documents. Other factors that have negatively impacted on women cross border trade have been gender insensitive trade agreements, such the World Trade organization (WTO).
- (n) Market access plays a significant role in the wellbeing of a household as it allows people to buy and sell goods and services, including household essentials; and it contributes to the diversification of economies in rural areas.
- (o) Market inaccessibility is, therefore, an important cause of poverty, inequality and in determining where public services are inadequately provided. The IDDRSI target region is dependent on pastoral and agro-pastoral economy, and livestock and related products and the major markets products.

1.4.3 Livelihoods Support and Basic Social Services

Studies show that among most of the communities living in the HoA region, pastoralism and agro-pastoralism are the main sources of livelihood. Some of the key gender issues include:

- (a) Gender inequalities in relation to livelihood support make women highly vulnerable to livelihood insecurity in times of disaster which impacts negatively on the economic and social development of the region due to underutilization of available human resources.
- (b) Men often own and control the assets of production, including the land and the livestock. The men, therefore, often determine women's access to land which forms the basis of their livelihood such as rearing small livestock;
- (c) Limited access to land means little collateral for obtaining credit.
- (d) Livelihoods programmes in emergency situations can provide important opportunities to promote higher standards of gender equality in economic life, by affirming women's role as economic change agents and by promoting equal access to productive resources and to decision-making mechanisms.
- (e) Differential access to and control of livelihood assets also means differential impact of livelihood vulnerabilities between men and women as well as on male-headed households (MHHs) versus female-headed households (FHHs).

- (f) Policies, institutions and processes, both formal and informal, reinforce these gender inequalities. Among most communities living in the HoA region, pastoralism and agro-pastoralism are the main sources of livelihood.
- (g) Men often own and control the assets of production, including land and livestock. The men, therefore, often determine women's access to land which form the basis of their source of livelihood such as rearing small livestock, and limited access to land means little collateral for obtaining credit.
- (h) Ensuring food and feed resources, and livelihood security for poor smallholder livestock producers and processors continues to be a challenge.

The livelihoods approach can thus be used as a key tool in promoting early recovery as well as greater gender equality in the post crisis social context.

1.4.4 Disaster, Risk Management, Preparedness and Effective Response

Some of the gender issues that emerge from the studies include:

- (a) Women are more likely to be “disproportionately affected and exposed to risks, increased loss of livelihoods, gender based violence and even lives during and in the aftermath of disasters” (UN Report Version 2).
- (b) Despite the differences, the potential women have and their knowledge and experiences is overlooked and women's leadership in building resilience in communities is overlooked.
- (c) Pre-existing gender inequalities constrain the influence and control of women and girls over decisions governing their lives as well as their access to resources of production such as finances, agricultural inputs, land and property as well as technologies.
- (d) Women are therefore more likely to be “*disproportionately affected and exposed to risks, increased loss of livelihoods, gender-based violence (GBV) and even loss of life during and in the aftermath of disasters*” (UN Report Version 2).
- (e) Despite the differences, the potential and leadership skills women have in building resilience in communities have been overlooked.
- (f) Poverty and inequality shape women's and men's vulnerability to disaster and the impacts of climate change, and their capacity to cope and recover in the post-disaster period.
- (g) Since women and men are affected differently by disaster and climate change, their different vulnerabilities and capacities must be analysed, and their gender-specific concerns and priorities addressed.
- (h) These gender inequalities make women highly vulnerable to livelihood insecurity in times of disaster and have negative impacts on the economic and social development of the region due to underutilization of available human resources.

1.4.5 Research, Knowledge Management and Technology Transfer

Gender issues that emerge in this PIA include recognition that:

- (a) A lot of researches are blind to critical information on women's experiences and knowledge in sectors such as environmental climate change; water resources development and management; conflict prevention, conflict resolution and peace building.

- (b) Men and women do not always have equal access to transformative knowledge since social cultural factors facilitate men's access to information but limit women's access.
- (c) Knowledge and digital divide of this century may continue to work against women unless they have access to ICTs and bridge the gender "knowledge and digital divide".
- (d) Studies recognize the strong need for gender-sensitive research, knowledge management and technology transfer.
- (e) Research can help develop new technologies that promote gender equality and women's empowerment.
- (f) Studies have shown that disaster fatality rates are much higher for women than for men due to gendered differences in capacity to cope with such events and insufficient access to information and early warnings. (UNDP, 2013)

1.4.6 Conflict Prevention, Resolution and Peace Building

Some of the gender specific issues identified by different studies include:

- (a) Armed conflict impacts differently on women and girls. Women and girls are often targeted for rape and other forms of violence while men and boys are killed and recruited as fighters.
- (b) Conflict among/between communities that may arise because of shared resources particularly in times of scarcity impacts differently on men and women, boys and girls.
- (c) There are differences in the ways that conflict is seen, felt and understood by men and women.
- (d) Women, in particular, may play a significant role in urging an end to conflict, mobilizing social movements for peace and in building social reconciliation after conflicts.
- (e) In times of conflict, women may acquire unaccustomed social and political leadership roles as they are left in charge of the household and the community when the men leave to fight. This may transform traditional gender roles and female combatants may experience an unaccustomed degree of social equality in various military groups.
- (f) This has been a characteristic of long-entrenched conflicts such as the Vietnam War, the conflict between Ethiopia and Eritrea, and peasant insurgencies in South Asia. However, a reversal of this progress is often likely after the conflict.
- (g) Gender mainstreaming in Conflict Prevention, Resolution and Peace Building will ensure women's engagement in conflict resolution; gender-responsive conflict prevention and protection; women's participation in peace building and recovery.
- (h) Traditional approaches to conflict prevention, resolution and peace building has tended to see women primarily as victims.
- (i) The way it is seen, felt and understood by individuals and groups, is quite complex. When engaging major actors in a conflict, it is essential to involve women at all levels, including monitoring, negotiations, prevention, resolution efforts and peace building.
- (j) The differential impact, experiences and perspectives on conflict, conflict prevention, resolution, protection and peace-building among men and women underscores the need for gender mainstreaming in Conflict Prevention, Resolution and Peace Building.

1.4.7 Coordination, Institutional Strengthening and Partnerships

The main gender issues under this pillar have to do with institutional gender mainstreaming both for IGAD, IDDRSI and the member states and the other partners. This is demonstrated through:

- (a) The presence of institutional and/or national/regional gender policies and a political good will and commitment to mainstream gender and promoting women's empowerment which will include adequate resource allocation by governments, gender based organisations and other stakeholders.
- (b) Support to and of gender based organizations, civil society groups including women's organizations, academic and research institutions, among others.
- (c) Gender aware coordination may also involve the adoption of an affirmative action quota to enhance men's and women's representation in the various organs and partnership forums for the implementation of CPPs.

Analysis of the various documents indicates that the methodology anticipated in terms of reference was difficult mainly because of lack of gender disaggregated data in the identified documents. However, the consultant took cognizance of general information on issues of gender division of labour, access and control of resources, identification of practical and strategic gender needs as well as information research generated in the areas of the seven PIAs and identified the following tools to guide the analysis.

1.5 Tools that Guided the Gender Analysis the CPPs and Making of Recommendations

Having looked at the traditional gender analysis frameworks, the specific issues raised by studies on the seven priority intervention areas and the task assigned by IGAD Secretariat, the following tools were identified for use in carrying out the gender analysis of the CPPs for the purpose of identifying existing gender gaps and making recommendations on the way forward.

Tool 1: Gender Disaggregated Data

This involves collecting gender disaggregated data at all levels of the programme cycle, including: programme environment, formulation, design, goal, objectives, thematic priorities, interventions, implementation, management, beneficiary assessment, assessment of invisible costs, impact on gender relations and livelihoods, networking and collaboration, outcomes/impact assessment, resources, sustainability, monitoring and evaluation. This is an important tool for planning and implementation. It involves collecting data on: the proportion of women appointed to decision-making organs such as the IDDRSI Coordination Unit, Member States Coordination Offices, IGAD Secretariat, and other governing bodies; the ratio of females to males occupying leadership positions in the various IDDRSI structures; the level of existing measures addressing barriers to women leadership and access to development resources including legal, structural,

social and/or financial; social gender roles that will impact on the programme; skills, knowledge and experiences of men and women on related projects; gender aware budgeting; among others.

This is an important tool in helping us measure changes over time, identify strategic and practical gender needs of men and women, boys and girls, assess our movement towards gender equality and analyse differential impacts of the programme on men and women, among other indicators.

Tool 2: Participation and Decision-Making

The participation of women in decision-making organs and processes of the PIAs, whether at micro or macro levels, will ensure that broader goals are achieved, and will benefit all sections of the society. This tool looks at: decisions made by men/women at household and community levels; women's full and effective participation at different levels; equal leadership opportunities for men and women at all levels of the programme; increased women's capacity to effectively participate in decision-making and leadership at all levels of the IDDRSI Strategy; the use of quota systems (affirmative action) for women to secure the presence of women in decision making organs at all levels; the opportunities to empower both women and men to take up non-traditional decision-making positions and responsibilities. Although we acknowledge that changes are slowly taking place through affirmative action and constitutional reforms Table 1 shows that women's representation in political decision making positions is still low.

Table 1.1: Women representation in political decision making positions in the IGAD member states

Rank	Country	National Assembly			
		Elections	Seats	Women	% W
1.	Ethiopia	2015	547	212	38.8%
2.	Uganda	2011	386	135	35.0%
3.	Sudan	2015	426	130	30.5%
4.	South Sudan	2011	332	88	26.5%
5.	Eritrea	1994	150	33	22.0%
6.	Kenya	2013	350	69	19.7%
7.	Somalia	2012	275	38	13.8%
8.	Djibouti	2013	55	7	12.7%

Source: Inter-Parliamentary Union 2016 <<http://www.ipu.org/wmn-e/arc/classif010216.htm>>

Tool 3: Access and Control of Resources

Socially differentiated perceptions of rights and entitlements and the differences in the way they are applied to men and women as well as their capacity to deal with risk and vulnerability is important. In this study, access to and control of different assets/resources such as livestock and livestock products, land and knowledge will be used to explore diverse livelihood strategies and identify opportunities for increased asset holdings for women. Access to resources of production can also impact on the outcomes, benefits and overall effectiveness of the programme. This is one of the most critical tools that has been used to measure empowerment of women as discussed in

Sarah Longwe's and Caroline Moser's frameworks referred to earlier on in the methodology subsection.

Tool 4: Women's Empowerment

Women's empowerment is a tool that is used to measure different levels of empowerment as indicated in Sarah Longwe's women's empowerment framework. Women's empowerment is considered to be a method through which the disempowered group of women can achieve control over their lives, make preferences and choices. It includes involvement in decision making institutions and processes. Measuring this empowerment includes looking at political, economic, legal and social cultural empowerment. It involves looking at legislative and legal frameworks that perpetuate gender inequalities at the household, community, national and regional levels.

Tool 5: Gender Aware Budgeting

Gender aware budgeting is an important tool in enhancing gender aware allocation of resources by all IDDRSI Strategy stakeholders. It helps in assessing the likelihood of resource allocation in addressing gender-based constraints through intermediate objectives and activities. Gender aware budgeting recognizes gender and social inequalities and plans to bridge the inequalities. It focuses on men and women; recognizes the differential impacts of budgetary allocations on men and women as well as boys and girls and brings about changes to policies and budgets that promote gender equality and women's empowerment. It provides for gender specific budgets for affirmative action programmes for women, other marginalized groups and social groups.

Tool 6: Research and Knowledge Generation

Key to developing a comprehensive gender framework is the effective documentation and generation of knowledge from both men and women in the seven PIAs. This should take cognizance of the fact that due to the social and gender roles, women have knowledge based on their experiences, on each of the PIAs and that this knowledge remains outside the mainstream public policy and development interventions. Therefore, the need to take cognisance gender aware collation, packaging and dissemination of information to ensure women's knowledge is mainstreamed at all levels of the PIAs and gender friendly mechanisms are used to disseminate the information. All three stages of the information management continuum – collection, analysis, packaging and dissemination are, therefore, critical.

Tool 7: Gender Aware Monitoring and Evaluation Tools

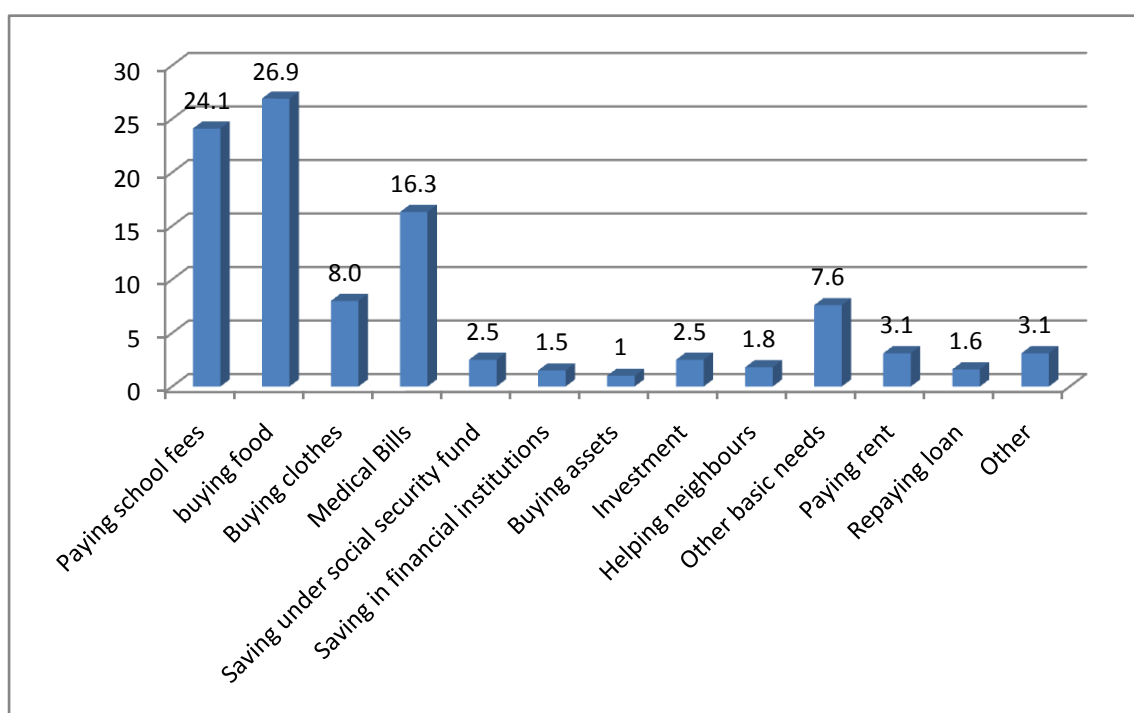
A gender sensitive M&E system should be used at the different stages of the programme/project to assess the impact of the programme in addressing gender gaps and promoting women's empowerment. The use of gender aware indicators at all times during monitoring and evaluation helps to assess the impact of results on both men and women, identify challenges that women and men face in the programme and ensure that practical and strategic interests of both men and

women are addressed, recognize invisible costs, gender aware budgets, time use for men and women, and ascertain that transformative changes are occurring.

Tool 8: Increased Income for Women

Research has shown that increased income for women leads to better fed and healthy families. This is because women and men utilize their income differently. The following table shows how women in a research on food security in Kenya, 2013 use their income. 75% of this income goes to buy food, clothes and other basic needs or to pay school fees and medical, hence the emphasis on recommendations that would enhance women’s income and/or activities.

Table 1.3 Percentage Income Expenditure of women respondents



Source: AWSC/KNBS, 2014

Table 1.4: Decision making on food expenditures and sugarcane income

Decision maker	Percentage of households
i. Food expenditures	
Husband	15.5
Wife or wives	76.3
Joint decision	5.9
Other household member	2.3
ii. Sugar income	
Husband	79.0
Wife or wives	5.5
Don't know	0.5
Joint decision	12.8
Other household member	2.3

Source: International Food Policy Research Institute, survey 1984/85, South Nyanza, Kenya

The consultant searched for data comparative to the table on income and expenditure and could not get it. Clearly, the gender disaggregated data collection is not something that is well done at

the CPP or even at the regional level. However, the above table might tell us something about income and its relation to household expenditure. This data is from South Nyanza in Kenya where sugar cane is the main cash crop and therefore brings the highest income. Note that the husband controls 79% of the income and decisions on food expenditure, the husband adds up to 15.5%. The wives of whom 76% makes decisions about food expenditure only form 5.5 decision makers in sugarcane income. Therefore, the control of income for women has an impact on the decisions on household expenditures.

Tool 9: Time Use

This tool recognizes gender differences in the availability and allocation of time and the locations in which time is spent. It considers the division of both productive and reproductive labour, the identification of how time is spent and how through this gender division of labour, men and women contribute to the welfare of the family, community, and society and what implications their time commitments have on their availability for program activities. This tool is important in helping planners and programme implementers to identify the amount of time men and women have for the programme and how this would impact on the programme itself.

Tool 10: Identification of Strategic and Practical Gender Needs of Men and Women

Practical gender needs (PGNs) are the needs women identify in their socially accepted roles in society that arise out of gender divisions of labour, such as water and energy/fuel provision or health care, but they do not challenge women's subordinate position in society. Women, girls, boys and men have immediate, "practical" survival needs particularly in humanitarian crises. They also have longer-term "strategic" needs linked to changing the circumstances of their lives and realizing their human rights. *Strategic gender needs (SGNs)* are the needs women identify because of their subordinate position in society and aim at creating greater equality between men and women by challenging these subordinate positions related to gender divisions of labour, power and control, and may include such issues as legal rights, domestic violence, equal wages, and women's control over their bodies.

These tools have been used in the gender analysis of the CPPs. The analysis, therefore, bases its findings and recommendations on the answers or otherwise to the questions raised by these tools. This is not to say they are the only tools that can be used but they are instrumental in ensuring gender mainstreaming and promoting women's empowerment in the CPPs.

Tool 11: Involvement of Women's Organizations and Networks

Women's organizations and networks are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment with key IDDRSI stakeholders including the governments of the member states. Studies in the IGAD region show that women's movements, networks and organisations are the reason member states have made progress in increased

representation of women in political leadership and other decision making positions, as well as increased access to resources. IDDRSI needs to utilize women's agency in mainstreaming gender. These networks can make it happen. It is in their interest for as GRO Harlem says, "*women will not become more empowered merely because we want them to be, but through legislative changes, increased information and re-direction of resources. It would be fatal to overlook this fact*" (Karen Weeks, 2007; p330).

Tool 12: Institutional mechanisms and policy frameworks

Institutional mechanisms and policy frameworks for implementation of gender mainstreaming and promoting women's empowerment are critical if the stakeholders have to permeate the interests and concerns of both men and women in structures and coordinating mechanisms where **multi-sector and multi-stakeholder coordination** is taking place. It is, therefore, important for gender mainstreaming frameworks, policies and institutions mandated to address gender/women's issues to be part of these implementation mechanisms. Gender mainstreaming requires skilled personnel as well as political accountability, and financial resources in addition to being located in strategic positions within the context of implementation mechanisms because gender issues are often institutionally marginalized within organizations or government institutions.

Tool 13: Participation

Participation at all levels of the programme means that different members of the community with whom the programme is implemented enjoy participating in the various activities, making decisions relevant to the programme, and equally enjoy the benefits of their labour. Participation in the context of the CPP means collectively looking at the final impact of the programme and owning both the process and the product. The people participate and enjoy the right to influence the formulation and implementation of all policies, programmes, strategies, monitoring and evaluation of the programme as well as making decisions that are relevant to them. This participation will include not just men and women but minority communities, persons who are physically or otherwise challenged and other marginalised groups in addition to the young and the elderly. This provides diversity of experience, of skills and knowledge and therefore enriches the wider society by challenging the dominant ideas and values and by giving various categories an opportunity to bring their experiences and knowledge to the programme. In this way, the society opens up to new ideas, promotes debate and protects it from narrow mindedness.

Tool 14: Gender Sensitive Policy Formulation, Planning and Programming

Policy making, planning and programming impact differently on men and women due to their ascribed gender roles, responsibilities and statuses in the household and the community resulting in different needs, interests and experiences and acquisition of knowledge and skills, therefore, to

ensure the practical and strategic gender needs and priorities of men and women are mainstreamed, it is important to ensure full participation of men and women in the entire IDDRSI programme/project cycle which include: Identifying the problem; Defining potential solutions to practical and strategic needs and interests for men, women, boys and girls; Mainstreaming a gender perspective into the programming process will ensure inclusion of women's and men's experiences and priorities as well as equitable access to project benefits and resources to both women and men. This tool helps us ask the questions about the presence, roles and responsibilities for men and women in the whole programme planning and implementation cycle.

Conclusion

This chapter has covered preliminary issues such as introduction and context, methodology and conceptual framework. The critical tools used for the collection and analysis of data have also been identified. These tools also guide the findings and recommendations of the research. Chapters two to seven cover the analysis of the CPPs of member states as indicated in the executive summary beginning with Ethiopia, followed by Kenya, Somalia, South Sudan, Sudan and Uganda in that order. Chapter eight will conclude the Report with general remarks on the findings and recommendations for the Region.

CHAPTER 2: GENDER ANALYSIS OF COUNTRY PROGRAMMING PAPER FOR ETHIOPIA



Figure 2.1 Map of Ethiopia and the districts (wardas)
Source: www.mapsofworld.com

2.1 Background and Context

Ethiopia's Country Program Paper (CPP) for "*Ending Drought Emergencies Initiative*", which is the subject of analysis in this chapter, is part of the IGAD regional programme. The overarching objective of this CPP is to improve food and nutrition security and enhance resilience to external shocks with particular focus on the ASAL communities in Ethiopia (CPP, 2012).

The gender analysis of this CPP highlights key gender gaps identified within the broad areas of: (i) background and context, (ii) priority interventions, (iii) implementation and institutional arrangements, (iv) Results framework, and (v) findings and recommendations.

The program document notes that Ethiopia is one of the fastest growing economies in sub-Saharan Africa with growth rates averaging 11 percent over the last 7 years. While the economy continues to grow impressively, poverty remains a major challenge in rural areas in both highland and lowland contexts, making the country highly vulnerable to a wide range of climate change induced by both natural as well as man-made disasters.

According to the CPP, Ethiopia experiences frequent occurrence of disasters including drought, floods, conflict and volatile food prices and livestock diseases. While it seems too soon to attribute increase of drought incidences to climate change, drought occurrences have become more frequent and have taken a regional dimension. According to a recent report by the International Food Policy Research Institute (IFPRI) there is some indication that droughts are increasing in frequency in recent decades (Derek et al, 2011). Based on data available for the past 50 years, the African Development Bank also reports that the "*chances of drought occurring in parts of the region have increased from a probability of one in every six to eight years to a probability of one in every two-three years*". In addition, the "epicentre" of the recent drought (in terms of intensity and coverage) appears to have moved from the highland crop growing areas to the Arid and Semi-Arid pastoralist Areas (ASAL). Within the last ten years four major droughts in 2002, 2006, 2010 and 2011 have affected all the ASAL areas of the Horn countries in varying degrees of intensity. In each drought episode more than a million people were affected in each country. In 2011 the Horn of Africa attracted international attention as a result of two interlocking disasters: an exodus of Somali refugees into neighbouring countries as a result of the conflict and drought in Somalia and a drought that affected the lives of millions of people living in the dry-lands of Djibouti, Ethiopia and Kenya. It is estimated that the total number of people affected by the 2011 drought was 12 million including as many as 4.5 million Ethiopians, when the drought was at its peak (CPP, 2012).

The CPP adds that the scale and impact of the droughts in the recent past have been immense, occasionally decimating herds by as much as 50-80% in the case of cattle (Coppock et al, 2008; Devereux, 2006). Such frequent shocks do not give respite for recovery and make it extremely

difficult to restock herds and forcing poor pastoralists and agro-pastoralists to drop out of pastoralism and engage in non-pastoralist livelihoods that are high risk and detrimental to the environment such as charcoal making. In addition to the frequent occurrence of droughts, growth trends in human and livestock population, environmental degradation and bush encroachment, restrictions in mobility are creating unsustainable pressure on land and water resources, and increasing the vulnerability of pastoralist and agro-pastoralist populations to disasters and resulting conflict over dwindling resources (CPP, 2012).

The CPP also notes that despite these negative aspects, pastoralists have coped with climate hazards for a long time, using mobility strategies for the sustainable management of drylands vegetation and water resources. Pastoralists use planned livestock mobility patterns and breeding of livestock that feed selectively on available pastures in the drylands. These combined vital strategies allow pastoralists to create economic value rather than mere survival in difficult environments. Indeed pastoralism is a livelihood of comparative advantage and has immense potential for reducing poverty, generating economic growth, managing the environment, promoting sustainable development, and building climate resilience (CPP, 2012).

It is noted that, although not highly commercialized, pastoralism contributes to domestic and international trade and is not only a subsistence livelihood as it might appear to be. Pastoralists have a higher level of off-take from their herds than sedentary farmers in Ethiopia and consequently provide the majority of animals for both the domestic and export markets. Export trade in live animals mostly sourced from pastoral areas has risen from 163,000 (US27.3mln) in 2005/6 to 472,040 (US147.9mln) in 2010/11. Export of chilled meat has correspondingly increased from 7,717MT (US 15.6) to 16,877MT in 2010/11 (Cately et al, Tufts University, 2011). Overall the livestock sector that largely originates from the ASAL contributes 12-16% to Ethiopia's Gross Domestic Product (GDP) and 30-35% of the agricultural GDP. It also feeds a leather industry that is the second largest source of foreign currency after coffee. The ultimate goal of the Ending Drought Emergency (EDE) initiative should thus not only be to combat the scourge of recurring drought but harness the economic potential and spur longer term investments to achieve a successful economic transformation of the arid and semi-arid lands in Ethiopia (CPP, 2012).

Comment

The CPP should acknowledge *diversity of the people being affected by disasters in terms of men and women or even other diversities such as ethnic minorities, persons with disabilities and even children. This disaggregation of information needs to be brought out.*

2.1.1 Rationale and Objectives of the Country Program

This section acknowledges that decades of emergency assistance has not been able to solve the causes of pastoral vulnerability such as degraded ecosystems, lack of infrastructure and facilities, low investment, absence of economic opportunities and conflict and in line with these problems, the main objective of Ethiopia's Country Program for ending drought emergencies is to improve food and nutrition security and enhance resilience to external shocks with particular focus on the ASAL. The CPP notes that the Ethiopian Program is firmly anchored to the Government's Growth and Transformation Five Year Plan (GTP) whose over-arching objective in turn is "to radically transform the Ethiopian economy on a path of sustainable growth and development with a target annual growth of 12% in GDP for 5 years (2010-2014). One of the means for realization of the objective is the GTP's target for increasing export earnings from live animals and meat export from US\$ 125 million in 2009/10 to US\$ 1 billion in 2014/15." This target was anticipated to provide one of the entry points for improving the lives of pastoralists and enhancing their resilience. The CPP is also firmly anchored to the Policy and Investment Framework-the Comprehensive African Agricultural Development Programme of Ethiopia (CAADP), which is an instrument to realize the ambitions of the GTP. The CPP looks at Opportunities and Challenges for the Country Program and notes that these opportunities include: Commitment of the Government; Trade and Economic Potential. The CPP says that, globally the domestic and international environment for livestock trade is favourable. Demand for livestock products in general and the demand for meat in particular is projected to double by 2050 (HPG, April 2009). Along with the demand, prices for livestock and livestock products have been increasing markedly. Livestock exports from Ethiopia have been booming for several years (albeit from a low level), and the region as a whole is ideally placed to cater to strong demand from the Middle East. In addition to these two factors, the CPP also considers: *Enabling Environment; Regional Plans for Diversification of livelihoods; and Strong Institutional Experience and Best Practices*: there is a good wealth of existing experience and good practices both within government institutions and development partners, on which to build through up-scaling.

In addressing **challenges**, the CPP looks at *Recurrence of Drought*: the increased frequency and depth of droughts in particular during the past decade and their impact on livestock populations, which directly affects food and nutrition security of populations lacking coping mechanisms; *Population Growth versus Shrinking Resources*: the rapidly growing human populations contrasting with a reduction in natural resources due to degradation, climate change. *Deep seated poverty*: the ASAL in Ethiopia have a long history of marginalization and it is with the advent of the current Government that commitments have been made to address poverty in the dry-lands. *Low Levels of Infrastructure*: the problem of the ASAL is also compounded by low levels of infrastructure development. *Low implementation capacity*: limitations in institutional and human

capacities, inadequate expertise, logistical shortfalls and management related problems in the ASAL are major hurdles that may retard implementation of programs. **Violent Conflicts:** the violent resource based inter-clan and other conflicts in the border areas are also major challenges to implementation of programs. **Climate Change:** global warming has challenged the world socioeconomic conditions in general and exacerbated the natural resource base of pastoralists and agro pastoralists in particular. The effects directly impose their negative effects and worsen the life of the pastoral people and their livestock.

The CPP has no information on good practices related to women/gender programmes. In this section, in discussing the factors that contribute to the problems in the regions identified and opportunities that exist, the CPP has no reference to gender disaggregated information or any reference to the fact that women form the majority of the poor. The increased participation of women in leadership in Ethiopia which has 30.5% of women in parliament which is close to the critical mass of 33% is not noted.

Comments

The study proposes *addition of challenges related to the status of women in the region, lack of access and control of resources by women and low representation of women in decision making.*

2.1.2 The Country Program Builds on Existing Initiatives

The CPP builds on: (i) existing policies, strategies and plans developed; (ii) past and on-going projects and programmes that have demonstrated positive impact on food and nutrition security and resilience to drought; and (iii) programming exercises and workshops organized in the country and with development partners. It has been developed within the context of the country's agriculture sector PIF (CAADP) which recognizes the role of the pastoralist's economy and the importance of enhancing security of tenure of pastoralist and agro-pastoralists through efficient and effective land policies, legislation, certification and administration.

According to research done, women are critical in terms of ensuring food security. The discussion on this policy fails to address gender issues in relation to household asset building credit, extension services or issues of food security.

Comments

The CPP needs to recognize *existing initiatives in gender mainstreaming as well as women specific initiatives. In addition, initiatives to promote women in decision making and in access and control of resources need to be identified.*

One of the critical policies, the Country's Food Security Program (FSP), whose overall objective is to achieve food security for chronic and transitory food insecure households in rural Ethiopia

has four components: (i) the Productive Safety Net Program (PSNP), which provides transfers to meet household consumption and protect assets, and builds community assets through public works; (ii) the Household Asset Building Program (HABP) which provides credit and extension services; (iii) the Complementary Community Investment Program (CCIP) which undertakes community infrastructure investments in food insecure woredas/districts, and (iv) the Resettlement Program (RP) which provides transfers, credit and infrastructure for resettled households. The movement of households to food security these components aim to achieve is commonly described as graduation. The CPP adds that Ethiopia has also other programmes that the IDDRSI Strategy would benefit from. These include: Climate-Resilient Green Economy Strategy (CRGES) which outlines a green economic growth path that fosters development and sustainability and the Conflict Resolution and Peace Building Strategy (CRPBS). In addition to these, the CPP is also embedded in Agricultural and Rural Development Policies & Strategies (ARDPS) and the National Livestock Development Project (NLDP) among others.

Other **Government Implemented Programs and Projects** include: The Regional Development Plans (2010-2014); The Pastoral Community Development Project (PCDP II); The National Food Security Program (PSNP, CCIP, HABP); The Irrigated Agriculture Voluntary Villagization Program (“Water Centered Approach”); The Sustainable Land Management Program (SLMP); The Peace building and Conflict Resolution Program - Under the Ministry of Federal Affairs, it has been implementing peace building and conflict resolution activities in three areas: (i) Early Warning and Response (ii) promotion of culture of peace and education and (iii) community policing; among others.

Other **projects implemented by NGO:** the CPP notes that it will also draw important lessons and build on the experiences of donor funded and NGO implemented projects that have had a marked impact on enhancing livelihoods and reducing vulnerabilities of the pastoral population. These include: The Pastoral Livelihood Initiative (PLI I, II), Enhanced Livelihoods in the Mendera Triangle (ELMT), and Enhanced Livelihoods in Southern Ethiopia (ELSE) (Phased out). The Ethiopian Sanitary and Phyto-Sanitary Standards and Livestock and Meat Marketing SPS-LMM (phased out) had relevant experience in setting animal health standards, promotion of market linkages and feed production, fodder production techniques and supporting private live animals and meat exporters in accessing markets. The Ethiopian Sheep and Goat Productivity Improvement (Phased out) project had made important lessons in stock breeding and improvement. In addition ECHO's and EU's Regional Drought Decision (RDD), Instrument for Stability (IFS), Food Facility focused on Disaster Risk Reduction and enhancing resilience at community level. The Country Program will draw important lessons and build on the experiences of these projects in terms of disaster risk reduction at community level and build the capacities of local institutions in early warning and response and contingency planning.

Under government implemented programs and projects, According to the information in the CPP, only one of the programmes targeted women. However, there are no lessons learnt or documentation of the programme's success/failure. Little attention is given to this programme in the presentation and on the whole gender disaggregated data is not available and women as a category are not focused on by the programme.

2.1.3 Combined Approach for Humanitarian and Development Interventions

The CPP notes that the structures and programs for linking humanitarian and development interventions in Ethiopia are already in place. The merger of the Disaster Preparedness and Prevention Agency (DPPA) which was responsible for humanitarian activities with the Ministry of Agriculture, full DRM cycle-prevention, mitigation, preparedness, response, recovery and rehabilitation Programme. Instruments such as the Productive Safety Net Program (PSNP), House Hold Assets Building Program (HABP) and Community Complementary Investment Programme (CCIP), voluntary villagization/resettlement and Risk Financing (RF) are designed to bridge the gap between relief and development by linking emergency activities with regular development interventions. The CPP adds that, PSNP labour-intensive public works, for example, focus on soil and water conservation and integrated watershed management. The Community Complementary Investment (CCIP) and PSNP which focus on chronically food insecure households, among others will guide the CPP.

Various interventions are mentioned as examples which can be expanded in times of drought emergencies. These include: Productive Safety Net Program (PSNP) that has a contingency provision of 20% built in for implementation of emergency interventions when the demand arises, financial support to government Animal Health Services during emergencies to enhance de-worming and vaccination of livestock. Pastoralist Livelihoods Initiative (PLI) to fund early animal-health interventions in the 2005/06 drought. These are good examples establishing linkages of relief and development (Grunewald et al, 2006a; Nicholson et al, 2007), among others that the CPP proposes to build on.

Coordination and linkages need to be established between the income diversification and basic services activities implemented by the Pastoral Community Development Program (PCDP), in addition to strengthening of Early Warning systems and fine-tuning the indicators to changes in pastoral and agro-pastoral livelihoods so that they would be able to predict change in the climate and solicit early response. Equally important is developing Disaster Risk Profile for all woredas/districts in the ASAL based on information collected from communities, households and DRM actors which will inform DRR plans and Comprehensive contingency plans.

The consensus between government and development partners with regard to linking humanitarian and development interventions indicates that there is growing realization that

pastoralists' vulnerability can only be mitigated through long-term development interventions and investments aimed at building the resilience of pastoral livelihoods, strengthening pastoralist institutions, building up social and economic infrastructure and fostering cross-sector linkages. However this can materialize only if donors and governments adhere to their commitment for multi-year and flexible allocation of resources.

The study notes that in this context, no reference to gender aware indicators at any level is made, yet this is very important since women and men experience the effects of climate change differently and can both bring different perspectives to early responses.

Comments

There is strategic need to *increase women's participation in the decision making of these programs and consider how to address strategic gender needs of men and women and marginalized groups.*

General assessment of this part of the CPP in terms of gender analysis clearly shows that at the conceptualization of the programme level and interpretation of the mandate of the programme and the general context, rationale, needs assessment, challenges and opportunities, the CPP is not informed by a gender aware framework the theory behind this section is not informed by a realization of the importance of gender or roles of women in the programme.

2.2 Proposed Areas of Intervention (Components and sub-components)

This section looks at the various areas of interventions, the broad components and sub-components.

2.2.1 Overall Objective and Expected Results

The global objective of the programme is to improve livelihoods and enhance resilience of drought-prone communities in Ethiopia. The expected results of the initiative are to reduce, over the next 15 years, by 50% the proportion of affected drought-prone population in need of humanitarian assistance and food aid (Results Framework-Annex 1). Proxy indicators to measure progress include: (i) the number of drought emergencies recorded by biennium, (ii) the percentage of households below the Acute and Chronic Food Insecurity levels, (iii) the average annual income of household in drought-prone areas, (iv) the Human Development Index (HDI) in drought-prone communities, (v) the percentage of drought-prone communities population with access to primary level education, (vi) the assets level of households in drought-prone communities, (vii) the terms of trade (cereal/livestock), (viii) the coping strategy index, and (ix) the financial resources spent in investments in development versus the resources spent to emergency response.

In presenting the overall and specific objectives of the programme, the CPP fails to acknowledge the importance of gender equality and women's empowerment as important goals that need to be realized and goals that would lead to realization of the overall goal of the programme.

2.2.2 Target Groups and Targeting Mechanisms

As stated in the objective, the most vulnerable households of communities located in drought-prone areas will form the main target group of the programme. The majority of these communities are pastoralists and agro-pastoralists located in the ASAL of Ethiopia. Therefore, spatially, the initiative is to be primarily implemented in all woredas/districts of the ASAL which, according to the DRMFS officials of the Ministry of Agriculture, are all Chronically Food Insecure (CFI). In terms of livelihood categories they include mobile pastoralists, agro-pastoralists as well as household who have dropped or opted out of pastoralism because they have been subjected to recurring drought and lost their assets. Household in drought-prone areas located outside the pastoralist-area will also be considered as beneficiaries in the targeting mechanism.

The target beneficiaries section of the CPP notes will be identified through consultative processes involving district and other local government officials and other stakeholders operating in these communities including local leaders and community-based organizations (CBOs). Local communities will participate in the programme design and targeting to ensure ownership of the interventions. As reflected in the results framework through disaggregated indicators, special attention will be given in the process to women and youth. Gender concerns will be incorporated in all programmes when selecting beneficiaries and determining the gender appropriateness of some interventions to ensure that women and other vulnerable groups benefit. The program would also ensure that the nutritional and economic needs of HIV/AIDS households are adequately addressed.

The Program Implementation Manual(s) (PIM) of the PSNP outlines targeting criteria to determine administrative quotas, setting allocations on the basis of previous relief caseloads, agro-ecological conditions, malnutrition levels, the average size of landholdings, and the estimated population of chronically food-insecure households in particular administrative areas and *woman specific interventions*. It also specifies a number of administrative criteria to determine individuals who should receive unconditional transfers, *including those who are under the age of 16, the elderly, disabled, and people who are temporarily unable to work, such as those who are sick, women who are over four months pregnant and lactating mothers up to 10 months. The criteria for involvement in livelihood or income diversification activities would primarily depend on the level of assets in a household, particularly targeting women and youth in order to improve employment.*

Comments

- *Female headed households: women as a category need to be targeted for increased income, participation in decision making and for affirmative action programs.*
- *The study recommends inclusion of women's organizations and women's networks and groups as stakeholders.*
- *Women's participation in the programme design and targeting to ensure ownership intervention will also be considered.*
- *(Finding)-Including those who are under the age of 16, the elderly, disabled, and people who are temporarily unable to work, such as those who are sick, women who are over four months pregnant and lactating mothers up to 10 months. The criteria for involvement in livelihood or income diversification activities would primarily depend on the level of assets in a household particularly targeting women and youth in order to improve employment.(Comment)-This gender and social disaggregation of data is very useful because it allows for clear targeting of the groups that most require interventions. If followed, this section would make the programme reach the appropriate targets and utilize the resources effectively.*

2.2.3 Component, Sub-component and Priority Interventions

To achieve the CPP objectives, a coordinated set of investments are identified including: (i) natural resource management; (ii) trade and market to improve the household access to markets, improve competitiveness and value addition (milk, meat, hides and skins, etc.); (iii) increase income from household economic activities (livestock, crops and fisheries) and economic diversification; (iv) improved social infrastructure (health, nutrition and education); (v) improved physical infrastructure (roads, mobile telephony and irrigation where profitable); (vi) support effective disaster risk management strategies; (vii) policy and a range of governance efforts, including efforts for better protection of pastoralist property rights, strengthening of conflict resolution mechanisms, and further efforts to promote bottom-up policymaking and priorities for Ethiopia are identified as follows: *Natural Resource Management; Market access and Trade; Livelihood Support; Pastoral Disaster Risk Management; Research and Knowledge Management; and Peace Building and Conflict Resolution.*

Comment

Focus on affirmative action for women's intervention and those of vulnerable groups would be important.

2.2.3.1 Component 1: Natural Resources Management

The objective of the component is to enhance access of drought-prone communities to sustainably managed natural resources. The component will address the issue through (i) increasing availability and promoting sustainable management of water resources, land and pasture (s/c 1.1

and s/c 1.2); (ii) securing access to natural resources (s/c 1.3); and (iii) promote environmental management, renewable energy and biodiversity.

Sub-component 1.1: Water resource development - Output: This sub-component aims at increasing the availability of water from sustainably managed resources for livestock and crop production. It will support the sustainable development and management of shared water resources and watersheds as well as of water harvesting and storage facilities. The **priority interventions** include: Sustainable management of Trans-Boundary Water Resources (TBWR) e.g. development and harmonization with neighbouring countries policies, institutional and strategic frameworks for managing TBWR; mapping of TBWR; Strengthening of Water Information System (WIS): enhancing capacities to collect and analyse data and to ensure that water information is disseminated; promoting, expanding and supporting the expansion of irrigated agriculture: (i) rehabilitation/development and sustainable management of irrigation schemes; (ii) expansion of small-scale irrigation and river basin development.

Subcomponent 1.2 Pasture and land development - Output: This sub-component aims at increasing the availability of pastures and rangelands under sustainable management. Priority interventions include: Strengthening and implementation of sustainable pasture and rangeland rehabilitation and development programmes: promoting and developing Land Use Planning (LUP) and Participatory Rangeland Management (PRM) approach; strengthening communities in rangeland management, developing soil and conservation practices and soil and fertility management, Promoting Eco-system Management across-international borders etc.

Sub-Component 1.3: Securing Access to Natural Resources, the CPP aims that secure and equitable access to natural resources is enhanced through development and implementation of integrated land-use policy and legal frameworks to secure access of drought prone communities to key and strategic natural resources (water, pasture and land), including during transhumance.

Sub-Component 1.4: Environmental management, renewable energy and biodiversity - Output: The sub-component aims at supporting biodiversity conservation and management to ensure that significant reduction in the rate of biodiversity loss is achieved through: Protection and management of bio-diversity in the ASAL: mapping and inventory, regulations, rehabilitation and management of biodiversity; conservation of local breeds and plant species; promoting and expanding the use of environmentally friendly renewable energy and wood-fuel saving technologies: improved stoves; initiating biomass programmes; alternative sources of energy (geothermal, wind, solar, biogas); developing and expanding the payment for environmental services; developing and strengthening early warning response system of outbreak of wildfire.

Comment

- Sub-component 1.1: Water resource development-Output The sub-component could *identify domestic water and address the women's time use in fetching water for domestic use*. In addition, *rain water harvesting could focus on food poor households for increased production to ensure less degradation on relief*. On priority interventions: *Ensuring women's participation at all levels of decision making*.
- Subcomponent 1.2 Pasture and land development-Output This is an area where *women have different experiences and knowledge that they can bring to bear on community range management if opportunities were created in terms of leadership*. *Participatory approach needs to explicitly think about bringing women onboard*.
- Sub-Component 1.3: Securing Access to Natural Resources Could also aim at *promoting women's access and control of natural resources is critical for this programme*.
- Sub-Component 1.4: Environmental management, renewable energy and biodiversity-Output Once again the *women's role and knowledge in the protection and management of bio-diversity, plant species, promoting and use of environmentally friendly renewable energy and wood, fuel saving technologies*, among others is absent in this sub-component. In addition *women's importance in decision making positions needs to be recognized* in addition to *working with women's organizations*.

2.2.3.2 Component 2: Market and Trade Access

The outcome of this component is to enhance access of drought-prone communities to market and trade in order to increase household incomes, in particular, incomes coming from commercial sales *and increased income for women*. *In addition, women's entrepreneurs will be supported*.

Sub-Component 2.1: Transport and Market Development - Output: The sub-component aims at increasing and secured access to markets and trade of drought by drought-prone communities by improving access and management of market and trade infrastructures. It will address its objectives through (i) improving the network and the management of infrastructures (conservation, transport, processing and marketing) (s/c 1); (ii) developing value addition practices (s/c 1), and (iii) facilitating trade by removing trade barriers (s/c 1, 2, 3, 4). **Priority Interventions include:** Rehabilitation, construction and sustainable management of market, trade infrastructures and processing (value addition), small-scale enterprises (milk processing, hide and skins, etc.), pastoral cooperatives and livestock marketing centres development, expert standard abattoirs; strengthening market information systems, among others.

This component hardly addresses women's increased income, access to markets and financial support.

Comments

Under the outcomes, the analysis recommends *increased income for women in addition to supporting women's entrepreneurs.*

- Sub-Component 2.1: Transport and Market Development-Output: *increasing women's access to trade and income and facilitate trade by removing trade barriers and those cultural and legal barriers that may hinder women's participation in trade.*
- Other sub-components include: Securing Pastoral Mobility to grazing and water-Output: *facilitating women's mobility for trade at national and regional levels;* Availability of Financial Services-Output; Trans-boundary disease control and SPS measures and standards (subcomponent 2.4)-Output. Under these sub-components there is need to look at: *Increased access to financial services among women in drought prone areas; facilitating women's mobility for trade at national and regional levels; Improved regulatory framework for women's access to markets and trade; Increased income for women in drought-stricken areas; Support for women entrepreneurs.*

2.2.3.3 Component 3: Livelihood and Basic Services Support

The component will focus on increasing households adaptive capacities to drought. Expected results include: (i) improved food production and nutrition status, and (ii) increased household incomes and assets for women and men. Interventions will focus on activities at household level and aim at increasing livestock, agriculture and fisheries production and productivity (s/c 1, 2, 3), developing and expanding productive and social safety nets including insurance (s/c 4), *focus on food poor households and female-headed households and improve access to basic social services (education, health, nutrition, potable water and sanitation) (s/c 5).*

Sub-Components 3.1: Livestock production and productivity - Output: The sub-component aims at increasing livestock production and productivity. The expected results are to increase milk, meat production and increased income for male and female headed households. **Priority interventions** aim to, among others: Improve animal health and access to animal health services: expand CAHW services (PPP), promote and support services delivery for drugs and medicines (PPP); develop and implement breeding strategies adapted to production systems and breeds conservation programmes; Increase and diversification of animal feeds and improvement of animal nutrition practices; diversification of animal feed and animal nutrition technologies and practices and an increased number of service providers for animal production inputs.

Other **sub-components** include: **Agricultural production and productivities - Output:** The sub-component aims at increasing crop production and productivity. **Priority Interventions include:** promote and support conservation of agriculture (minimum tillage, etc.), soil management and soil fertility techniques; enhance and support development of agriculture services providers. **Fishery and development - Output:** This sub-component aims at sustainably increased fishery production; **Diversification of Household Income sources/Livelihoods -**

Output: The sub-component aims at promoting and support of the diversification of household income sources. **Priority Interventions:** Support the identification and the characterization (description of techniques and technologies and socio-economic conditions for implementation) of new sources of income for ASAL; **Productive and Social safety nets - Output:** The sub-component aims to improve the food security status for male and female member of all food insecure households in drought-prone areas. It will also improve households and community assets creation and maintenance. **Priority Interventions:** Upscale the Productive Safety Nets Programme to cover all food insecure households in drought-prone areas; Contextualized and implement the Household Assets Building Programme in the drought-prone communities; Assess, and eventually support, the introduction and the upscale of agriculture/livestock insurance such as the Index Based Livestock Insurance; Strengthening traditional safety net (PCDP); **Access to Basic Social Services - Output:** The sub-component aims at increasing households and communities access to basic social services increased. **Priority Interventions:** Promote education for ASAL communities: improvement and rehabilitation education facilities; Increase the availability and quality of public and private health services in the ASAL; development and scaling-up the mobile health care; among others.

Comments

- *Focus on food poor households and female-headed households.*
- Sub-Components 3.1: Livestock production and productivity-Output: ***-Harnessing woman's knowledge and using the same to influence policy.***
- Other sub-components include: Agricultural production and productivities-Priority Interventions: ***-Enhance and support development of agriculture services providers (farm inputs with specific focus on women who provide most of the agricultural labour);*** Fishery and development-Output: This sub-component aims at sustainably increased fishery production.
- The study proposes the ***promotion and support the development of fisheries cooperatives, including women's cooperatives*** as one of the Priority Interventions. Diversification of Household Income sources/Livelihoods-Priority Interventions: ***Support women's organizations and economic networks;*** Productive and Social safety nets-Priority Interventions: ***Enhancing public work for the development of natural resources: enhancing women's access and control of resources of production;*** Access to Basic Social Services-Priority Interventions: ***ensuring increased income for women through women specific interventions, for example, support table banking, loan access etc.***

2.2.3.4 Component 4: Pastoral Disaster Risk Management

Sub-Component 4.1 Early Warning/Response System - Output

This sub-component aims at ensuring timely response to early warning information. **Priority Interventions** include: adoption of the new DRM policy; strengthening of the existing DRM

system to enhance efficient timely response mechanism; and strengthen capacities and enhancing an upto-date wordas net connectivity for timely and accurate early warning information and recommendations.

Sub-component 4.2: Climate monitoring and Climate Change Adaptation - Output

The sub-component aims at ensuring that reliable climate outlook reports for drought-prone areas are timely available and shared, and that climate change polices and interventions are identified and incorporated into the development plan and budget. **Priority Interventions** are: strengthening the climate monitoring and reporting system in all drought-prone areas; identifying “climate smart” policies, practices and technologies and ensuring the incorporation of national policies, development plans and projects.

Comments

- Early Warning/Response System-Priority Interventions: *Document and utilize women’s knowledge in pastoral disaster and risk management*
- Climate monitoring and Climate Change Adaptation-Priority Interventions: *budgeting for women’s specific interventions on climate change and documenting women’s knowledge on climate change and utilizing the same for policy intervention.*

2.2.3.5 Component 5: Research and Knowledge Management

The objective of the component is to ensure that improved technologies and policies aiming at enhancing household resilience in drought-prone areas and communities are generated, promoted and successfully adopted. The component will aim at improving the three pillars of the Technologies Generation and Diffusion (“TGD process”) e.g. adaptive research.

Sub-component 5.1: Support to adaptive research - Output:

The sub-component aims at ensuring that an enabling environment for adaptive research is in place and operates efficiently. It will support research in technologies best adapted to drought-prone areas and communities. **Priority Interventions:** identify and conduct adaptive research to develop and test adaptability of improved technologies and policies aiming at enhancing household resilience in drought-prone areas and communities; Support the establishment of regional and national centres of excellence for drought-prone areas and communities.

Sub-Component 5.2: Advisory/extension system-Output:

The sub-component aims at ensuring appropriate advisory and extension services are available and accessible to drought-prone communities. It will also support mechanisms for these communities to obtain advisory services on demand. The **Priority Interventions** include: strengthen the existing pastoral advisory and extension system and expand its coverage in drought-prone areas; ensure skills update of advisory and extension staff in improved

technologies and policies aiming at enhancing household resilience in drought-prone areas and communities; strengthen and increase the number of Pastoral Farmers' Field Schools and Pastoral training centre in the ASALs; organize training and experience sharing for professionals and para-professionals in the ASAL.

Sub-Component 5.3: Knowledge management - Output:

The sub-component aims at an increased access to information and dissemination of knowledge contributing to enhanced community resilience. **Priority Interventions:** establish knowledge management rules and procedures; establish and support regional, national and local mechanism (networking, stakeholders' platforms, etc.) for knowledge sharing in order to identify and promote scaling up of best practices aiming at enhancing household resilience in drought-prone areas and communities.

Comments

- Research and Knowledge management-Pillar: *research on women and the various components.*
- Support to adaptive research-Priority Interventions: *document, analyse and share information on women's experiences in the different priority areas and use the same information to work with women's networks to advocate for policy change.*
- Advisory/extension system: Output: *ensure that women have access to advisory services on demand.* Priority Interventions: *mainstream gender and women's empowerment in the extension system; document women's experience with extension services and share information with stakeholders.*
- Knowledge management: Priority Interventions: *document lessons learnt from women's participation in different intervals; collect, analyse and interpret gender disaggregated data in all interventions.*

2.2.3.6 Component 6: Conflict Prevention, Management and Peace Building

The component aims at ensuring effective response to sources of conflict to enhance peace and development. The component addresses thematic areas related to (i) conflict resolution and (ii) peace building.

Sub-Component 6.1: Conflict resolution-Output:

This sub-component aims at ensuring that effective mechanisms for conflict prevention and resolution are in place. **Priority Interventions:** Implementation and strengthening of conflict monitoring and prevention mechanism: develop wordas Early Warning and Rapid Response System; establish and/or strengthen local peace committee, peace clubs and situation rooms for field monitors.

Sub-Component 6.2: Peace building is aimed at promoting peace culture in ASAL community.

Priority Interventions: Popularization of existing strategies, guidelines and scaling up of best

practices; establishment of inter- and intra-community dialogue, reconciliation and peace building activities; capacitate peace building committee and institutions.

This section has highlighted the priority areas of interventions (PIAs) and the subcomponents. The proposed priority interventions are also not informed by a gender aware framework or perspective. In a few cases however, gender equality is mentioned but the general programme could benefit from looking at priority interventions with a gender lens.

Comments

- Conflict resolution: Priority Interventions: *support women's peace community initiatives; mainstream gender in all structures of peace and conflict resolutions structures.*
- Peace building: Priority Interventions: *mainstream women and gender in the peace initiatives.*
- Livestock mobility to ensure herd's mobility across international borders: *facilitate trade and access markets for women entrepreneurs within the region.*
- Shared Natural Resources/Eco-systems Management: *affirmative action programmes for women.*
- Knowledge management: *Documenting women's knowledge and experience in the priority areas, collection of gender disaggregated data. Capacity building, including for women's organizations and entrepreneurs.*

Regional Priorities The CPP acknowledges that these trans-boundary issues cannot be tackled by individual countries unilaterally, and there is a need to develop collaborative and coordinated approaches and interventions to also address these problems at a regional level, complementing and supporting community and country level efforts. Priority areas that should be addressed at the regional level include:

Regional harmonization of national policies and legal frameworks relevant to increased food and nutrition security and resilience and economic integration in the region anchored on the AU Policy Framework including: (i) the development of a regional pastoral disaster risk management policy and the harmonization of national policies; (ii) cross-border trade of livestock; (iii) trans-boundary access to shared water and land resources; (iv) climate change adaptation and mitigation policy and legal frameworks. **Livestock mobility to ensure herd's mobility across international borders** (i) ensure access to markets and trade routes and the removal of cross-border trade restrictions (tariff and non-tariff barriers), (ii) rationalize quality standards and requirements; (iii) accelerate the implementation of the IGAD free trade agreement; and (iv) develop marketing opportunities for livestock and other ASAL products, among others. **Shared Natural Resources or Eco-systems Management; Early Warning Systems to streamline and harmonize; Conflict Prevention, Management and Resolution (CPMR):** to develop a regional

framework for CPMR activities, among others.

Knowledge management including identification, assessment and propagation throughout the region of good practices in support enhancing resilience to drought. Identification, support and strengthening of centres of excellence in order to facilitate coordinated efforts in the research of common interest such as the management and conservation of animal genetic resources, climate change, water resources, and climate change adaptation and mitigation to promote formulation of climate change adaptation and mitigation policies and interventions.

2.3 Implementation and Institutional Arrangements

The CPP advises that the main government institution for the implementation of the EDE initiative is the Ministry of Agriculture (MoA) which as the mandated and dedicated umbrella organ is responsible for the implementation of Agricultural growth (AG), Sustainable Land management, Disaster Risk Management and Food Security (DRMFS). In addition, the CPP notes that the Rural Economic Development & Food Security Sector Working Group (RED&FS SWG) under MoA is responsible for the overall coordination and linkages with DPs, the various Directorates of the MoA and other relevant Directorates. It also backstops and coordinates implementation with the Regional Bureau of Agriculture and Pastoral Development in the ASAL regions. Rural Economic Development & Food Security platform (RED&FS) and Sector Working Group (SWG) are aligned with Comprehensive African Agricultural Development Programme (CAADP)-its goal, targets, and specific thrusts the RED&FS SWG is a principal government of Ethiopia-development partners consultative forum and its organizational set up includes a broader platform, an executive committee and three technical committees within MOA: (i) agricultural growth, (ii) sustainable land management and, (iii) disaster management and food security. The technical committees also have representatives from other ministries such as Ministry of Water and Energy, Ministry of Health, Ministry of Trade and Industry, to the RED&FS SWG. The work of the SWG is facilitated by a secretariat.

The mandates of the RED&FS SWG include (i) reviewing of implementation of sector level activities, (ii) coordination and harmonization efforts of various projects supporting the sector, (iii) sharing information on GOE policies, strategies, and programs objectives and targets (iv)interacting with and mobilize partners to provide additional support. The Agricultural Growth (AG) Technical Committee formally proposed the establishment of a Livestock and Pastoralism sub-group to co-ordinate and harmonize efforts both by the GOE and DP initiatives in the livestock and pastoralists areas.

The proposed sub-group is expected to spearhead the coordination and implementation of the EDE at the federal level. It is also anticipated the same sub-group will back stop and support

implementation in the ASAL regions. It is anticipated that this sub-committee will play a leading role in coordinating the implementation of the EDE initiative in all sectors-Agriculture and livestock growth, Sustainable Land Management and DRMFS.

With regard to Conflict Resolution and Peace Building (CRPB), the responsible organ on a national level is the General Directorate of Conflict Prevention and Resolution under the Ministry of Federal Affairs. The implementation of Conflict Prevention, Management, and Resolution (CPMR) activities in the context of the EDE initiative is foreseen to be implemented within the existing structure. Efforts would be made to link with the regional structures in the ASAL and build strong and functional linkages with Customary Institutions to bolster peace building activities.

Comment

This section could benefit from

- *Having an organogram or diagram that shows the place and roles of the different actors.*
- *Inclusion of gender/women's machinery in the institutional mechanisms for implementation of the programme.*

2.4 Results Framework

The results framework presents the expected outcome for each of the PIAs and the various components, Targets, Indicators and, their respective Baseline, Verification Sources and Key assumptions/Risks. The consultant analysed each of these for any gender gaps and made recommendations to bridge the gaps. The following are highlights of some of the recommendations:

Comments

The gender analysis recommends the following:

- Under expected impact: *Increased income for women and female-headed households; Budget allocated for affirmative action programmes; Women's empowerment measurements developed and utilized in measuring progress.*
- Under Component 1: Natural Resource Management: *increased access and control of resources by women as an indicator, irrigation for food insecure households and increased access and control of natural resources by women* as an immediate expected outcome; *identify opportunities for increased asset holdings for women; Increasing access to resources of production for women* can also impact on the programme outcomes and is an important tool in measuring progress in women's empowerment.

Comments

- Under Component 2: Market access and trade, the study adds: ***increased access to markets by women entrepreneurs as an immediate expected outcome; gender aware effective and regulatory frameworks as an immediate expected outcome and increased access to financial services by women in male-headed households as an indicator, among others***. Promoting women's increased access to the market and to financial resources will improve women's income and lead their economic empowerment resulting in better fed and healthy families.
- Under Component 3: Livelihood support, the study recommends: ***increased women's access and control of livestock and livestock products*** as an expected outcome, ***increased income for women*** as an indicator and ***women's study report*** as verification sources. As stated elsewhere, research has shown that increased access to productive resources, including incomes for women leads to better fed families and healthy families. This is because women and men utilize their income in providing for the practical and strategic needs for their families.
- Under Component 4: Pastoral Disaster Risk Management, the study recommends, ***Percentage of women accessing information on early warning; women and female-headed households access to food reserves*** as indicators in all the priority areas. ***Use of gender disaggregated data for the various interventions is important in showing the ratio of females to males benefiting from the various interventions*** as well as ***measuring progress over time and identifying strategies for bridging identified gender gaps in mainstreaming gender and women's empowerment for the various interventions***.
- Component 5 on Research and Knowledge Management the study recommends: ***the establishment and support of network of academic research institutions involved in climate change and disaster risk management*** as a priority intervention; ***Regional network of research units/centres working in the area of drought-prone areas, examples include the Centre for Dryland and Sustainable Development/Centre for Climate Change both at the University of Nairobi and Tegemeo Institute-Egerton University in accredited universities and institutions*** as an expected output. The indicator would be ***Network established and operationalized and research reports produced*** as a verification source. ***Networking and collaboration with research and other institutions involved in implementation interventions relating to the various country programme's PIAs, at local and regional levels*** is important as it will provide a forum for exchange as well as ***ensure the other actors are mainstreaming gender and women's empowerment in their respective intervention***, thus realizing the CPP expected outcome. The study also adds ***increased access of services by women*** as an expected output.

As in many of the CPPs, there is no baseline, means of verification, target and budget allocation. In addition, the study notes that, although the results provides a column for the baseline information for most of the expected outcomes, Targets and Indicators there is no baseline, means of verification, target and budget allocation.

2.4.1 Results-based Monitoring and Evaluation Framework

The strategy notes that, Results-Based Monitoring and Evaluation will form an integral part of the management of the programme as a way of enhancing efficiency and effectiveness. Results-Based Monitoring & Evaluation will be useful in helping identify challenges and emerging trends in Drought Disaster Resilience and Sustainability Initiative of the IGAD region. The RBM&E Framework assumes periodic analysis and reporting, which will give member states and stakeholders time to assess results and initiate action where necessary.

Comments The study recommends that,

- *The framework should monitor the benefits of interventions on men and women as well as related changes for men and women that are a result of the interventions.*
- *In its monitoring, the framework should also look at invisible costs of the programme, time use by men and women, impact on strategic needs and interests of men and women as well as communities.*
- *The programme should ensure collection and analysis of gender disaggregated data at all times and monitor social economic trends and women's empowerment.*

2.4.2 Programme Evaluation

Evaluation of the programme will assess the extent to which the programme has achieved its defined *impact objectives on men and women*. It will attempt to determine as systematically and objectively as possible, the relevance, effectiveness, efficiency and impact (both intentional and unintentional) of the programme in the context of its stated objectives. Focused at the level of outcomes and results of the intervention, it will ask the question “why did it happen or not”. In evaluating the project the issue of causality will be examined, that is, the causal relationships between outputs, purpose and goal.

Comments

- *The level of involvement for men and women in the programme;*
- *Impact of the interventions on men's, women's lives;*
- *document gender related changes in the community;*
- *identify interventions addressing reproductive roles of women and assessing invisible costs, challenges of men and women in the programme;*
- *Assess enforcement of gender aware interventions related to the PIAs, levels of women in decision making and the nature of their contribution in addition to economic and social empowerment.*

Impact testing: This will establish the project's effect against pre-determined indicators on the intended beneficiaries/stakeholders.

Comment

- Impact testing: *ensure gender disaggregated information on the effect on men and women, boys and girls.*

2.4.3 Feedback Mechanism

Feedback will consist of findings, conclusions, recommendations and lessons learned from programme implementation experience. This feedback will be used to improve performance, inform relevant policy formulation and decision-making, and the promotion of learning culture within the organization.

Comment

The feedback mechanisms must collect gender disaggregated information in all cases.

2.4.4 Information Sharing, Learning and Knowledge Generation

Evaluative knowledge distilled from lessons learned from the results-based monitoring and evaluation process will be documented and used as evidence-based good practices and promising technologies that illustrate why and how different strategies and approaches work under specific contexts. This invaluable information will be disseminated among stakeholders and academia partners at suitable forums.

Comment

Documentation of women's knowledge and experiences in the seven PIAs will also be done and disseminated.

2.5.3 Results Framework matrix

The results framework presents the expected outcome for each of the PIAs and the various components and their Targets, Indicators and their respective Baseline Verification Sources and Key assumptions/Risks. The consultant analysed each of these for any gender gaps and made recommendations to bridge the gaps.

2.5 Findings and Recommendations

This section is divided into two parts. Part one presents the findings while part two presents the recommendations.

2.5.1 Findings

The Ethiopian CPP shows a certain level of awareness of the importance of gender in the Ending Drought Emergencies. However, it has some gender related issues that have been raised in various sections of this Chapter. The issues highlighted here refer to critical concerns that have been raised in the text. The following are some of the key findings that the study flags out in the process of analysis but in summary:

- i. The background and context of the CPP does not use *gender disaggregated data* at any stage of the whole document which is very critical for gender aware policy formulation and programming. In the absence of gender disaggregated data, we can only plan on assumptions of what men and women will do; what experiences they have because of their traditional gender roles, etc. In addition, we know that gender roles are historical, cultural and contextual and therefore, dynamic. Regular collection of data is thus important in order to capture these changes. Some sections of the Report, however, indicate limited level of awareness.
- ii. In the proposed areas of interventions, under target groups and targeting mechanisms, the CPP states that *in the process of implementation special attention will be given to women and youth. This should be reflected in the results framework. It is not.* In addition, the CPP states that, *gender concerns will be incorporated in all programmes when selecting beneficiaries and determining the gender appropriateness of some interventions to ensure women and other vulnerable groups benefit.* The recognition here is acknowledged. A close look at *the CPP shows some gender aware indicators, particularly when they refer to male headed households and female headed households.* This however, is not reflected in the priority interventions in the results framework.
- iii. In the section dealing with the Program Implementation, the CPP outlines the administrative criteria that would be used in *determining individuals who should receive unconditional transfers, including those who are under the age of 16, the elderly, disabled, and people who are temporarily unable to work, such as those who are sick, pregnant women after four months and lactating mothers up to 10 months.* This finding makes this CPP stand out for identifying some critical interventions addressing women and other groups identified. However, the information is not followed through in the results framework and budgeting.
- iv. In selecting involvement programmes in livelihood or income diversification activities, the CPP notes that this process *would primarily depend on the level of assets in a household and will particularly target women and youth in order to improve employment.* This again is an important recommendation because it focuses on participation of women and youth as well as creating access to income for both categories. It is also a form of affirmative action.

The study commends those who prepared the CPP for this recommendation.

- v. Under sub-Component 3.1 on Livestock Production and Productivity, the CPP identifies *increased income for male and female headed households* as one of the expected results. Again, this is commendable. Research shows that increased income for women translates to extra investment in basic needs such as food, health care, education, among others. Similarly, under sub-Component 3.5 Productive and Social Safety Nets, the sub-component aims to *improve the food security status for male and female members of all food insecure households in drought-prone areas*. However, *this needs to be incorporated in the results framework of the CPP*. We also note that *the CPP highlights male headed and female headed households* but research also shows that access to increased income for women in male headed household increases income for the whole family.
- vi. Under challenges for the implementation that is expected, the CPP does not identify the status of women in the region, the lack of **access to and control of resources by women**, and their low representation in decision making. Picking these challenges would have improved the proposed components on the interventions.
- vii. In the existing initiatives that the country program builds on, there is no mention of *women's* initiatives or gender policies or even **increased participation of women and programmes being implemented by the relevant ministries or gender directorates** and yet we are aware there are important gender/women programmes being carried out or coordinated by the ministries dealing with gender/women's issues that the EDE programme could build on. In addition, under government implemented programmes, only one of the programmes targeting women has been identified. Surprisingly, the CPP does not identify the lessons learnt and successes of this programme.
- viii. In reference to sub-component 1.4 on Environmental Management, Renewable Energy and Biodiversity, as in all other sub-components, the CPP does not identify women's role and knowledge in addition to their **participation in decision making positions** in enhancing the interventions and yet a lot of information on women and environmental management and biodiversity exists that would have strengthened the programme.
- ix. On Market and Trade Access which is component 2 of the PIAs, the component has opportunities for **increased income for women**, access to markets and financial services for women's groups, networks and traders but this is not addressed. The section does not see women as actors in the market and trade sectors.
- x. Regarding the results frameworks, as in many of the CPPs, the framework is incomplete. There is no baseline, means of verification, target and budget allocation. The framework should be completed and updated. However, the study acknowledges *reference to sex and*

age disaggregation of participants accessing food from all sources in 12 months and transfer to participants within 75 days as good indicators under intermediate outcome 3.5 on Effective Safety Net programmes.

- xi. On the whole, *the Ethiopian CPP demonstrates a higher level of gender awareness but there is a lot of room for improvement* and therefore, the following recommendations.

2.5.2 Recommendations

The recommendations are based on the gender analysis tools and are organised around three areas:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPP
- ii. Networking with academic and research institutions in the IGAD region.
- iii. Institutional frameworks and coordination.

2.5.2.1 Strategies for Mainstreaming Gender and Promoting Women's Empowerment in the CPPs

- i. **Gender disaggregated data** is the beginning point for gender mainstreaming and promoting women's empowerment. For the IDDRSI strategy and the CPPs, collecting gender disaggregated data and utilising the same for planning and programming is a must. This must also be done during monitoring and evaluation so that the gaps identified can be addressed. This will provide an opportunity for targeting practical and strategic gender needs for men and women in the community, in addition to ensuring more efficient utilisation of resources.
- ii. **Women's participation and decision making** is important for it to be reflected in all sections of the CPP which include: background section, challenges faced, priority interventions, results framework, among others. The recommendations on bringing women in the programme are made within the text of this report (see pages 22, 25, 26, 27, 29, 33, 36 & 37).
- iii. **Access and control of resources** by women is important because, if these aspects are not recognized at the planning stage, the development of the priority interventions, results framework, and indicators, among other areas, will not be addressed. See recommendations under Component 1: Natural Resources Management, Sub-component 1.1 on water resource development (page 29), and sub-Component 1.3: Securing Access to Natural Resources (page 29) both in reference to natural resources.
- iv. In reference to **access to trade and to markets**, the study recommends under Component 2: Market and Trade Access, Sub-Component 2.1: Transport and Market Development promotion of **women's access to alternative sources of livelihood** and the removal of cultural and legal barriers that may hinder women's participation in trade (see page 30).

In terms of women's mobility for trade at national and regional levels, needs to be flagged out as an important activity in addition to Sub-component 2.2: Securing Pastoral Mobility to Grazing and Water. Sub-component 2.3 on Availability of Financial Services where *support increased access to financial services to women in drought prone communities* is highly recommended. This could be realized through incentives to financial institutions that give credit to women and women's organizations and networks and/or the establishment of a women's fund such as the women enterprise fund and Uwezo funds targeting women in Kenya.

- v. **Improved regulatory framework for women's access to markets and trade**, increased income and support for women entrepreneurs is recommended in Sub-Component 2.4 on Trans-boundary Disease Control and SPS Measures and Standards (page 30).
- vi. The study also provides a number of recommendations under target groups and targeting mechanisms (see page 27).
- vii. In Livelihood and Basic Services Support (Component 3), the study proposes *focus on food poor households and female-headed households and improved access to basic social services (e.g. education, health, nutrition, potable water and sanitation)*. Strategic targeting of women in this sector, such as education and health will equip them with marketable skills that can open up opportunities for alternative sustainable livelihoods.
- viii. In Livestock Production and Productivity, (sub-Component 3.1), the study proposes *harnessing women's knowledge and utilizing the same to influence policy*. This is important because women have a lot of knowledge based on their experiences but due to their marginalization in decision-making this knowledge has remained outside the mainstream public policy and development interventions.
- ix. *Focus on women who provide most of the agricultural labour* is recommended in Sub-component 3.2: Agricultural production and productivities during enhancement and support for development of agricultural service providers. This is important in enabling them access information on agriculture which could help them improve their production.
- x. The study recommends **promotion and support of women's networks**, e.g. cooperatives in development of fisheries Sub-Component 3.3: Fishery and Development, as well as support for **women's organizations and economic networks** in their access to finances for investment. These strategies will enhance women's access and control of the resources of production and therefore, promote women's empowerment. **Working with women's organizations and networks** is fundamental as they are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment with key stakeholders (see pages 29, 31, 33, 36).
- xi. Under Diversification of Household Income Sources/Livelihoods, sub-component 3.6: Access to Basic Social Services, the study recommends **increased income for women**

through women specific interventions, and support to women's cooperatives, economic networks and entrepreneurs (see examples on page 33). These strategies will ensure women's access to economic resources which is an important aspect in gender aware budgeting, and an important tool in enhancing gender aware allocation of resources. It will promote women's economic empowerment and improve the lives of HHs as research has shown that increased income for women leads to better fed and healthy families.

- xii. **Documenting and utilizing women's knowledge** in pastoral disaster and risk management is recommended under Component 4: Pastoral Disaster Risk Management, Sub-Component 4.1 Early Warning/Response System and sub-component 4.2: Climate Monitoring and Climate Change Adaptation in order to influence relevant policy decisions and development of interventions. This knowledge and experience is as a result of the gender division of labour, as well as gender roles and responsibilities in the community. In addition, *documentation, analysis, sharing information on women's experiences* in the different priority areas and utilisation of the same is recommended under Component 5: Research and Knowledge Management, sub-component 5.1: Support to Adaptive Research; Sub-Component 5.2: Advisory/extension System and Sub-Component 5.3: Knowledge Management (see pages 32, 33, 34).
- xiii. The analysis recommends **budgeting for women specific interventions** on climate change. This is important because, without the budgets the initiatives will not be implemented.
- xiv. **Supporting women's peace initiatives**, is recommended under the Conflict Prevention, Management and Peace Building component 6 (see page 34). This could be realized through training and capacity building and allocation of resources, including finances for the implementation of the initiatives; mainstreaming gender in all structures of peace and conflict resolutions structures and mainstreaming women and gender in the peace initiatives in addition to affirmative action programmes in peace initiatives. These recommendations are important in promoting women's effective participation in conflict prevention and building of sustainable peace.
- xv. At the regional level, priority areas that should be addressed include: **facilitating trade and access to markets for women entrepreneurs** within the region, **affirmative action programmes for women** in streamlining and harmonizing the various early warning systems. These will enhance women's participation in the region as well as their access to market chain benefits.

2.5.2.2 Networking with Academic and Research Institutions.

- i. **Networking with research and academic institutions** and academic departments/centres in Ethiopia and in the sub region will enrich the CPP. These institutions could be

involved in the relevant research areas of the CPP and this networking could strengthen access to knowledge and information relevant to the priority interventions.

- ii. In Ethiopia, there are **research and other academic institutions** that offer gender/women studies, including Addis Ababa University. The country also has elaborate gender mainstreaming mechanisms within the government that would strengthen the programme through the provision of gender disaggregated information such as capacity building among others. Networking with these institutions would add value to the CPP.
- iii. Studies show that women bring unique experiences and valuable skills that can benefit the interventions such as those proposed by the CPP. By recognizing, **documenting and promoting the unique experiences, knowledge and skills of women**, one can simultaneously further community resilience and advance gender equality. Women's experiences which emanate from their close interaction with the environment and natural resources necessitated by their social gender roles is not often in the public arena, yet this knowledge and information will enhance the CPP and its implementation. That is why this strategy is recommended for most of the interventions as indicated in the recommendations.

2.5.2.3 Institutional Frameworks and Coordination

This section could have benefited from having an Organogram that shows the place and roles of the different actors. The study recommends that it is very important for the implementation arrangement to include gender experts working group at a high level of decision making of the programme and coordination. In addition, the government machinery for gender mainstreaming needs to be at the same level with the gender working groups in order to assist in gender mainstreaming and promoting women's empowerment. There is need also to observe the principle of equal representation of men and women at all levels, including the committee set up by the programme.

The recommendations presented in this section are not exhaustive. It is however, the view of the consultant that the background and context, all the components and sub-components, priority interventions, implementation processes, monitoring arrangements as well as results framework would need to be informed by a gender perspective. In addition, all the proposals suggested here would require budget allocation if they are to be implemented. This will ensure gender and women's empowerment are mainstreamed in the subsequent phases of the CPP implementation, monitoring and evaluation mechanisms.

CHAPTER 3:

GENDER ANALYSIS OF KENYA COUNTRY PROGRAMMING PAPER

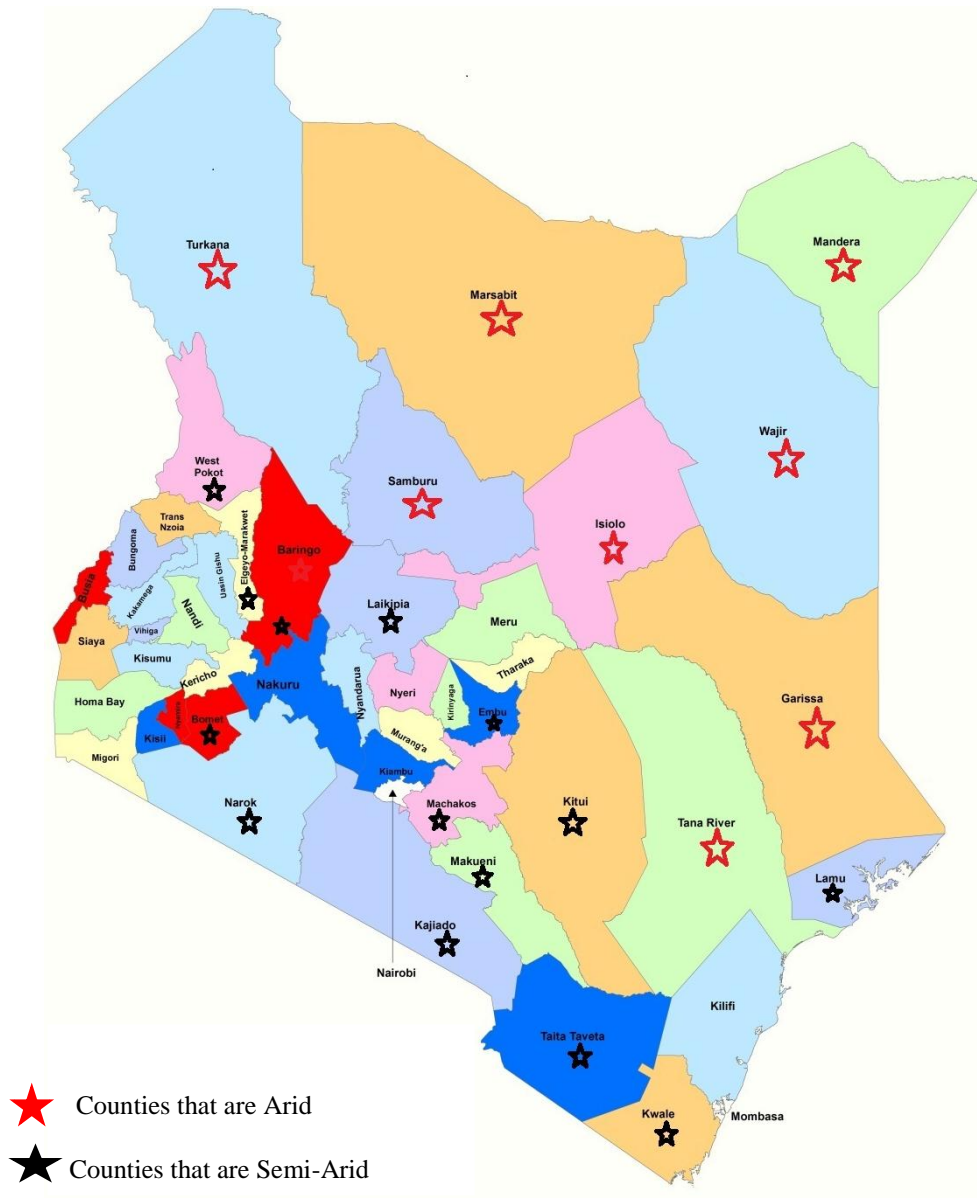


Figure 3.1 ASAL Counties in Kenya as of 2010

3.1 Background and Context

According to the CPP, the paper was developed by the Ministry of State Development in northern Kenya and other line ministries. The focus is on building resilience and pursuing ASALs objectives in a holistic manner. The CPP draws from among other policy documents the African Union Pastoralist Policy Framework for Africa, an IGAD Drought Framework, and the country's various development frameworks including Vision 2030 strategy for developing Northern Kenya, the Agriculture Sector Development Strategy (ASDS) and the National Strategy for Sustainable Development of Northern Kenya.

The CPP notes that the magnitude and severity of droughts has increased due to global climate change, more so in ASAL which makes up 89% of Kenya's total land mass. While the damage is significant in the whole of Kenya, the CPP notes that the impact on food security and livelihoods and assets of the ASALs is the worst. According to the Kenya Inter-Agency Food Security Steering Group (KFSSG), an estimated 4.5 million people in Kenya were affected by the 2011 drought (3.8 million people in ASALs and 700,000 in non-ASAL areas) (CPP, 2012; pg 1). Drought records between 1983 and 1993 indicate that droughts in the arid and semi-arid parts of Kenya have become longer and more frequent. CPP shows that since 2005 Kenya has experienced four episodes of severe drought (2004/05, 2005/06, 2008/09, and 2010/11). According to the Kenya Post Disaster Needs Assessment (PDNA) Report (2012), the overall effects of the 2008-2011 drought in Kenya was estimated at Kshs 968.6 billion (US\$12.1 billion). Appropriate management of drought is therefore, deemed critical to the country's development (CPP, 2012; pg 1).

Studies show that agriculture is the mainstay of the Kenyan economy, directly contributing about 24% of the annual GDP, 65% of total exports and provides more than 60% of informal employment in the rural areas. Agriculture in Kenya, therefore, offers considerable options for economic growth and rural poverty reduction. The sector comprises six subsectors: food crops, horticultural crops, industrial crops, livestock, fisheries and forestry (CPP, 2012).

The CPP notes that livestock contributes more than 50% to the agriculture GDP. The livestock sector in Kenya employs about 50% of the agricultural workforce and about 90% of the ASAL workforce. Approximately 95% of ASAL households derive their income from the livestock subsector. Eighty percent of agricultural production and activities are concentrated in the high rainfall areas while 70% of livestock is produced in the ASAL region. CPP says that, the number of smallholder farmers and small-herders who are unable to sustain a living from agriculture is however, increasing and yet, with concerted efforts these groups could benefit greatly from the country's long experience in collective actions through cooperatives and producer associations as witnessed in the dairy and horticulture sub-sectors. The under-exploited potential of the forestry

and fisheries subsectors could also offer the small crop and livestock producers in the ASALs sustainable livelihood options (CPP, 2012).

Notably, there is a lot of *information on women and agricultural economy in Kenya and gender disaggregated information but it is not refereed to*. There is need to *recognize that 80% of agricultural labour is from women and that access to and control of resources for women is a problem*. *Women, who in particular are the majority small scale farmers in the country, providing 80% of the rural agricultural labour could benefit greatly from the country's long experience in collective actions through cooperatives and producer associations as witnessed in the dairy and horticulture sub-sectors*.

The CPP notes that, *an important cross-cutting strategy within the Social Pillar of Vision 2030 calls for investing in gender-disaggregated systems of data collection and analysis in order to enhance the understanding of people's welfare and inform gender balanced interventions*. *This is a good acknowledgement if it was followed through*.

3.1.1 Effects of Drought on a Pastoral Economy

The CPP identifies the following as the effects of drought in the pastoral economy: loss of livestock; reduction in pastoralists' purchasing power through livestock mortality; loss of animal, and deteriorating terms of trade between livestock and grain; reduced nutritional status; disruption in the flow of livestock to the market; disruption of animal reproductive cycles; among others.

Comment

- *Lack of women's access to markets;*
- *low status of women in the society;*
- *low participation of women in decision making;*
- *women's low access and control of resources of production;*
- *low investment by the Government (GoK) on women's networks.*

3.1.2 Trends Observed in the ASALs

According to the CPP (2012), besides aggravating poverty, other social impacts arise from droughts and climate change in dryland communities. *Environmental and socio-economic changes occurring in dryland areas have led to shifts in gender roles whereby women, who were previously viewed as vulnerable and in need of care and protection, are now playing key roles in ensuring the survival of their families*. *(Comment) This is a very important gender related observation but which needs to be addressed in the results framework in identifying interventions and developing indicators*. With the depletion of livestock and *with some men migrating to other areas either in search of pasture or wage employment, women are acting as*

heads of households with all the accompanying responsibilities and associated impact on the social fabric of the pastoral societies, among others. (Comment) This is a very important observation and it has to be followed by introducing interventions.

The CPP adds that accelerated ecological deterioration is also being witnessed in the ASALs. This is characterized by increasing loss of vegetation cover, land degradation through soil erosion, fragmentation, destruction of wildlife habitats, and degradation of water catchments that is often exhibited as human and livestock strife to cope with drought. The poor, the *majority of whom are women* resort to overly destructive survival/livelihood strategies such as felling indigenous trees to burn charcoal for sale in urban centres, river bed sand harvesting and the cultivation of marginal and fragile lands, all of which aggravates environmental destruction, resulting into low carbon sequestration, increased GHG emissions due to loss of vegetation cover. *These are further manifested in negative social implications, for instance, women having to walk long distances in search of fuel wood and water, leaving little time for productive engagements. (Comment) This is important information and needs to be addressed when identifying PIAs.*

The CPP adds that climatic and cultural diversity of the vast arid and semi-arid areas offers significant economic and livelihood opportunities, most of which are either untapped or underexploited. The ASALs are a landscape rich in biodiversity, both fauna and flora, there are untapped underground water resources as well as stretches of land that could be used for food and animal feed production. In addition, the ASALs are rich in oil, gold and other non-renewable resources. These vast resources and opportunities, if properly managed and exploited in the presence of reliable infrastructure and social services, could offer sustainable and prosperous livelihoods for the inhabitants and eventually spur significant economic growth for the whole nation.

The CPP suggests droughts can be predicted and managed and should never evolve into emergencies and famines.

Comments

The study recommends acknowledgement of the following trends:

- *Lack of women's access to markets;*
- *low status of women in the ASALs;*
- *low participation of women in decision making;*
- *Women's low access and control of resources of production; and low investment of GoK on women's networks.*

In addressing **factors contributing to Drought Emergencies**, the CPP identifies the following: environmental; humanitarian assistance; socio-economic; production. At **Regional level**, the CPP identifies: disjointed regional approaches to sustainable pastoralism that fail to adequately value and invest in sustainable production systems; poor harmony of cross-border policies; lack of trans-boundary disease control policies; lack of harmonization of natural resource policies.

Comments

- Environmental: *Low participation of women in environmental policy development and management as well as knowledge generation.*
- Humanitarian assistance: *Low participation of women in humanitarian assistance.*
- Socio-Economic: *Women's knowledge in the agricultural and pastoral economies and Lack of women's involvement in decision making in social economic areas.*
- Production: *Women's lack of resources of production and lack of collecting and utilizing women's experiences and knowledge in agricultural and pastoral economy;*
- At Regional level: *Lack of investment in women's entrepreneurial networks.*

3.1.3 Objective of the Country Programme

The objectives of the programme are: investing in the foundations for development in the ASALs; developing an effective institutional framework to sustainably manage drought and its consequences; enhancing the adaptive capacities of communities to the effects of climate variation through the application of the relevant ecosystems management approaches; and comprehensive monitoring and evaluation of implementation and regular assessment of the progress towards achievement of the objectives.

Comments

The study adds:

- *Strengthening the capacity of women to participate at all levels of the programme*
- *Access to and control of resources of production by women.*
- *Documenting, analysing and utilizing women's knowledge and experiences in the areas of environment management, climate change and drought management.*

3.1.4 Opportunities and Challenges for the Country Programme

The CPP identifies the following as opportunities and challenges: **Enhancing livelihoods resilience in the ASALs** and **Opportunities for EDE in the ASALs.**

To sustain diversification, scaling up successful innovations developed by pilot projects should be carefully planned through community action plans *and women's groups and networks* supported

by rural financial services including community-based credit (village cooperative banks and revolving funds), small and medium enterprises and payments for environmental services *taking into consideration women's organizations*.

Challenges include: High poverty levels in the ASAL region hamper community participation in development programs and access to basic social services such as education, health care, water, and housing. The vicious cycle of poverty and the lack of access to productive resources, *particularly by women, enhance their* inability to participate in development programmes. This is further exacerbated by the poor human security environment; poor and inadequate social and physical infrastructure; recurrent droughts that could jeopardize achieved successes, lack of mainstreaming drought-preparedness and risk-reduction measures in major planning processes, livelihood and investments programs. It is generally acknowledged that any year could be a drought year, a fact that calls for coordinated arrangements for preparedness, mitigation and response at the household, community and national levels that assure full participation of men and women, among others.

Comments

- Under enhancing livelihoods resilience in the ASALs, the study recommends *capacity building and utilization of women networks in existence*.
- Challenges include: lack of access to productive resources, *particularly by women, and lack of documentation and utilization of women's knowledge in the different sectors has to influence policy*.
- Opportunities for EDE in the ASALs: *harvesting women's knowledge and experiences with natural resources, women's knowledge networking capacity; supporting networks of women entrepreneurs and women's groups as a key investment; ensuring women's groups access to rural financial services; harmonizing trade policies and women's groups and women entrepreneurs' networks and enhancing options for food security through advancing sustainable irrigation networks to increase production and promote indigenous high-value edible, herbal or medicinal plants. Involving women in all food security initiatives and harnessing their knowledge to guide policies on food security, and for documenting and using women's knowledge on climate change*.

3.1.5 Foundations of the Country Programme Paper

The foundations of the Country Programme Paper include: *policies, strategies and legal frameworks* in existence with particular focus on **Kenya Vision 2030**. This is the overarching national development master plan that aims to move all Kenyans towards the future as one nation that respects and harnesses the diversity of its peoples' values, traditions, and aspirations for the benefit of all. Other documents taken into consideration were: Vision 2030 Strategy for Development of Northern Kenya and other Arid Lands; The Draft Sessional Paper on the National Policy for Sustainable Development of Northern Kenya and Other Arid Lands; The

Draft Disaster Management Policy; Agricultural Sector Development Strategy (ASDS 2010–2020); and the National Climate Change Response Strategy. All these documents, among other documents, provide a framework for interventions based on the social safety net concept in responding to and building drought resilience.

Notably absent is the National Gender Policy which can help in gender mainstreaming of the women/gender issues

Relevant Past Projects and Programmes include: the Kenya Livestock Development Program (KLDP), 1968-1982; Emergency Drought Recovery Project, 1991-1996; Arid Lands Resources Management Project (ALRMP), 1996-2010; ASAL-based Livestock and Rural Livestock Support Programme (ALLPRO), 2004-2010; Kenya Drylands Livestock Development Programme 2010-2013; Kenya Rural Development Programme (KRDP), among others.

It is significant to note that, *in lessons learnt and in all cases, there is no gender/women related lessons learnt. It is noted that lessons learnt which are related to gender have not been identified or documented. It also means that gender indicators are not used for monitoring and evaluation of these projects. It is noted that most of these projects are donor funded by the World Bank, DFID and others.*

On the whole, the background and context for the programme is not formed by a gender perspective. The challenges, opportunities, programme upon which the CPP builds among other areas are not looked at from a gender lens. Even when looking at the policies in place, there is no mention of the national gender policy etc.

3.2 Strategic Response Areas and Proposed Interventions

In developing strategic responses and proposed interventions the CPP has considered among others factors: that the traditionally resilient livelihoods practised by the ASAL communities have succumbed to progressing and complicated challenges, subjecting the people to death by famine or to receiving humanitarian food aid and that local communities should be understood, empowered and involved in planning/development of the ASAL regions.

The interventions proposed under Kenya's Vision 2030 are based on six Strategic Response Areas (SRA) aligned to the IGAD Common Architecture, namely: Peace and Human Security; Humanitarian Assistance; Climate Proofed Infrastructure Development; Building Human Capital; Sustainable Livelihoods Adaptive to Climate Change; and Multi-sector and Multi-stakeholder Coordination.

Comment

Women's status in the ASAL communities which hinders their participation in decision making remains a hindrance and should be addressed.

3.2.1 Peace and Human Security

In this priority intervention, the CPP notes that insecurity and violence in the ASALs tend to be clan-based and episodic rather than constant and complex. Insecurity has international dynamics and ramifications, given the volatility of some neighbouring countries and pastoralists' need for mobility. For Kenya, this applies most urgently to its international borders in Northern, Upper Eastern, North Eastern and Rift Valley areas. *However, given the current developments with Alshabaab, this may change to include other areas such as Coast Province.*

The CPP notes that conflicts often arise from increased competition over shared natural, physical, human and development resources, among other reasons. The National Steering Committee on Peace Building and Conflict Management has taken a proactive role in addressing issues of conflict. Security and peace committees have been established at provincial, district, divisional and community levels.

Comment

There is need to *include women peace forums, peace organizations and networks in Kenya, like the Tegla Loroupe Peace Foundation, among others and ensure they are mainstreamed in the current peace committees.*

The **proposed interventions** include: development of a coherent capacity-building strategy for peace and conflict transformation and prevention; encouraging and strengthening community-led peace and human security institutions, processes and actions in order to pre-empt, prevent and resolve conflicts at the local level where early response and effective resolution are more likely. Conflicts over natural resources and livelihood assets, including livestock, will be given particular attention. Additional resources, such as rapid response kits, will be made available to provisional district security and peace committees. Government, private sector and NGO partnerships will be explored so as to improve the deployment and capacity of law-enforcement agencies and the police force (police posts, training, provision of better equipment, communication/radios/ power supply) to enhance security in the ASALs and develop effective systems of monitoring (*including gender indicators*) conflicts and trends and early response. These systems will provide timely early response and appropriate support for their resolution.

Comments

Proposed interventions:

- *Women's involvement in community-led peace and human security institutions, processes and actions will be critical*
- *affirmative action allocation of resources for women's peace initiatives*
- *address gender based violence that arises from insecurity*
- Development of effective systems of monitoring (*including gender indicators*) conflicts and trends and early response.

3.2.2 Humanitarian Assistance

The CPP notes that humanitarian assistance is characterized by late responses leading to over-reliance on emergency food aid, poor mobilization and outreach and failure to respond appropriately to drought early warning information. Low levels of community *and women's* involvement in public decision making and cultural barriers to participation in development initiatives also contribute to widespread humanitarian emergencies. Food insecurity is aggravated by loss of production, high cost of food and fuel and limited access to a strategic food reserve. An emerging concern has been the failure to strongly link humanitarian assistance operations to recovery and long-term development, among other issues.

The proposed interventions under humanitarian assistance include: support the consolidation and coordination of scattered drought-management initiatives; ensure an effective and coordinated transport system to facilitate access to humanitarian assistance supplies; strengthen and support early warning systems to ensure timely response by building on traditional and community-based interventions; ensure weather and climate information is shared in a timely manner; support and encourage traditional coping mechanisms, among others.

It is certain that the adoption of these aspects of humanitarian assistance will make the provision of humanitarian assistance more timely, targeted and efficient. It will enhance the capacity of communities to take appropriate action and respond to drought and eventually normalize the planning for frequent droughts, among others. It is intended that in the long term, the need for emergency humanitarian assistance will decline. For the proposed humanitarian interventions to be effective, needs assessments will pay specific attention to marginalized demographic and socio-economic groups.

Studies show that, while drought affects *everyone, the impacts on some vulnerable groups, while extremely damaging, are often hidden*. The experience from previous droughts have shown that these vulnerable groups *include poor women and children, the elderly, the disabled, internally displaced persons and their host communities, people living with HIV and AIDS and their families*, and the food-insecure living in urban areas.

Comment

The study recommends

- *The acknowledgment of low levels of women's involvement in public decision making and cultural barriers to participation in development initiatives also contribute to widespread humanitarian emergencies.*
- Food insecurity is aggravated by *low participation of women in policies that should promote food security and their lack of control of resources of production.*

On the proposed interventions, the study proposes

- *supporting devolved governments' efforts* in ensuring effective and coordinated transport system to facilitate access to humanitarian assistance supplies,
- ensuring weather and climate information is shared in a timely manner *to both men and women;*
- supporting and encouraging traditional coping mechanisms *and women's networks to promote humanitarian assistance;*
- *Supporting and promoting women's empowerment through women's funds such as the affirmative action social development fund, women enterprise fund and capacity building of women and youth in ASAL areas to access the one third contract award from government.*
- It is certain that the adoption of these aspects of humanitarian assistance *will increasingly involve women apart from mainstream gender into interventions.* For the proposed humanitarian interventions to be effective, needs assessments will pay specific attention to marginalized demographic and socio-economic groups, *therefore, gender disaggregated information must be collected, analysed and interpreted for planning and programming of the SRAs.*
- Studies show that while drought affects *(Finding)-everyone, the impacts on some vulnerable groups, while extremely damaging, are often hidden.* *(comment) There is therefore need to see women as an asset that brings knowledge and experiences on the effects of drought and humanitarian assistance.*

3.2.3 Climate-Proofed Infrastructure Development

Under climate-proofed infrastructure development, interventions will be driven by the desire to develop cost-effective, world-class infrastructure facilities and services in the ASALs. These interventions include: developing and equipping physical markets and growth poles to promote value addition enhanced for regional trade; construction of priority roads; mapping all established settlements in arid lands without permanent water source and identifying and implementing sustainable technical solutions for each, among others. Other measures include construction of strategic multipurpose dams in each county; developing and effecting mechanisms that ensure timely maintenance of existing water sources; developing and expanding ICTs capabilities and infrastructure, including the introduction of innovations such as provision of information through

the local press, community radio, and mobile phones/SMS *to women's groups*; reactivating and developing livestock marketing infrastructure (water points, feeding points, disease surveillance and control centres) along stock routes and grazing areas and developing watering and feeding points in parks and reserves; developing and harnessing energy sources including solar, wind, biogas, coal and oil and where possible connecting to the national grid.

Comments The study proposes:

- *Capacity building and support of women's entrepreneurial networks and organizations working in ASAL areas as well as women's groups and their capacity to utilize resources available*
- *Supporting women pastoralists' fora such as the National Assembly of Women's Pastoralists Forum are not supported.*
- Priority intervention: *Target food poor households and document women's experiences with ICT and utilize the same in developing new and appropriate technologies, energy sources, water sources etc and utilize them to review policies.*

3.2.4 Building Human Capital

This section raises concerns related to major inequalities in human wellbeing between the arid lands and the rest of Kenya that are obstacles to development. This is caused by the near-absence of quality education and training institutions, leading to ASALs chronic dependence on skills from the rest of the country. *Girls are particularly disadvantaged due to vulnerability during conflicts, and cultural biases and practices. The free primary education is hampered by lack of teaching staff and dilapidated learning facilities.* (Comment) *The study acknowledges that we are also reaching partly in terms of boys and girls but not in ASAL areas.* The overall performance of most ASAL districts in national examinations has been very poor.

The CPP proposed increased participation rates in all sectors of education and training in the region as a long-term measure to address human capital challenges and support livelihood diversification; expanding existing school infrastructure, supporting alternative models of education provision to nomadic families, including adult education. Guarantee annual allocation to the Northern Kenya Education Trust, bursaries, government scholarships, conditional cash transfers, construction of middle-level colleges and the recruitment of qualified school-leavers into middle-level technical and teacher training institutions, *women's entrepreneurs networks, women's groups* and other self-help groups through collaborating with the respective counties with the purpose of empowering the local communities and transforming them as full contributors to the economic growth of the ASALs regions.

Some of the issues raised in this section are being addressed by devolution and as the programme is being evaluated, these issues can be looked at differently.

Comments

- *Eliminate inequalities between men and women which are an obstacle to development.*
- *Use of gender disaggregated information which can be used to highlight the differential impact of the programme to men and women*
- *Recognition of women's low status in society*
- *Lack of skills and their low participation in decision making.*
- Establishing *women entrepreneurs' networks, women's groups* and other self-help groups.

3.2.5 Sustainable Livelihoods Adaptive to Climate Change

The CPP looks at ASAL populations and notes that they are predominantly poor and marginalized with limited access to and control of productive resources, especially by women and youth. Aspects of sustainable livelihoods critical to the development of appropriate interventions in the presence of climate change include **water resources**. The CPP notes that there has been a general decline in both quantity and quality of water both for production and domestic use. During drought, reduced water tables are common, leading to low yielding boreholes and longer waiting times at the few water points available. Equitable water resource management and linking water use with community livelihoods are the most critical factors in developing the regions' water resources.

Comments

Involve women in water management roles and decision making. Their access to domestic water has an impact on their time use as well as participation in other important production work.

On **research and knowledge management** the CPP adds that abundant research results have been generated that could help tapping the potential of the ASALs. But there is constrained knowledge management and dissemination capacity to assist decision makers in responding in a timely way to the emerging biophysical and social problems of the ASALs.

The **priority interventions areas** are as follows:

Natural resources management and environmental protection: Interventions identified include: support improved rangeland management through grazing management; promote dry season reserves and re-seeding of degraded land, using adapted indigenous species and bush control using indigenous knowledge and practices; support environmental protection and management through carbon credits, natural resource management, stronger enforcement of relevant laws, and actions to promote conservation; enact the Climate Change Bill and ensure full

implementation of the National Climate Change Response Strategy, including the role of local communities.

Water resource management: The CPP proposes development of surface water through appropriate community-owned water-harvesting structures such as pans and dams while harnessing groundwater based on social and environmental sustainability criteria, including linking the developed water sources with market centres and pastures; effective management of field water resources through water storage and spreading techniques such as road runoffs, roof catchments and sand dams; scaling up of successful water-harvesting and using models developed in watershed benchmark sites.

Agriculture and irrigation: The identified interventions include the expansion of land under irrigation, using appropriate technologies and ensuring structures are maintained, among others.

Livestock value chain and market development: This will include the development of livestock value chains through product development and farmer training, while on post-harvest management and storage it will integrate the activities of animal health workers within the existing formal animal health delivery system in marginal areas and support the establishment of ‘pastoral group’ owned private animal quarantine facilities vertically linked to markets through well-structured and cost-effective value chains.

Sustainable development and management of dryland forestry resources: This will include: sensitizing communities and law enforcers on laws and regulations for sustainable forestry in the ASALs through effective forestry extension services; promoting community forestry in monetized commercial schemes; promoting appropriate technologies for the sustainable management of dryland forests; and commercializing non-wood forest products.

Effective use of fisheries potential: This includes: supporting sustainable exploitation of ASALs’ fisheries resources through the development of commercial, trained and vertically integrated fishers’ organizations and cooperatives; developing the capacity of and training of fishers and traders on modern fish preservation; support private investors and fishers’ community organizations in establishing fish-processing plants; among others.

Sustaining social livelihoods: Establish social protection mechanisms such as index-based insurance, cash transfers, food for assets and food vouchers. Cash is easy to carry, and where food is available in markets, using cash and vouchers allows pastoralists to continue moving with their herds and protects the health and nutrition of the livestock and human population, among others.

Research and knowledge management: Participatory action research and adaptive research methods targeting new innovations, and developing adaptive seed varieties, water-harvesting and

storage facilities will be carried out on farms using the Farmer Field Schools that have proved successful under FAO programs in Kenya. The effect of climate change on abiotic and biotic factors responsible for dryland production will be given priority with emphasis on the impact of emerging environmental variables on ecology and resilience of the ASAL agricultural production systems.

Comments

- Natural resources management and environmental protection, the consultant recommends: *Involve women at all levels of resource management and environment protection and document women's experiences and knowledge in natural resources management and environmental protection.*
- Water Resource Management, the analysis recommends the *involvement of women in all structures of water resource management.*
- Agriculture and irrigation, the study recommends *documentation of women's knowledge on drought tolerant crops and sharing it with policy makers.*
- Livestock value chain and market development- *promotion of women entrepreneurs and networks in the market economy and women's participation at all levels of the value chain and market development* is recommended by the study.
- Sustainable development and management of dryland forestry resources, the consultant proposes the *Support women's research on forestry experiences and knowledge.*
- Effective use of fisheries potential - *Support women entrepreneurs in this sector.*
- Sustaining social livelihoods - *use ICT technology to monitor the food insecure households and to share information on livelihood support.*
- Research and knowledge management - *Women's knowledge and experiences remain undocumented and therefore, not influencing policy. The research will be gender disaggregated at the levels of data collection, analysis and interpretation. Additionally, women's experiences and knowledge will be documented, analysed and shared with policy makers.*
- Research and knowledge management - *Women's knowledge and experiences remain undocumented and therefore, not influencing policy. The research will be gender disaggregated at the levels of data collection, analysis and interpretation. Additionally, women's experiences and knowledge will be documented, analysed and shared with policy makers.*

It is noted that the programme has mainstreamed research and knowledge management in the different sectors. There is therefore, need to develop strategies for ensuring the research carried out enriches the policies and programmes.

3.2.6 Multi-sector and Multi-Stakeholder Coordination

Situation Analysis

The CPP recognizes that drought management is a cross-cutting issue that requires collaborative action by a range of public and private sector agencies at national, county and community levels. It requires coordination of a large number of stakeholders, including sector ministries (Agriculture, Water, Regional Development, Education, Public Health, Finance, Interior), ASAL communities, civil society organizations and the private sector involved in drought management in addition to the progressive association of a large number of development partners.

In order to ensure the sustainability of the established drought management system, the government formed the National Drought Management Authority (NDMA) that has provided a sustainable specialized institutional base and statutory underpinnings of the drought management system and associated institutional coordination structures. The NDMA will therefore, be responsible for the supervision and coordination of all drought management activities and coordination of all stakeholders implementing any drought management program in Kenya.

In terms of *interventions*, the multi-sector-wide coordination for EDE would require five main interventions which are: support for the multi-sector and multi-agency coordination efforts; support for requisite capacity building and operationalization of the National Drought Management Authority and its structures to the grassroots; support for the institutionalization of the ASAL Secretariat with the necessary authority to undertake effective cross agency coordination; support the Regional Disaster Risk-Reduction Initiatives under IGAD, EAC and COMESA; strengthen the county and sub-county level structures in order to effectively undertake their coordination functions.

Priority interventions are not informed by women/gender related experiences. The many comments and issues raised in the report show that opportunities exist but the development of the CPP did not take these opportunities in identifying and presenting the strategic areas on interventions and the subcomponents.

Comments

The study recommends *acknowledgment of women's organizations, NGEC and women entrepreneurs in the list of partners and stakeholders.*

3.3 Implementation and Institutional Arrangements at the National and Regional Levels

The figure below presents an Organogram of the implementation structure for the EDE Programme.

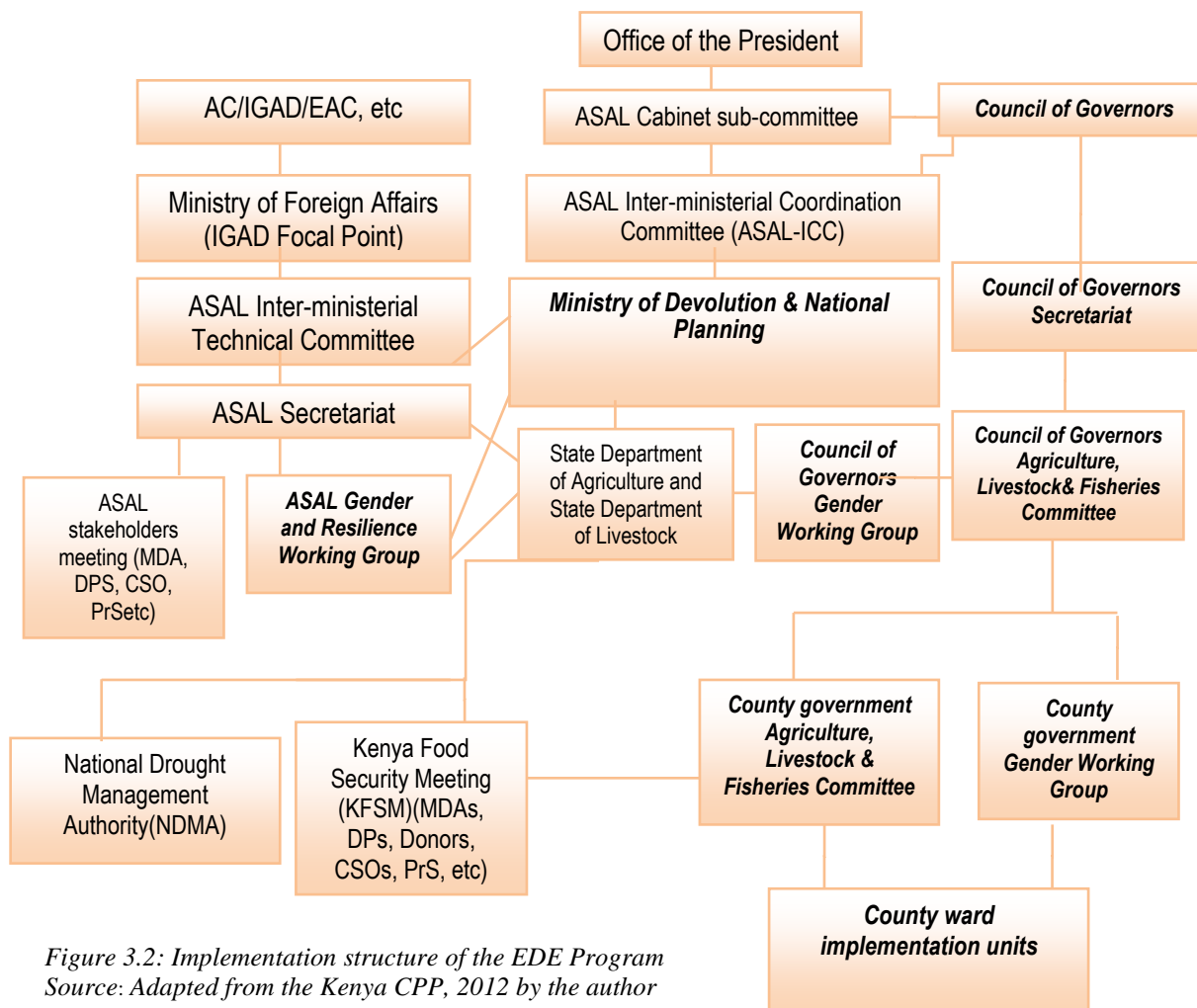


Figure 3.2: Implementation structure of the EDE Program
Source: Adapted from the Kenya CPP, 2012 by the author

The organogram presented in this CPP was created before the new arrangements based on the 2010 constitution and 2013 elections. The agriculture, livestock and fisheries sectors are now devolved functions of the county governments according to Schedule four of the Kenyan Constitution. The National Government is left with policy making in relation to agriculture and livestock. The study recommends that the structure be reworked to take into account the new changes. The recommendations include addition of a department of the council of governors that is at the same level with the ASAL Cabinet sub-committee. This is important because the county government is the implementation arm of the agriculture, livestock and fisheries sectors. We have also added the council of Governors Secretariat at the level of Ministry of Devolution and National Planning and introduced the Agriculture, Livestock & Fisheries Committee. Below the Agriculture, Livestock and Fisheries Committee, the consultant recommends the County

government Agriculture, Livestock & Fisheries Committee and the Council of Governors Gender Working Group. These two actors will work closely with the implementation arm of the County ward implementation units.

This structure is very top-down and does not seem to take into account the fact that agriculture and livestock related programmes have been devolved to the counties. The structure needs to take this into consideration if the programme is going to work.

Comments

Implementation and Institutional Arrangements at the National and Regional Levels, the study proposes the establishment of the following units as reflected in the structure above:

- *Council of Governors*
- *Council of Governors Secretariat*
- *Council of Governors Gender Working Group*
- *Council of Governors Agriculture, Livestock & Fisheries Committee*
- *County government Agriculture, Livestock & Fisheries Committee*
- *County government Gender Working Group*
- *County ward implementation units*

In addition, given the many changes that have taken place after the 2013 elections *there is need to review this structure to reflect the reality on the ground.*

3.3.1 ASAL Secretariat

The ASAL Secretariat will be the coordination mechanism with clearly defined long-term institutional arrangements that would champion and coordinate development in Kenya's ASAL areas. The ASAL Secretariat is also responsible for convening the Stakeholders Forum Meeting composed of government ministries, development partners, civil society organizations and the private sector, among other stakeholders involved in the EDE initiative.

3.3.2 Reporting, Monitoring and Evaluation

The purpose of the government's monitoring and evaluation (M&E) system is to ensure that programmes are on track and running smoothly, activities achieve their objectives and any unexpected outcomes are highlighted and corrective measures taken as appropriate. The framework used for M&E of government programmes covers implementation, results, monitoring and evaluation. M&E is done at different levels of government through ministries, agencies, and departments. At the lowest level, activities are monitored at implementation level that feeds into sectoral M&E with reporting requirements on outputs, outcomes, impact and budget performance linked to their sectoral plans and programmes. Every objective and sub-programme has appropriate indicators and means of verification. The sectoral M&E, in turn,

feeds into institutional M&E for tracking programmes, knowledge management and decision making. Each institution then reports to: (i) the Ministry of Finance Planning and Economic Development for financial accountability purposes; (ii) the Office of the Prime Minister (OPM) for coordination and public sector monitoring; and (iii) the National Planning Authority (NPA) for overall performance monitoring.

Establishing an effective Planning, Monitoring & Evaluation (PM&E) System is critical for supporting IGAD and its member countries in taking informed decisions aimed at enhancing the implementation of the EDE initiative and achieving its objectives.

Given the multidimensional nature of the EDE Initiative, it is suggested to designate an M&E Focal Point at the OPM who will ensure integration of the EDE Initiative M&E activities with existing M&E Systems in the country. The M&E system should ensure obtaining and sharing of credible data, information and knowledge.

Comments

- *Gender disaggregated data will be collected at all levels, analyzed and utilized.*
- *Gender indicators will be developed and utilized.*
- *The focal point will work closely with the gender monitoring unit to ensure that gender aware M&E tools and gender aware indicators are utilized.* This will help in assessing the impact of results on both men and women, challenges that women and men face in the programme, practical and strategic interests being addressed for men and women, invisible costs, gender aware budgets, time use for men and women, transformative changes occurring, among others.
- *The M&E system should ensure learning and sharing of credible data, information and knowledge which will be gender disaggregated in collection, analysis and interpretation. Gender aware indicators will be used in monitoring and evaluation.*

3.3.3 Financing Framework

In terms of resources, the CPP notes that approximately Kshs. four hundred and fifty three billion (453 billion) will be required over the five-year period to implement the program. It was expected that there would be concerted efforts by all actors (community, public, private and development partners) to mobilize resources and implement the program. The following table indicates the budget. The study makes a recommendation on further two budget items which were not part of the original budget namely: *affirmative action for women specific programmes* and *research funds for documenting women's experiences and knowledge in the various.*

Table 3. 1: Indicative summary budget over a 5 year period 2012-2017(Billion Kshs)

Strategic Response Area	Budget	Commitments	Funding gap
1. Peace and security	11.4	4.6	6.8
2. Humanitarian relief (incl. EHRP for one year only)	25.6	11.3	14.3
3. Infrastructure	237.6	15.3	222.3
4. Building human capital	15.5	4.7	10.8
5. Sustainable livelihoods	132	57.4	74.6
6. <i>Affirmative action for women specific programmes</i>	<i>100</i>	<i>-</i>	<i>-</i>
7. <i>Research funds for documenting women's experiences and knowledge in the various sectors</i>	<i>80</i>	<i>-</i>	<i>-</i>
8. Coordination and Institutional Framework	30.4	3.1	27.3
9. Drought disaster response contingency fund	-	-	-
TOTAL	452.5	97.1	356.1

The columns on commitments and funding gap are calculated based on available Government budget estimates and current documented donor support.

Comments

There is need to:

- *Provide for affirmative action for women's programmes and other vulnerable groups.*
- *Allocate resources.*

3.4 Results Framework

The results framework of the Kenyan CPP prioritizes policy/legal frameworks, technical innovations, institutional strengthening and capacity building and infrastructure. The framework then identifies the results of each intervention.

Under the **Policy/legal** section the study notes *that there is no update of the information on existing policy legal frameworks. In gender aware planning and programming the analyst asks the questions: Results for whom? And this question has not been answered.*

For purposes of gender mainstreaming in results and to answer and make sure results target women and men the study makes detailed recommendations in the results frameworks.

Comment

In the case of peace and conflict resolution the study recommends *that it is important to note that the National Food and Nutritional Security Law has not yet been enacted. The proposed legislative framework has not taken on board chronically insecure households and other vulnerable groups the majority of whom live in ASAL areas.*

Under the peace and security PI, for instance, the analysis shows *that women's peace and conflict resolutions are not acknowledged nor are they flagged out for financial support.*

Comment

The study underscores the importance of *resource allocation to support women's peace and security initiatives including women's peace forums and caravans and support to women's organizations and networks to promote peace and conflict resolution among communities*. In addition, *the results framework can take opportunities for mainstreaming women in all peace and security institutions, developing legal framework for women's participation in peace and conflict resolution, among others*.

Under the technical innovations (biophysical and socio-cultural)

Comment

The *use of ICT applications in targeting critically poor households, ensuring food security and monitoring the progress being made particularly in time of drought* is recommended. The use of ICT can make it easier to *monitor male/female headed households in times of food insecurity*. *Keeping records of these food poor households could help the government and other stakeholders to invest in them and create opportunities for increased production, access to markets or other alternative livelihood sources that ensures that the emergency response are reduced and that they have sustainable livelihoods*.

The study also recommends *documentation of women's experiences and knowledge in humanitarian relief* as well as in all other PIs including natural resource management and climate change, access to market and trade, livelihood support, disaster and risk management, research and knowledge managements and peace building and conflict resolution *and mainstreaming gender and women's empowerment in humanitarian relief through innovative interventions such as the Youth Enterprise Fund, UWEZO funds and women's enterprise funds*.

3.5 Findings and Recommendations

This section is divided into two parts. Part one presents the findings while part two presents the recommendations.

3.5.1 Findings

Broadly, the findings indicate that:

- i. In spite of the fact that there is enough **gender disaggregated information** in Kenya which could have been used in the development of the Kenya CPP, this information is not utilized by the CPP. This could be due to lack of coordination between the relevant government institutions and the institutions mandated with gender mainstreaming such as the Ministry of Public Service, Gender and Youth Affairs and the National Gender Commission. On the whole, including the background and context, strategic response and priority intervention areas, implementation and institutional arrangements, the CPP does not have gender

disaggregated data. In the absence of gender disaggregated data and as indicated in the Ethiopian CPP findings, we can only plan on assumptions.

- ii. An important cross-cutting strategy within the Social Pillar of Vision 2030 calls for investing in gender-disaggregated systems of data collection and analysis in order to enhance the understanding of people's welfare and inform gender balanced interventions. ***This provision is highlighted by the CPP but is not followed through so as to influence choices made in terms of components or subcomponents of PIAs, monitoring, results framework, among other areas.***
- iii. In the strategies identified, ***opportunities exist for ensuring gender is mainstreamed and women's issues are addressed but the CPP does not build on them.*** Under Peace and Human Security for instance, ***the situational analysis identifies women-led interventions including women's peace forums, peace caravans, and the establishment of peace dividends.*** However, when it comes to the interventions and budget, they do not pick these issues up. In the same section, under building human capital, ***there is no recognition of women's low status and lack of skills or their participation in decision making.*** The CPP ***is not informed by a clear framework that takes gender/women into consideration.*** On the whole, the paper does not address the issues that are of key concerns in relation to gender mainstreaming and women's empowerment at the various stages of background, situation analysis factors, etc.
- iv. In terms of the relevant experience from selected projects, there ***are no lessons learnt related to gender/women programmes*** (see page 52).
- v. It is noted that ***the programme has mainstreamed research and knowledge management in the different sectors even though there is a specific intervention on research and knowledge. This is a good strategy. However, there is no specific reference to research on women. There is also need to develop strategies for ensuring the research is carried out in a way that enriches the policies and programmes and is budgeted for.*** In the strategies identified, opportunities exist for ensuring gender is mainstreamed and women's issues are addressed but the CPP does not capitalize on them. In the situation analysis, women's gender issues are not raised, with the exception of the area of conflict where peace committees are mentioned.
- vi. Sustainable livelihoods adaptive to the Climate Change component ***acknowledge lack of access and control of productive resources, especially by women and youth*** which is important in the CPP.
- vii. ***Participation of women and youth is acknowledged by the CPP in the section on factors contributing to drought emergencies*** in order to coordinate preparedness, mitigation and

response at the household, community and national levels. This, the CPP notes, is important in building sustainable growth. The study acknowledges this gender specific focus. In addition, the study acknowledges the proposal for ***gender mainstreaming and promoting women's equality in humanitarian assistance***, among other proposals recommended for intervention.

- viii. Under Effects of Drought on a Pastoral Economy, the CPP notes the importance of ***addressing an increased workload for women*** which is an important observation that needed follow up in dealing with PIAs and the results framework but this follow up does not happen.
- ix. As mentioned under the Trends Observed in ASALs, the study acknowledges the appreciation by the CPP of the ***effects of environmental and socio-economic changes occurring in dryland areas on the shifts in gender roles whereby women*** who were previously viewed as vulnerable and in need of care and protection, now play key roles in ensuring the survival of their families.
- x. Under proposed interventions, ***gender/women's issues are not refereed to, even in the section on humanitarian interventions where a lot of work has been done by institutions*** such as FAO and UNHCR, among others. Neither are gender issues and women specific issues raised in climate proofed infrastructure development, yet quite some work has been done on gender and climate change as well as in sustainable livelihoods and climate change.
- xi. The ***implementation process does not allocate any budget to women/gender specific issues in "peace and security" although they are mentioned in the strategy on humanitarian relief programs*** but they do not feature when it comes to budget allocation.
- xii. ***Multi-sector and Multi-Stakeholder Coordination, the study notes that the Gender Directorate and other focal points dealing with gender/women as well as the Gender National Commission are not part of the stakeholders. Notably absent is the National Gender Policy which can help in gender mainstreaming of the women/gender issues.*** It is noted too that there is no place where gender policy is mentioned, yet it exists. This could also be because gender mainstreaming in Vision 2030 is also treated as a standalone strategy but it is not mainstreamed in the strategies developed.
- xiii. Although the CPP was written in 2012, ***the implementation and coordination structures ignore that many of the functions related to drought disaster resilience are devolved.***

On the whole, the CPP is not informed by a gender aware framework.

3.5.2 Recommendations

In this section, the study makes recommendations to bridge identified gender gaps. The recommendations are based on the gender analysis tools and are organised around the following three areas:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPPs.
- ii. Networking with research and academic institutions.
- iii. Institutional frameworks and coordination.

3.4.2.1 Strategies for mainstreaming gender and promoting women's empowerment

i. Gender Disaggregated Data

- a) In regard to programme monitoring and evaluation, the study recommends the *use of a gender sensitive monitoring and evaluation framework* that captures **gender disaggregated data** in the various aspects of the CPP, including the benefits of interventions on men and women as well as related changes for men and women that are as a result of the interventions.
- b) The M&E framework should also *look at invisible costs of the programme, time use by men and women, impact on strategic needs and interests of men and women as well as communities*. The programme will ensure collection and analysis of **gender disaggregated data** at all times and monitor social economic trends and women's empowerment. This will help in the identification of any existing gender gaps and enable the implementers to strategically plan interventions for bridging such gaps in subsequent phases of the programme (page 63).
- c) To enhance the research and knowledge management intervention, the consultant proposes that *research be gender disaggregated at the levels of data collection, data analysis and interpretation*. Additionally, *women's experiences and knowledge be documented, analysed and shared with policy makers*. The study recognizes *the importance of this component in mainstreaming women's knowledge and experiences in all the PIAs* considering that women, due to the social and gender roles derived from the gender division of labour, have a lot of experience and knowledge. However, due to their marginalization in decision-making institutions and processes, this knowledge remains outside the mainstream public policy and development interventions. Therefore, attention needs to be paid to the collation, packaging and dissemination of information to policy makers and other stakeholders. The use of gender responsive data collection and information dissemination mechanisms is recommended to ensure women and men access the information.

ii. **Documenting Women's Experiences and Knowledge**

a) Failure to *collect and utilize data on women's experiences and knowledge in agricultural and pastoral economy perpetuates the low production*, because of the ascribed social and gender roles. Women from the pastoral and agro-pastoral communities have a lot of knowledge based on their experience of the tasks they perform in relation to production. This knowledge has remained outside the mainstream public policy and development interventions, thus the need for a deliberate effort to ensure this happens. **Documenting women's experiences** is recommended in all the strategic response areas and proposed interventions in the CPP (see pages 56, 59). Therefore, there is *need for a deliberate move to document and mainstream this knowledge to influence interventions* in all policies and programmes related to PIAs, ICT and in all other areas. It is important to deliberately bring women's knowledge in all these areas to inform the CPP policies and programmes. The study also recommends under **sustainable livelihoods** strategic response areas: on technical innovations and institutional strengthening and capacity development: *women's research and education centres* (see page 59).

b) By recognizing, **documenting and promoting the unique experiences, knowledge and skills of women**, one can simultaneously further community resilience and advance gender equality. Women's experiences which emanate from their close interaction with the environment and natural resources necessitated by their social gender roles is not often in the public arena yet this knowledge and information will enhance the CPP and its implementation. That is why this strategy is proposed in most of the interventions as indicated in the recommendations (see pages 50, 51, 56, 59).

iii. **Women's Participation and Decision-Making:** The study recommends *involvement of women at all levels of the programme, including resource management and environment protection in all the structures of water resource management* (see pages 48, 49, 50, 53, 54, 55, 56, 57, 59). In the context of peace and human security, *women peace forums, peace organizations and networks women must be involved*. In the whole programme including needs assessment, development of goal, objectives, strategic interventions, priority interventions, monitoring and evaluation, women must be involved not just as implementers but as decision makers as well. Cultural practices favour unequal power relations between men and women which leads to low participation of women in decision-making organs and processes at all levels of the PIA, whether at micro or macro levels. This can be realized through the implementation of the affirmative action principle enshrined in the Kenya Constitution (Article 27) (8) at all levels of the program. This is important because women will bring new perspectives to the implementation of the PIAs. Under **objectives of the Kenya country programme**, the study makes some recommendations which include

strengthening the capacity of women to participate at all levels of the program (see page 50.) Mainstreaming gender and women's empowerment in the objectives is very important because the objective will have its strategies, activities, resources and monitoring indicators. It is meant to be SMART.

- iv. **Access to resources** by women and men is critical if the programme is to succeed. Women in particular, both in pastoral and agricultural communities, have limited access to resources of production. The CPP must promote and support this. *Support for women entrepreneurs*, for instance in the area of Sustainable Development and Management of Dryland Forestry Resources through the provision of resources, opportunities and skills to implement and effectively participate in the sector, would be very useful. This could be realized, for example, through the enactment of an affirmative action policy to ensure increased access to resources, including funds, access to information, opportunities, skills, among other resources. We must avoid feminization of poverty and low capacities to deal with drought related risks and vulnerabilities should be prioritized for action. In addition, the study recommends *increased capacity for women from pastoral communities to access government contract quota to enhance their access to and control of different assets/resources* (see page 64).
- v. Utilising **affirmative action strategy** at different stages would enhance the programme implementation. Under the priority interventions of peace and human security for instance, the study recommends specific *support to devolved governments' efforts* (see page 55) which can be realized through a gender aware allocation of peace and human security resources. The programme should address the gap in women's **access and control of productive resources** by adopting an **affirmative action** quota in the allocation of programme resources and ensuring that women including those from the pastoral and agro-pastoral communities can access government contracts.
- vi. **Women's networks and organizations** are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment with key stakeholders, including the government, private sector and civil society. There is therefore, need to invest in these organisations. *Increased investment in women entrepreneurs' networks which will enable them to invest in productive resources such as business* is recommended in the Report. In addition, on the Livestock Value Chain and Market Development sub-component, the study recommends that *support for women entrepreneurs and networks in the market economy* should be prioritised which will provide an opportunity for them to have access to and control of different assets/resources of production, including knowledge and opportunities to increase their incomes and explore livelihood strategies/diversification (see page 59).

- vii. On Research and Knowledge generation, the study recommends the **use of ICT technology to monitor the food insecure households and to share information on livelihood support**. This will ensure strategic targeting of food poor households and access to the resources targeted for beneficiaries. The ICT technology should also be used to monitor and ensure access to and control of different productive assets/resources by the food poor FHHs and MHHs to enable them exit from the livelihood support programmes which will positively impact on the programme outcomes, benefits and overall effectiveness of the programme. The study also recommends **targeting of food poor households using new ICT applications technologies to ensure food security**. On humanitarian relief, the study recommends that a **National food and nutritional security law** should be enacted among other legislative frameworks (see page 64). Other legal frameworks are recommended under strategic response area 3 on climate proofed infrastructure, a) legal/policy: b) Technical innovations: c) institutional strengthening and capacity development: d) infrastructures (see page 56)

3.5.2.2 Networking with research and academic institutions/departments/centres in Kenya in particular, and in the sub region will enrich the CPP. These institutions could be involved in the relevant research areas of the CPP and could strengthen access to knowledge and information relevant to the priority interventions. The CPP can benefit from the research of Kenyan **and other academic institutions** that offer gender/women studies, including the University of Nairobi, Kenyatta, Egerton and Moi, among other universities. The country also has elaborate gender mainstreaming mechanisms within the government that would strengthen the programme through the provision of gender disaggregated information and capacity building among others.

3.5.2.3 Institutional Frameworks and Coordination

- i. The **organogram** presented in this CPP was created before the new arrangements based on the 2010 Constitution and 2013 elections. The agriculture, livestock and fisheries sectors are now devolved functions of the county governments according to Schedule four of the Kenyan Constitution. The National Government is left with policy making in relation to agriculture, livestock and fisheries. The study recommends that the structure be reworked to take into account the new changes. A number of proposals are made in the revised organogram for this CPP (page 61).
- ii. On **Multi-sector and Multi-Stakeholder Coordination**, the study notes that the Gender Directorate and other focal points dealing with gender/women issues as well as the National Gender Commission are not part of the stakeholders. The study therefore, recommends that **representatives from women's organizations and networks be incorporated as partners and stakeholders**. This will enable them to bring in gender perspectives and women's empowerment issues in the various priority interventions and through monitoring, lobbying and advocacy to

safeguard the program. In addition, gender working groups should be part of the coordinating unit (see page 60).

- iii. The proposed **results framework** has to be updated and in the process gender/women's issues addressed having been written before the current structures of governance were established in the new constitution which includes two levels of government and a bi-cameral parliament. However, the study has made a number of recommendations including additional resources for **use of ICT to monitor food security**, among others (see pages 64, 65).
- iv. Gender mainstreaming and promoting women's empowerment will not happen unless it is budgeted for. That is why, **gender aware budgeting** that integrates the financial and technical support for strategies identified in these recommendations is very important. Having made recommendations to ensure this happens and in addition, enhance effectiveness and quality of the programme, the study recommends some budget lines for the proposed additional activities as follows.

Table 3.2 Proposed budget lines

Elements of Strategic Response/ Projects	Cost Year 1 (million Kshs)	Cost Year 2	Cost Year 3	Cost Year 4	Cost Year 5	Total
1. Peace and human security						
Support of women's organizations and groups at community level	300	200	200	200	200	1,100
2. Humanitarian relief						
Initiate and support women's empowerment programmes	100	100	100	100	100	500
Documenting women's coping mechanisms	40	40	40	40	40	200
3. Climate-proofed infrastructure development						
Support for women entrepreneurs	50	50	50	50	50	250
4. Building Human Capital						
Maternal and child health care	500	500	500	500	500	2,500
Capacity building for women	100	100	100	100	100	500
Support for women's groups and women entrepreneurs networks	50	50	50	50	50	250
Sub-Total	3,102	3,102	3,102	3,012	3,102	15,510
5. Sustainable livelihoods in a context of climate change						
Documentation of women's knowledge on climate change and water resource management	1000	1000	1000	1000	1000	5000
Support and promote women's cooperatives & associations	150	150	150	150	150	750
Affirmative action for women entrepreneurs	8	8	8	8	8	40
Document women's experiences in environmental protection and use the same to revise policy	40	40	40	40	40	160
Affirmative action program for women in pastoral economies	5000	200	200	200	200	5,800
Affirmative action programs for women	100	100	100	100	100	500
Sub-Total	52,832	21,114	20,758	18,863	18,576	132,143
6. Sector-wide Coordination						
Affirmative action program for women in the region	50	50	50	50	50	250
Sub-Total	6,079.5	6079	6079	6079	6079	30395
TOTAL	187,759	89,734	79,688	48,750	46,744	452,675

The figures proposed here are estimates based on the estimated cost of the strategies identified. Though not reflected here, the estimates are influenced by the budget lines that had been prepared for other sections, for instance, under *Sustainable livelihoods in a context of climate change*.

This section has highlighted gender/women's empowerment related issues in Kenyan CPP which can start at any stage of the program cycle. The strategies identified are not exhaustive but if implemented they can take the project very far.

CHAPTER 4:

GENDER ANALYSIS OF SOMALIA COUNTRY PROGRAMMING PAPER



Figure 4.1: Map of Somalia

Source: <http://www.somalinet.com/forums/viewtopic.php?t=282195> (by Coeus » Wed Aug 03, 2011)

4.1 Background Information

4.1.1 National and Local Context

The CPP notes that Somalia occupies 637,540 km² of a pivotal land mass stretching overmost of the strategic coastline of the Horn of Africa. The country is torn by over two decades of civil strife, war, and the absence of a functioning national state. The persistence of climatic disasters, degraded natural resources, and the massive exodus of young men and women are major challenges to the stability and peace in Somalia. The vulnerability and extent of disaster varies between Somaliland, Puntland and South Central (SC) areas. Whereas the SC, the most populated and largest part of Somalia, remains under continued threat from Al-Shabaab insurgents, Somaliland and Puntland have achieved relative stability and a modest development. With the new government Somalia is expected to consolidate IGAD's focus on sustainable development (CPP, 2012).

The CPP adds that Somalia is a food deficit country which normally produces only 40% of its grain food requirements. Imported and humanitarian food aid has always been very essential means of ensuring adequate supply of food grains into the country. The 2011 famine was the worst since the 1991/92 famine with severe negative impact on security, nutrition, livestock and crop production situations (CPP, 2012).

In addition, wide attention and disaster relief efforts during famines and droughts have saved lives and restored properties. However, because of the limited scope for diversification, the humanitarian crisis and food insecurity has become a continuous event. For example, according to the latest Food Security and Nutrition Analysis Unit for Somalia (FSNAU)/Famine Early Warning Systems Network (FEWSNET) outlook (August-December 2012) 02.00 million Somalis are food insecure and 02.12 million remain in crisis (CPP, 2012).

4.1.2 Natural Human, Social and Economic Features of the Chronic Food Insecurity

Somalia features *five main ecosystem types*: desert and semi-desert (38%), grass and shrubs (36%), interrupted woods (14%), crops and settlements (1%), and the remaining (11%) is 3,333 km² of coastline from the Gulf of Aden on the North to the Indian Ocean to the south.. The arid and semi-arid lands (ASALs) cover over 80% of the landmass, and are predominantly inhabited by pastoral and agro-pastoral communities who mostly depend on livestock production. During the 1990s livestock provided the main export earnings and contributed to above 40% of the GDP. There are varied estimates of the extent and potential of the cropping systems. For example, the pre-civil war cultivable areas (rain fed and irrigated) were estimated as being less than 3% of the land surface, mostly in the southern region. On the other hand, the 2004 joint FAO, WB and EU Livestock Sector Strategy report estimated the engagement of 24% of the Somali rural population in crop farming (CPP 2012).

Overall aridity, scarcity of natural resources, strong clan allegiance, communal land use systems and keen competition for resources were the main reasons for the decade's long civil strife that plagued the country and diminished its prospects for stability and economic progress (CPP 2012).

Comments

Natural, human, social and economic features of the chronic food insecurity, *through so many wars and destructions, women's card has never been played. The male type of leadership, inability to negotiate and build bridges can perpetuate war and civil strife*

(Statement from Chucri – comments on email)

4.1.3 Rationale and Objective of the Country Programme

a) Rationale: The emergency interventions are not enough

The Paper says that since the downfall of President Siad Bare two decades earlier, the Somalia people have been engulfed in the flames of a ruthless civil strife and an all out war, fuelled by clan rivalries and intensive competition for the meagre and highly vulnerable natural resources (rangelands, water, limited arable lands and underutilized fish and marine resources). *Over the years, the Development Partners (DPs) established extensive aid and humanitarian relief institutions and tools with the aim of reducing the impact of the crisis, and saving lives especially of children and women* but like Pat Schroeder says (pg451),

“When men talk about defense, they claim to be protecting women and children but they never ask the women and children what they think.”

Factors contributing to vulnerability and drought emergencies in Somalia include: **Environmental:** Drought frequency and intensity, climate change water scarcity, land degradation, overgrazing, uncontrolled charcoal mining; **Humanitarian assistance:** overemphasis on reactive early response strategies without building measures for resilience and mitigation against extreme and unreliable weather conditions; **Underinvestment** in the productive sectors needed for economic growth; **Political instability and civil strife:** Poor governance and ineffective conflict resolution measures (traditional or contemporary); **Outmigration of young men and women:** twenty years of conflict, civil wars and drought forced the exodus of the majority of the most skilled labour force and talent; **Massive internal displacement (IDPs):** caused by famines, vulnerability and insecurity, limited or no coping mechanisms.

b) Future outlook towards drought management

According to the CPP, Somalia intends to: *strengthen productive sectors to enhance household income* for the various livelihood types (pastoralism, agro-pastoralism, farming, riverine, fishing and urban) through improved access of working households to: productive assets, income diversification, intensification, enhanced technologies, employment opportunities,

market systems and market information; *enhance basic services to protect human capital* by ensuring access of men and women to basic services that enhance human capital (e.g. health, nutrition, education, sanitation, food and water safety and hygiene, adequate skills); *enhance support services* (e.g. extension, animal and plant health services, information and knowledge management for early warning and planning); *promote safety nets* to sustain the basic needs of the chronically destitute/at risk (for a minimum of social protection. This entails moving beyond the discontinuous cycles of short-term assistance to approaches that build resilience by providing a predictable level of assistance to those suffering from long-term destitution as well as for households that are seasonally at risk on a recurrent basis (FAO, 2012).

c) Objectives of the Country Programme

The Country Programme Paper (CPP) aims to **enhance livelihoods resilience to drought in Somalia** taking advantage of the positive direction realized in the emerging strategies of the DPs, and their focus on developing joint interlinked strategies. The CPP aims at addressing the opportunities of all relevant livelihoods systems (pastoralism, agro-pastoralism, riverine and marine fishing and forestry based).

Comments

- Factors contributing to vulnerability and drought emergencies - *Low status of women and lack of access to and control of resources of production, in addition to low participation of women in decision making positions.*
- Future outlook towards drought management-built resilience by providing a predictable level of assistance to those suffering from long-term destitution as well as for *both male and female headed* households that are seasonally at risk on a recurrent basis; *Promote gender equality and women's empowerment.*

4.1.4 Opportunities and Challenges for the Country Programme

4.1.4.1 Opportunities

According to the CPP, there are some good opportunities available.

Well investigated, monitored and assessed biophysical and economic resources supported by development partners

Because of the fact that Somalia has been a state in turmoil and a model of instability, there is no other country on the continent or the region that received such intensive monitoring and mapping of its natural and social resources. At present there are a number of strategies and plans of action prepared by the DPs, who were able by and large, to develop reasonably effective channels of communication with the stakeholders in the three systems (NW, NE and SC). For example, FAO Somalia Office in Kenya alone is staffed with 300 professionals about half of whom are now working on the ground in Somalia. Moreover, the FSNAU, the Somalia Water and Land

Information Management (SWALIM) FEWSNET as well as the Common Action Plan (CAPs), among others are some of the most sophisticated information gathering and assessment instruments used in the international development arena.

There are opportunities to align the capacities and the programmes of the *DPs on common resilience strategy* supported by the existing *rich Information and Knowledge Management tools* (FSNAU, FEWSNET and SWALIM), and building on the *existing strategies* such as the United Nations Somali Assistance Strategy (UNSAS), the WB, FAO & EU Somalia Livestock Sector strategy, UN Somalia Integrated Strategic Framework (ISF) and the 2007 CISS Agriculture Sector Strategic Framework (ASSF).

In addition, Somalia has a very *resourceful, motivated and capable diaspora*. The resilience of the Somali in diaspora, their entrepreneurship and the remittances they sent back to their homeland are credited for the restoration and sustenance of several essential services in the war torn cities and towns such as electricity companies, cell phone towers, bakeries, dispensaries of human and veterinary medicine, NGOs, and the most effective cash transfer systems in the developing countries, among other resources. If well exploited and managed, *irrigation* for instance could regain its pre-war contribution to Somalia's food security (FAO SWALIM, 2011) and economic development. Use of *Climate Change adapted cropping systems* (e.g. conservation agriculture, drought and extreme heat tolerant crops) would offer sustainability through diversification and intensification opportunities. *Traditional coping mechanisms and local governance structures and institutions*, including Community-Based Organizations (CBOs), Non-Governmental Organizations (NGOs), *women's organizations and networks* and the private sector and self-help groups, which are all delivery agents capable of benefiting from this programme *have helped Somalia cope with a difficult historical period*.

4.1.4.2 Challenges

Among the challenges experienced are: *deep rooted conflict and clan rivalry that has led to the disintegration of the land into entities*; impact of clan conflicts and rivalry on development partners; lack of consensus and agreement on development needs and implementation modalities; lack of cooperation in information sharing and unnecessary competition for the resources provided by donors and aid agencies as well as *Impact on resource use and mobility*.

In addition to these deep-rooted rivalries is acute poverty due to lack of seasonal or long-term sources of income; among others.

Comments

- Opportunities: building on the *existing strategies; women's organisations and networks*.
- Challenges: *women's access to resources of production; Women's absence in leadership positions, lack of access to resources of production and taking over of families in the absence of young men and old men during the civil struggle have not been identified. Somalis living in refugee camps, issues of gender-based violence, impact of war on lives of women and children is not acknowledged.*

4.1.5 The Country Programme and Existing Initiatives

The country programme has built on already existing initiatives such as (a) the country policies, programmes and strategies in support of the ASALs, FNS, and resilience to drought whose outcomes include: i) *access to basic social services*, ii) *poverty reduction through improved livelihoods; and* iii) *good governance and security*; (b) *The Somalia Integrated Strategic Framework (SISF)*, the CPP will directly feed into the ISF, which, among many other objectives: focuses on enhancing economic development and livelihoods; (c) *The National Development Plan (NDP) (2012-2016)* for the northwest region of Somalia, the CPP will build on the strategic objectives identified in the NDP which focuses on poverty reduction and sustainable development. (d) *The Strategy for Enhancing Resilience in Somalia* developed by FAO, UNICEF and WFP (discussed earlier). The CPP could build on targeted interventions (e.g. those operated by WFP) aiming to restore and create assets; (e) *The FAO Somalia Plan of Action 2011-2015* and *The European Commission Joint Strategy for Somalia (JSP) for 2008-2013*: aiming to contribute to poverty alleviation, peace building, improved security and governance, creation of an enabling environment for the private sector led growth and employment (f) and *The Somalia Water and Land Information Management, (SWALIM)*, among others.

Other programmes include **Water Resources Monitoring, Development of Irrigation and other Water Management Activities.**

Comments

- Existing Initiatives that the CPP builds on: *It is noted that there is no recognition of work being done by women and women's organizations that can be built on.*
- *In all cases where programmes have been isolated for comments, analysis and lessons learnt, there is no indication that focus has been given to women who are critical stakeholders in any of these programmes.*

4.1.6 Combined Approach for Humanitarian and Development Interventions

For the CPP to achieve its goals, the need to factor in suitable environments for real economic recovery and growth is recognised. Two examples where the CPP process links with are:

Linkages with the transforming CAP for Somalia: The CAP is in a status of transition from the immediately lifesaving support to the most distressed, hungry and displaced through the annual CAP process (e.g. CAP 2009, 2010) to a more integrated programme that provides the victims with emergency aid to build their livelihoods (training, seeds, cash for work) This could be considered as the beginning of transition from the protracted response to laying the foundation for stability by creating an environment that leads to stable economic growth. In addition, there are ***linkages with the Resilience Strategy for Somalia*** which aim to set the foundations for stability and economic growth of the productive segments in the predominantly ASALs Somalia, while providing a predictable level of assistance to those suffering from long-term destitution as well as for households that are seasonally at risk on a recurrent basis.

Comments

The sections on background and context, programmes the CPP is building on and approaches to humanitarian and development interventions do not ***indicate any experiences with women's roles in this country or how the gendered roles of both men and women promote or can help in ending drought emergencies. Women are absent in the thinking of those who prepared the CPP or they did not think they would be significant.***

General assessment of this part of the CPP in terms of gender analysis clearly shows that at the conceptualization of the programme level and interpretation of the mandate of the programme and the general context, rationale, needs assessment, challenges and opportunities, the CPP is not informed by a gender aware framework nor is the theory behind this section informed by a realization of the importance of gender or the roles of women in the programme.

4.2 Proposed Areas of Intervention at the National & Regional Level

The CPP notes that the aim is to enhance the resilience of vulnerable communities and MHH and FHH to droughts and environmental extremes. The communities are predominantly pastoralists, or agro-pastoralists; but also include settled farming communities, communities living in rural villages/settlements and urban dwellers. Targeting will take into account socio-economic conditions and demographics issues.

In addition, the initiative will take into consideration sustainable development of the diverse resources and communities of the Somalia ASALs which is complex and requires the galvanized efforts of the many actors and players for effective coordination of tasks and responsibilities.

The EDE initiative takes into consideration climate change, resilience and biodiversity issues through a holistic approach integrating the implementation of projects and programmes addressing the country priorities and outputs of the following components (outcome level 1): Natural Resource Management; Market Access and Trade; Livelihood Support; Disaster Risk

Management; Research and Knowledge Management; and Conflict Resolution and Peace Building.

Comments

- Targeting will take into account *gender equality and women empowerment* issues
- *In addition the initiative will take into consideration the changing gender roles of men and women in post conflict societies.*
- *Ensuring women's participation and increased income for women.*

4.2.1 Natural Resource Management

Expected outcome: Access to and sustainable management of the natural resources

The sub-components for this PIA are:

a) Water resource development

Output: New technologies for water management and rain water harvesting whose interventions include: development of policy and institutional environment suitable for communal and cross border water use; empowerment of connected water users associations with meteorological and climatic information; scaling up methodologies for conservation agriculture; development of breeding and testing protocols for saline and drought tolerant food and feed crops; adopting rain and downstream water harvesting technique; adopting integrated watershed management technologies; establishing community led water pricing policies and seasonal pricing procedures; establishing or strengthening water hygiene and quality classification and certification laboratories.

Comments

- Expected outcome: Access to and sustainable management of the natural resources *and increased control of resources of production by women*

Priority interventions

- *Increased access to water for irrigation for food poor households*
- Empowerment of connected water users associations *including women's associations;*
- *Targeting food poor households* in adopting rain and downstream water harvesting technique;
- *Promoting women in decision making;*
- *Development of gender sensitive approaches for capacity enhancement and awareness building;*
- *Documenting and utilizing women's knowledge and experiences with natural resource management;*
- *Supporting rain water harvesting for women and food poor households.*

b) Pasture and Rangeland Development

Interventions include: development of effective legal environment supportive of reducing the number of grazing animals and increased off take of younger animals; encouraging and supporting the participation of the private sector; designing and implementing community development processes for rangeland protection and use, development of effective land use and land resting policies; developing effective livestock/wildlife interaction and disease transitions policies, among others.

Comments

This sub-component should include the following priority areas:

- Encouraging and supporting the participation of *women's organizations and networks*
- *Ensuring women's participation in the committees;*
- *Promoting women's access and control to land;*
- *Promoting women's access to land and other resources;*
- *Ensuring women's access to pasture.*

c) **Securing Access to Natural Resources** will include: development of ecotourism approaches that allow diversification in the use of rangeland and wildlife resources.

d) **Environmental management (including renewable energy and biodiversity)**

Interventions will include: development of policies and incentives favouring community and small entrepreneur-owned renewable energy resources that are more competitive and accessible than charcoal; adopting renewable energy technologies (e.g. promoting biofuel from less desirable and invasive biomass; broadening and popularizing the use of biological fences; adopting innovation that enhances the concept and profit values of biodiversity and maintenance of the endangered species, among others.

Comments

This sub-component should take into consideration:

- *Women entrepreneurs networks and individual women* owned renewable energy resources that are more competitive and accessible than charcoal;
- *Developing and adopting women friendly renewable energy technology;*
- *Ensuring women's access to this technology and promoting cross-border trade for women and men;*
- *Documenting and utilizing women's knowledge and experiences in environmental management.*

4.2.2 Market Access and Trade

The **expected outcome of this component** is improved access to markets and to regional and national trade.

Comments

The expected outcome should also ensure *increased income for women and female headed households*.

The sub-components for this PIA are:

a) Transport and market development

The interventions under this sub-component include: development of small scale community/small entrepreneur, (organizations, cooperatives, associations) owned quarantine facilities connecting the producers to the traders; establishment of means to integrate the traditional livestock value chain by supporting community and villages based abattoirs, cold chains (refrigerated trucks); using annually renewable household livestock ownership vouchers linked to the incentive of receiving priority services and inputs; Establishing mobile market information systems; Establishing producer and consumer information management and dissemination systems to support both in making informed decisions; activating trade and pricing policies supportive of the producers engagement markets, among others.

Comments

This sub-component should also consider:

- Development of *women's entrepreneurs networks/groups* owned quarantine facilities connecting the producers to the trader;
- Supporting *women-owned abattoirs; Ensuring female headed households access the vouchers; Ensuring women's access to the systems; Targeting women for the same information;*
- Activating trade and pricing policies supportive of the producers engagement *including women entrepreneurs and women's engagement in the* markets;
- Encouraging measures to enhance value addition of agriculture commodities (value chain development as part of value chain integration and livelihoods diversification) *and ensuring women's access to these benefits.*
- *Document women's experiences with market access and trade and use the same to influence policy change;*
- *Ensuring women's participation in leadership and in programmes of the various components.*

b) Securing livestock mobility

The interventions under this sub-component include: developing and enforcing effective regulatory mechanisms for cross border trade enhancing security (road side police stations), safety (e.g. SPS) and trans-boundary disease prevention *and women's access to markets* and establishment of cross border water use regulations (e.g. trans-boundary water use laws) and facilities building on the customary systems.

c) Financial transactions and private sector development

In this sub-component, interventions include: developing and operationalizing effective regulatory frameworks for national and international financial transactions and development of improved environment (e.g. transparent regulatory framework) for private sector engagement in providing micro-financing in the remote areas.

Comments

- *ensure women's and women's networks access to the micro-financing;*
- *Support of microfinance and savings systems for women and women organizations and women cooperatives.*

d) Trans-boundary diseases and SPS measures and standards

This sub-component will include: development of legal frameworks, procedures and facilities to support prevention and control of trans-boundary and zoonotic diseases and an Inter-Regional Coordination Mechanism (IRCM) for the control and prevention of trans-boundary and zoonotic diseases.

4.2.3 Livelihood Support

The expected outcome under this component is increased adaptive capacities of drought-prone communities. The interventions aim at sustainably increasing food production and nutrition at household level, including strengthening of the existing pastoral system complemented by diversification of incomes and the provision of productive and social safety nets as well as education, health care, potable water and sanitation facilities.

a) Livestock production & health

This sub-component will include the following interventions: increased value and reduced cost of privatized services (e.g. animal health, feed, financial services); development of feed production contract farming to supply the private quarantine and export animal holding centres.

Comments

The subcomponent should take steps to:

- *Ensure women's groups and individual women networks are part of it;*
- *Strengthen women entrepreneurs' networks, pastoral economy with financial services and access pricing policies.*

b) Agricultural production and productivity

These interventions will include: development of favourable environment (policy frameworks, appropriate programmes and strategies) to enhance the overall growth and performance of the agricultural sector; formulation and implementation of regulatory frameworks for pesticide handling and management, horticultural development (especially for urban and peri-urban communities); rehabilitation of checks dams, water catchments and reservoirs on rivers and streams; adoption of new technologies and methods (including crop varieties, water efficient technologies, on farm water management); building a network of relevant academic departments/centres of universities and research institutes; improving irrigation systems and infrastructures, improving rain-fed agronomic methods and improving water-use efficiency; promoting innovative public-private partnerships in the agriculture sector; increasing the availability of and access to agriculture finance; credit for microfinance institutions and rural savings and credit cooperatives among others.

Comments

- *Relevant capacity building for farmers;*
- *Increased access and control of resources of production by women;*
- *Increased food production for food poor households;*
- *Shorter distance of access to domestic water for women;*
- *Documentation of women's experiences and knowledge on agricultural productivity and production and using the same to influence policies;*
- *Building a network of relevant academic departments/centres of universities and research institutes including those institutions that deal with gender/women's issues;*
- *Building a network with women entrepreneurs and organizations;*
- *Women's access and control of land and other resources;*
- *Adoption of new technologies and methods by both men and women;*
- *Access by women entrepreneurs and individuals as well as women's groups and individual women farmers;*

Comments

- *Building a network of relevant academic departments/centres of universities and research institutions;*
- *Building a network with women entrepreneurs and organisations.*

c) Fisheries development

Fisheries development interventions will include: development of regulatory framework for the establishment and enforcement of management plans for fisheries resources; development of policies and strategies favouring production and marketing of fisheries products; improving local processing and marketing of fish; promotion of small scale aquaculture; training of fishing communities and related supporting institutions; microfinance support to small scale fishermen to obtain modern fishing gear, on boat and off boat cold chain.

Comments

- *Ensure Women's access to fish markets;*
- *Promotion of small scale aquaculture with a focus on food poor households and poor women farmers;*
- *Equal participation of men and women;*
- *Women's networks and groups' access to microfinance support.*

d) Productive and social safety nets

Interventions in this sub-component include: promoting mechanisms and processes that can enable vulnerable households to identify the requirements and capacities for productive safety nets and livelihood diversification programs; peace building and conflict resolution initiatives, including involvement of communities through local committees' management of common resources such as grazing areas and watering points.

Comments

Promote:

- Mechanisms and processes that can enable *female headed households* identify the requirements and capacities for productive safety nets and livelihood diversification programs;
- *Increased income for women;*
- Peace building and conflict resolution initiatives, including involvement of *women, women's networks, women's organisations and groups* through local committees *and women specific committees.*

e) Access to basic social services

Under this sub-component, the CPP proposes: improving the access of *women*, vulnerable people to food and nutrition and enhance their resilience through productive safety nets involving cash and food transfers; improve delivery of social services (education, hygiene, health, water etc) and conduct skills-training for livelihood diversification and promotion of ‘off-farm’ income generating opportunities, among others.

Comments

Promote:

- Improved delivery of social services (education, hygiene, health, water etc) *to men and women, boys and girls;*
- *Equal participation of men and women;*
- *Affirmative action programmes for food poor households to ensure sustainability.*

4.2.4 Disaster Risk Management

The **expected outcome**: Enhanced drought Preparedness, Prevention and Management

a) Climate monitoring and climate change adaptation

This sub-component deals with adaptation policies; incorporation of adaptation policies and interventions into the national development strategic plan and budget and development and sharing of reliable climate outlook reports.

Comments

- The Early Warning/Response System should have a provision for *women farmers and those involved in pastoral economy to have access to the* information;
- The Climate Monitoring and Climate Change Adaptation should:
 - a) *Document women’s knowledge and experiences with climate change and share the same with policy makers; and*
 - b) *Establish a network of institutions including academic institutions departments working within the area of climate change.*

4.2.5 Research and Knowledge Management

The **expected outcome of this component** is improved technologies generated, dissemination, and successful adaptation and use for pastoral resilience includes the following sub-components.

a) Support to adaptive research

The interventions related to this sub-component include: creation of an enabling environment for adaptive research through strong development of the infrastructure and capacity of the NRAS and

the technical colleges; developing twinning arrangements with local and regional research stations; develop linkages with the regional agriculture research institutions (ICARDA, ILRI, ICRAF, IIAT) and strong linkages with the association for strengthening Agricultural Research in Eastern and Central Africa (ASARECA) and FARA.

Comments

It is necessary to:

- Develop twinning arrangements with local and regional research stations *and academic institutions' departments working within this area;*
- *Establish a network of academic institutions working in gender/women research;*
- Develop strong linkages with *academic institutions such as Egerton University (Tegemeo institute), the Climate Change Centre, Centre for Dryland and Sustainable Development both in the University of Nairobi and gender/women departments, centres and institutes.*

b) Advisory and extension system

Advisory and extension system interventions will ensure: appropriate advisory and extension services that are accessible by drought-prone communities; development of community owned and supported extension enterprises with a capacity to recruit local subject matter specialists (SMS) and to access media and internet based information (village internet concept).

Comment

Document and share the findings on women's experiences with extension services.

c) Knowledge management and communication.

Some of the interventions in this context include: increased access to information and dissemination of knowledge; improved access to information on natural resources, food, nutrition and livelihoods; and improving the capacity in research and extension services (including marine and fresh water studies).

Comment

Initiate affirmative action programmes for women to access knowledge and information required in all components

4.2.6 Conflict Resolution and Peace Building

The expected outcome is: effective response system to conflict and sources of conflict to enhance peace and stability for development is in place. The following are the sub-components and their interventions.

a) Peace building and conflict resolution

Projected interventions related to this sub-component include: enhancement of the capacities of government/regional authorities, particularly civil society, *women's organizations*, and the private sector strengthened for conflict management, peace building and human development; and increased capacity of the communities and government/regional administrations that are better able to build peace and manage conflict.

Comment

Ensure support for women's peace initiatives and networks.

b) Improved governance

The interventions for this sub-component include: design and implementation of key public sector reform legislations and practices in an inclusive, gender-sensitive, participatory and transparent manner; strengthening the capacities of parliamentary and civil society actors for effective and accountable Government oversight; enabling the communities to benefit from more inclusive, equitable and accountable governance and improved services.

Comment

- Strengthen the capacities of *women's organizations, women's networks and groups* for effective and accountable Government oversight;
- *Promote women's participation and leadership in all governance structures;*
- *Carry out research on women and governance and share their experiences with stakeholders;*
- Enable the communities, *women's groups and organisations* to benefit from more inclusive, equitable and accountable governance and improved services.

4.3 Implementation and Institutional Arrangements at the National and Regional Levels

4.3.1 Implementation

The CPP project design, fund raising and implementation involve multi-stakeholder, multi-sectoral and multi-level coordination mechanisms and drought management agencies which will coordinate activities from national to local levels. The implementation arrangement of the CPP recognizes the geographical, institutional and livelihood differences across the country which depends on a very close interaction between all active institutions and partners in Somalia.

At the national level, the following considerations need to be addressed: recognition/enforcement of an effective entry point for the IGAD Platform (regional platforms such as the Comprehensive African Agricultural Development Programme(CAADP)) to Somalia (*IGAD*

Focal Point (s) during the interim period while taking into consideration the prospects of the long-term national or federal governance and political establishments; Identification of linkage of implementation, *M&E and Knowledge Management* with the DPs; Linkages with the *private sector* building on Somali's strong entrepreneurship traditions when identifying and supporting medium and long term investment opportunities; among other issues. The actors would be selected from/across various levels of CSO, NGOs, **women's organisations** sectoral and sub-sectoral working groups, producer organizations, fishfolks, farmers' organizations, among others.

Comment

Regarding project design, fund raising and implementation:

- *An organogram would have been useful to clarify the structures;*
- *Women/gender ministry/directorates should have been involved;*
- *Women's networks, women traders and entrepreneurs as well as women's groups.*

4.3.2 Monitoring and Evaluation

The CPP is a multi-sectoral programme that aims to establish the foundations for a long term sustainable economic and social growth in the mostly ASALs Somalia. The programme aims to achieve a wide range of outcomes and sub-outcomes (components). The M&E system is developed at the component and the sub-component levels and with all the programmatic details needed for developing the implementation action plans. The M& E system will track progress against program targets and provide the data.

Comment

Regarding project design, fund raising and implementation:

- *Gender disaggregated data is required to monitor the delivery of the Results Framework.*
- *The program will engage the communities in monitoring the project action. They will be imparted with skills in establishing baselines that use gender aware indicators, data collection and analysis and utilization of the whole program cycle and subsequent monitoring of the outcomes/impact of the interventions.*

a) Results-based Monitoring and Evaluation Framework

The strategy notes that, Results-Based Monitoring and Evaluation (RBM&E) will form an integral part of the management of the programme as a way of enhancing efficiency and effectiveness. Results-Based Monitoring & Evaluation will be useful to help identify challenges and emerging trends in the Drought Disaster Resilience and Sustainability Initiative of the IGAD region. The RBM&E Framework assumes periodic analysis and reporting which will give member states and stakeholders time to assess results and initiate action where necessary.

Comment

The Results-based Monitoring and Evaluation Framework *will monitor the benefits of interventions on men and women as well as related changes for men and women that are as a result of the interventions. In its monitoring, the framework will also look at invisible costs of the programme, time use by men and women, impact on strategic needs and interests of men and women as well as communities. The programme will ensure collection and analysis of gender disaggregated data at all times and monitor social economic trends and women's empowerment.*

b) Programme evaluation

Evaluation of the programme will involve assessing the extent to which the programme has achieved its defined impact objectives. It will aim to determine the impact (both intentional and unintentional) of the programme in the context of its stated objectives. Focused at the level of outcomes and results of the intervention, it will ask the question “why it happened or did not happen?”. In evaluating the project, the issue of causality will be examined, that is, the causal relationships between outputs, purpose and goal.

Impact testing: This will establish the project's effect on the intended beneficiaries/stakeholders against pre-determined indicators.

Comment Programme evaluation should:

- Look into the achieved *impact objectives on men and women;*
- *Determine differential impact on men and women efficiency;*
- *Find out the level of involvement for men and women in the programme?*
- *find out the impact of the interventions on men's lives, women's lives;*
- *document gender related changes in the community,*
- *identify interventions addressing the reproductive roles of women and assessing invisible costs, challenges of men and women in the programme;*
- *Assess enforcement of gender aware interventions related to the PIAs, levels of women in decision making and the nature of their contribution in decision making in addition to economic and social empowerment.*

Impact testing should *ensure that disaggregated information on effect on men and women. boys and girls has been clearly identified and documented.*

c) Information Sharing, Learning and Knowledge Generation

Evaluative knowledge distilled from lessons learned from the results-based monitoring and evaluation process will be documented and used as evidence-based good practices and promising technologies that illustrate why and how different strategies and approaches work under specific contexts. This invaluable information will be disseminated among stakeholders and academia partners at suitable forums.

Comment

- Feedback Mechanism - *must collect gender disaggregated information in all cases.*
- Information Sharing, Learning and Knowledge Generation-*Documentation of women's knowledge and experiences in the seven PIAs will also be done and disseminated.*

4.4 Results Framework

The **results framework** sets specific targets, indicators, baseline, means of verification and key assumptions for each of the components and sub-components. However, it has been noted, as with the rest of the document, the results framework does not demonstrate any awareness of gender sensitive indicators and/or any deliberate efforts to mainstream gender and women's empowerment. The consultant has identified some glaring gender gaps under the various components and sub-components and made recommendations for bridging them. Some of the recommendations include:

Comments

- An analysis of the results framework indicates that *there is need to fully integrate women in all of the components.*
- The analysis has highlighted a number of important areas that *need to adopt a gendered perspective, including access to markets, natural resource management, livelihood support, research and knowledge management and pastoral disaster risk management.*
- In the first component for instance, *there is need to include affirmative action for natural resource management by women* as an indicator.
- It is also important to *disaggregate the acute and chronic food insecurity levels according to the male headed and female headed households.*

Many of the components and sub-components *have no baseline giving an indication that it is work in progress. The study notes that the verification is heavily dependent on donors.*

The analysis has highlighted a number of important recommendations that have been identified in the framework.

Comment

- Under the enhanced resilience of drought-prone communities in Somalia, the consultant recommends *use of reports from women's networks and academic institutions in verifying the proportion of the population in need of emergency need.* This will enhance women's participation in decision-making on matters relating to resilience to drought and will bring their knowledge, experiences and perspectives to inform decisions relating to drought resilience.

Comments

- Under the activity/outputs for the component on Natural Resource Management, the consultant recommends *support affirmative action proposals for women in environmental management which will ensure both increased participation of women in the various organs and the processes of the PIA as well as women's access to programme/project resources.*
- Under the sub-component of Climate Monitoring and Climate Change Adaptation *establishment of a network of research institutions or departments in academic institutions dealing with gender and climate change and dryland research and sustainable development research* is the recommended gender sensitive indicator.
- Under support to adaptive research it is recommended that *women's knowledge and experiences in the strategic interventions be documented and shared.* In order to effectively influence policy this *should be included as a gender sensitive Intermediate Expected Outcomes and Level of investment on women's research and Research reports as the indicators.*
- On peace building and conflict resolution the study recommends the use of *gender disaggregated data through inclusion of a percentage of women participating in conflict prevention and resolution* as a gender sensitive indicator. *Women's participation in peace building* is important as they will bring their experiences and conflict resolution methods in building lasting peace in Somalia, among others.

4.5 Findings and Recommendations

This section is divided into two parts. Part one presents the findings while Part two presents recommendations for bridging identified gender gaps in the various sections of the CPP using the gender analysis tools identified on page 11.

4.5.1 Findings

- i) In general, the CPP has very few areas that demonstrate gender awareness. Under rationale and objectives, the CPP recognizes the Internally Displaced Persons' experiences and development of gender sensitive emergency response tools *aimed at reducing the impact of the crisis, and to save lives, especially of children and women.* This is important as the CPP will benefit from lessons learnt from years of experience in implementing such programmes. However, it is important to ensure such programmes address women's strategic needs and promote sustainable development rather than promoting a culture of dependency among communities living in the ASALs.
- ii) The proposed intervention on *strengthening productive sectors to enhance household income and the third intervention which targets destitute as well as households at risk would benefit households headed by women which are often more vulnerable to food insecurity.* Generally, the section is good in its efforts to mainstream gender issues.

- iii) In Part 6, under the proposed interventions, the following two articles stand out in regard to gender and women's empowerment: 6.1 which explicitly states that in regard to the various interventions, ***“targeting will take into account socio-economic conditions, demographics and gender issues”*** and part 6 under 3.2 on Agricultural Production and Productivity, which states that ***“Enhancement of the skills, especially the voluntary returning youngsters (men and women), of the agricultural communities through vocational and agricultural technical education”***. Proposed interventions under 3.5 on Productive and Social Safety Nets, particularly those targeting vulnerable households may benefit women, though not explicitly referring to gender and women's empowerment.
- iv) The results framework presented in Annex 3.5 of the CPP sets specific targets, indicators, baseline, means of verification and key assumptions for each of the components and sub-components. However, it has been noted, as with the rest of the document, the results framework ***does not demonstrate any awareness of gender sensitive indicators and/or any deliberate efforts to mainstream gender and women's empowerment***. The consultant has identified some of the outstanding gender gaps under the various components and sub-components and made recommendations for bridging them (see page 92).
- v) On the whole, ***the CPP does not have gender disaggregated data at any stage of the whole document*** which is critical for gender mainstreaming and promoting women's empowerment. In the absence of gender disaggregated data, we can only plan on assumptions of what men and women will do or what experiences they might have because of their traditional gender roles.
- vi) Although ***the CPP recognizes the outmigration of young men and women as one of the major challenges to stability and peace in Somalia, it does not identify the differential impact this outmigration has on the communities left behind and handling the challenges facing*** the country in regard to drought, food insecurity and civil strife. It does not indicate whether the majority of those out migrating are men or women, boys or girls and how this would impact on the different roles and responsibilities in the community.
- vii) Under future outlooks towards drought management the study found that ***the CPP underscores access of men and women to basic services that enhance human capital (such as health, nutrition, education, sanitation, food & water safety and hygiene, adequate skill)***. Addressing basic services issues is an important aspect for women as they are the ones responsible for issues to do with community health and reproductive roles. As such, this will reduce women's burden of care.
- viii) Under opportunities, the study found that ***although women and women's organizations are involved in various interventions, the CPP does not recognize their work as***

opportunity to build on. This means that their knowledge, experiences and perspectives will once again be left out of the various interventions and this perpetuates the culture of women's marginalization and unsustainable development.

On the whole, the CPP lacks a gender responsive programming and implementation framework.

4.5.2 Recommendations

In this section, the study makes recommendations to bridge identified gender gaps. The recommendations are organised around the following three areas:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPP.
- ii. Networking with research and academic institutions.
- iii. Institutional frameworks and coordination.

4.5.2.1 Strategies for Mainstreaming Gender and Promoting Women's Empowerment in the CPP

- i) Collecting, analysis and utilisation of **gender disaggregated data** is a must. The CPP should ensure collection and analysis of gender disaggregated data at all times and monitor social economic trends and women's empowerment. This will help in the identification of any existing gender gaps and enable the implementers to strategically plan interventions for bridging such gaps in subsequent phases of the programme. In all cases of interventions and other programme related areas, the study recommends *use of gender disaggregated data* at all times. This will enable decisions to be made on deliberate measures that need to be taken so as to address specific targets such as legal, structural, social and/or financial disparities. Gender disaggregated data is also important in helping to measure changes over time and assess progress towards gender equity and equality as well as to identify strategic needs of men and women to bridge existing gaps.
- ii) Putting in place **legislative and legal frameworks** that promote gender equality at household, community and national levels is an important strategy. This is recommended in the section under Future Outlooks (page 77) but it is also a recommendation that needs to be taken on board in all areas of the program that require legislation which could include equal access to resources of production such as land for men and women as well as all areas of political, economic and social life of the communities. Under the Improved Governance sub-component, the study recommends the *design and implementation of key public sector reform legislations and practices in an inclusive, gender-sensitive, participatory and transparent manner*. This is in recognition of the fact that policies and program/projects impact differently on men and women due to their ascribed gender roles, responsibilities and statuses in the household and the community, resulting into their different needs and

interests. The adoption of an affirmative action policy would be commendable. This is a strategic step in promoting women's empowerment and sustainable development at different levels.

- iii) Use of **gender aware indicators and gender aware monitoring and evaluation framework** should be utilised at all times in evaluating and monitoring the programs. With regard to Monitoring and Evaluation, the study recommends that the benefits of interventions for men and women as well as related changes resulting from the program should be identified. The *M&E framework should also look at invisible costs of the programme and time use by men and women*, among others (see pages 90, 91, 92).
- iv) **Women's Participation and Decision-Making:** The study recommends that women be mainstreamed in decision-making organs and processes of the PIAs at all levels, whether at micro or macro levels, to ensure that broader goals are achieved for the benefit of all sections of the society and the promotion of sustainable development, see recommendations under Pasture and Rangeland Development (page 82) for example. In addition, under the Transport and Market Development component, other recommendations are made that include *ensuring women's effective participation* at micro or macro levels (see page 83). This will enable them to bring in their knowledge and experiences and will ensure that broader goals are achieved, and will benefit all sections of the society. Similarly, under Productive and Social Safety Nets Peace Building and Conflict Resolution it is recommended that women should be involved in local committees *and women specific committees for the* management of common resources such as grazing areas and watering points (see page 86).
- v) **Capacity building:** Gender mainstreaming and promoting women's empowerment does not just happen. It requires political will, resources, as well as the skills for analysis and identification of specific strategies to ensure this happens. Education, skills and experience are important in the effort to mainstream gender and promote women's empowerment. Under future outlooks and access to basic social services, the study recommends that the CPP addresses the issue of strategically targeting enhancement of the human skills, through education and skills training for livelihood diversification and promotion of off-farm income generating opportunities, among others (pages 77, 85). Development of skills will increase women's capacity to effectively participate in decision-making institutions and processes and enable them to take up leadership at all levels of the CPP. The training and capacity interventions should target women both as individuals, as well as members of women's organizations and networks. Other areas where training is recommended include the Fisheries Development sub-component (see page 86).

- vi) **Women's organizations, networks and groups** are a resource that can be utilised by the CPP. This is recommended under the sub-components for improved governance, where the study notes that the programme benefits from more inclusive, equitable and accountable governance and improved services. This will ensure increased participation of women's organisations and groups in decision-making institutions. In addition, under opportunities, the study recommends that knowledge and experience of women's organizations and networks in the area of traditional mechanisms for coping with climate change, should *be utilised* (see page 79). It is recommended that women's organisations and networks should be supported to be actively involved in all the PIAs. The CPP interventions should therefore, strengthen the capacity of these organizations and networks for example by providing them with relevant information and resources.
- vii) **Strengthening of women entrepreneurs' networks** from the pastoral economy with financial services and access to pricing policies would improve *the livelihood of women in the pastoral community*. Therefore, under the *Securing Livestock Mobility* sub-component and Livestock Production & Health sub-component, Transport and Market Development, the study recommends *support of microfinance and savings systems for women and women's organizations and women cooperatives*. This is in recognition of the gender and social inequalities in the access to financial services, particularly among women in the pastoral economy. Also, under **the Livestock Production & Health** sub-component, the study recommends that *women's associations are involved in the management of water resources and are provided with all relevant information regarding the same*, including meteorological and climatic information and are targeted for capacity building. Similarly, under the sub-component on Pasture and Rangeland Development, the study recommends that women's organizations and networks are targeted for subcontracting. This could be done by adopting an affirmative action policy and reserving a certain proportion of all contracts for women and women's organizations. Women's organizations and networks are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment with key CPP stakeholders.
- viii) **Supporting women's peace initiatives and networks** is recommended under the Conflict Resolution and Peace Building sub-component. Such support may be in the form of resources and capacity building to enable them to effectively participate in the peace initiatives at local, national and regional levels. How important this is, can be seen from tool seven of this study.
- ix) **Access and control of resources** is a major issue not only in Somalia but in the rest of the region. Under Future Outlooks and Access to Basic Social Services, the study recommends that the CPP *addresses the issue of access of men and women to basic services that*

enhance human capital (such as health, nutrition, education, sanitation, food & water safety and hygiene as well as adequate life skills). Under the Agricultural Production and Productivity sub-component, the study recommends that the PIA should *adopt deliberate efforts to ensure increased access to and control of resources of production by women* while under Financial Transactions and Private Sector Development, the study recommends *support of microfinance and savings systems for women*, among others (see page 84). This is in recognition of the socially differentiated perceptions of rights and entitlements to productive resources, including finances. In this study, access to and control of different assets/resources such as agricultural land and knowledge can be used to explore livelihood strategies/diversification; identified opportunities for increased asset holdings for women; and access to resources of production.

- x) **Increased income for women:** Access to economic resources is important in ensuring women's access to economic empowerment and poverty reduction among the female headed households (FHHs) as well as women in male headed households. This is recommended in many interventions in the CPP including Market Access and Trade, Income Diversification sub-component (see pages 81, 82, 83, 84, 85, 86).
- xi) **Access to information** is another important strategy recommended under the Transport and Market Development component, among other areas of the CPP. The information may include the mobile market information systems and producer and consumer information management and dissemination systems. Under the Early Warning/Response System sub-component of the Disaster Risk Management component, it is recommended that women farmers, among others, have access to the information (see page 87). Information is an important tool in making informed choices with regard to a response to drought disaster. Information will empower women in making informed decisions with regard to the market and other areas of focus in the different sections of the PIAs. This will also contribute to their economic empowerment. *Women's access and control of land and other resources* may require an adoption of an affirmative action policy to ensure equitable access to land, which is a productive resource for both men and women and is important as it enhances their capacity to deal with risk and vulnerability to drought related disasters. In this study, access and control of different assets/resources such as livestock, land and knowledge can be used to explore livelihood strategies/diversification; and identify opportunities for increased asset holdings for women. Access to resources of production can also impact on the program outcomes, benefits and overall effectiveness of the program.
- xii) Ensuring **women's access, ownership and control of new technologies** is important in promoting women's empowerment and can also impact on the programme outcomes for gender mainstreaming. New technologies are a resource of production and can contribute to

increased production. In addition, **adoption of new technologies and methods** (including crop varieties, water efficient technologies, on farm water management) *by both men and women* is recommended.

- xiii) **Documenting women's experiences and knowledge** is recommended in all sections of the CPP such as on background and context, components and subcomponents of the PIAs including the Agricultural Production and Productivity sub-component, Climate Monitoring and Climate Change Adaptation, Advisory and Extension System sub-component, water and other natural resources management (see pages 80, 81, 82). Due to their social and gender roles, women have knowledge based on their experiences, on each of the PIAs that can be utilised. As stated earlier in the report, these experiences remain outside mainstream policy and programme development.
- xiv) **Time use** is an important tool that helps us find out whether the strategies that are being adopted are going to bring transformative change in communities where women spend most of the time looking for basic needs such as water and firewood. The study recommends increased access to water poor households, which could be realized by providing rain water harvesting technology among others and access to water, which is one of the natural resources under the Water Resource Development sub-component. This is important as it will reduce the amount of time spent by poor women searching for water for HH consumption and which they can invest in performing productive work, including participating in decision-making institutions and processes. In addressing the issues of distance that women use in fetching water by bringing it closer to the home, the strategy will increase the time and energy for the woman to do other work that could lift her from the drudgery and poverty of everyday life.
- xv) **Gender aware indicators** are recommended in monitoring and evaluating at different levels (see pages 90, 91, 92). Under the Water Resource Development component, Securing Access to Natural Resources, it is recommended that the framework adopts SMART gender sensitive indicators such as the *percentage of women using rain-water harvesting technology or the number of poor households that have access to water harvesting technology*. Under Market Access and Trade, the consultant recommends *inclusion of gender sensitive targets for increased income for women*. Other recommendations for gender aware indicators are Transport and Market Development (see page 83), Financial Transactions and Private Sector Development as well as under activities/outputs component (see page 84).

4.5.2.2 Networking with research and academic institutions in Somalia in particular, and in the sub region will enrich the CPP. These institutions could be involved in the relevant research

areas of the CPP and could strengthen access to knowledge and information relevant to the priority interventions. The country has a gender ministry that could support the CPP if its capacity is built. Networking with these institutions would add value to the CPP.

4.5.2.3 Institutional Frameworks and Coordination

- i. Regarding the institutional frameworks for coordination, the study recommends review of this framework which proposes that certain considerations would have to be addressed and effective entry point would have to be determined. It acknowledges the importance of looking at the entry point for IGAD platform such as the CAADP to Somalia in addition to IGAD focal points. The proposals sound like they are at the initial stages. The study proposes development of an organogram to clarify the structures among other recommendations.
- ii. The institutional framework should consider the ministry incharge of gender affairs so that they can bring synergy in promoting women's empowerment in the CPP.
- iii. In selecting the various actors which include CSOs and NGOs, the study recommends women's organisations and networks be represented at the national level in order to strengthen the implementation of this important programme.
- iv. Establishment of a gender working group that operates at the highest level of implementation of the programme would be important.

In conclusion, based on the above findings and recommendations, although the CPP exhibits glaring gender gaps, gender responsive monitoring and evaluation frameworks will enable identification of existing gaps and enable the implementers to plan interventions and strategies to bridge them. The application of the proposed tools should contribute significantly to realising the goal of gender mainstreaming and women's empowerment and effectively implement the IGAD Drought Disaster Resilience Sustainability Initiative Strategy and the Somalia CPP.

CHAPTER 5: GENDER ANALYSIS OF SOUTH SUDAN COUNTRY PROGRAMMING PAPER



Figure 5.1 Map of South Sudan

Source: <http://www.mapsofworld.com/south-sudan/map.html>

5.1 Background and Context

5.1.1 National and Local Context

The CPP notes that with the signing of the Comprehensive Peace Agreement (CPA) in 2005, South Sudan emerged from Africa's most protracted war thereafter transitioning from the status of autonomy to full independence on 9th July 2011 following a referendum on self-determination. Since 2005, as an economy emerging from conflict, security, political and governance reforms have taken precedence as overarching imperatives for consolidating peace gains, averting reversion to conflict, and for creating an enabling environment for development and progress. However, the GoSS (Government of South Sudan) Growth Strategy (2009) and the South Sudan Development Plan (SSDP) 2011-2013 recognize the need for concurrent and complementary political and economic reforms to stimulate and support broad based economic growth and democratic governance. Achieving rapid rural transformation to improve livelihoods and expand employment opportunities is one of the four core building blocks of the SSDP (CPP p 5).

In addition, the CPP adds that South Sudan, unlike other countries emerging from protracted conflict is endowed with immense agricultural resources offering great potential for the country and a region that is generally food deficient. The country boasts diverse agro-ecological zones of which 50% are prime land, but a full 80% are arable suitable land for growing a wide range of food and cash crops. There is significant potential for high value fruit and vegetable crops and for the harvesting of dryland crops. River Nile, and the 'Sudd,' the world's most extensive wetlands, confer a huge irrigation potential that would increase the arable area and extend growing seasons. This is potentially a premium export revenue earner given the global demand and the depleted regional and global fresh water resources. South Sudan has the sixth largest livestock herd in Africa, with an estimated 11.7 million head of cattle, 12.4 million goats and 12.1 million sheep: an asset value estimated at SDG 7 billion contributing 15% of the GDP. In relation to the comparably low human population of 8.26 million, this gives the country the highest livestock per capita holding in Africa. The country's livestock wealth is largely vested in the hands of pastoralists and agro-pastoralists who dominate the drylands and hold 43% and 47% of South Sudan's livestock wealth, respectively and the remaining 10% being in the hands of urban/peri-urban livestock keepers. Livestock has a great potential to contribute to economic wealth of the country.

However, the CPP recognises that South Sudan's economy is still under-developed, fragile and dominated by oil revenues which in 2008, during the oil price boom, contributed to as much as 98% of public expenditure. Oil exports contributed as much as 70% of the GDP in 2010. The continued reliance on oil has meant a constricted economic base that is highly vulnerable to

political instabilities and the volatilities of global oil and financial markets. The inability to harness the full potential of the economy is attributable to the effects of decades of political and economic marginalization, and prolonged civil war, which resulted in the decimation of human resources and erosion of capacity, destruction of rural infrastructure and service delivery systems, and collapse of social and economic facilities, including urban-rural market linkages. The transition from recovery to sustained economic growth requires resumption and leveraging of growth-producing and job-creating private investment (USAID 2009). Agriculture sector led growth presents the greatest opportunity for development and growth of the majority of the population as over 85% of the population is involved in this sector, and is rural based. Poverty is concentrated in the areas of South Sudan that are most droughts prone. This poverty pattern indicates that there are broader structural issues of marginalization and under development that drive vulnerability to drought, and perpetuate conflict for natural resources. Addressing the issues in the drought prone areas would therefore, result in significant progress in the stabilization of livelihoods, reduction of poverty, economic integration and expansion of the national economic base as well as of the region.

Review of other trends in relation to drought.

Vulnerability to drought at the household level and along gender lines: *Over half of the population (55.4%) lives below the national consumption poverty line. Poverty is concentrated among female-headed households which represent 28.6% of all households, with 57% of the population living in female-headed households living below the national consumption poverty line, compared to 48% of male-headed households.*

The link between drought and broader poverty and food insecurity patterns: According to the CPP, the highest levels of poverty are found in the most drought prone areas of South Sudan. Poverty is concentrated along the Northern Sudano-Sahelian dry, sub-humid and semi-arid belt that stretches across Northern Bahr el Ghazal, where 75.6% of the population lives below the poverty line, Unity (68.4%), and Warab (64.2%). Other areas of significant concentration of poverty include Lakes State (48.3%) Eastern Equatorial (49%) and Jonglei (48.3%), the latter two states being the most arid in the country. In terms of food insecurity, in 2011 the five states that were most severely affected were the drought prone states of Eastern Equatorial, Warab, Northern Bahr el Ghazal, Lakes and Jonglei. The CPP adds that *the Arid/Pastoral Zone* which covers parts of Jonglei and Eastern Equatorial states is the driest zone in South Sudan, receiving less than 200 mm of rain annually: where drought is the norm for a zone with both low and highly variable rainfall and dominated by nomadic pastoralists for whom livestock is the principal physical capital, sold or bartered for grain and other essentials. There is still a dependency on wild foods

and livestock products, with minimal crop production restricted to low land catchment areas. Other areas include: the Western Flood Plains where both drought and floods are common and which, with 40% of the population is the most densely populated livelihood zone. It includes parts of Northern Bahr el Ghazal, Warab (Tonji County), and Lakes among other parts of the country; the Ironstone Plateau Zone where droughts and floods are chronic and there are frequent hazards that manifest as periodic or acute hazards when experienced in successive years. Despite the zone's agricultural potential, crop production is affected by drought due to the low water retention capacity of soils rich in ironstone. Exchanges and trade with the neighbouring Greenbelt Zone are important.

Comment

- Ensure *women's access and control over resources of production many of who are small scale labourers*
- Review of other trends in relation to drought - *(Finding)-Over half of the population (55.4%) lives below the national consumption poverty line. Poverty is concentrated among female-headed households which represent 28.6% of all households, with 57% of the population living in female-headed households living below the national consumption poverty line, compared to 48% of male-headed households. (Comment)*This section is good but *would benefit from recognizing that women's access to resources of production is low, their representation in leadership is also low* which leads to the high percentage of FHHs that live below

5.1.2 Rationale and Objective of the Country Programme

The CPP notes that South Sudan's food assistance requirements remain high reflecting the perennial number of emergencies including those related to drought. There are wider macro level ramifications: food to meet the deficits in the country is largely imported from the region as food aid, government purchase or commercial importation accounting for nearly half (43%) of all imports, equivalent to 12% of South Sudan's GDP. Given the cost of food and other humanitarian assistance, this suggests that the issues related to drought cannot be addressed through mainly humanitarian action. Longer term resilience and development actions are needed that address the underlying complexities.

Expected objective of the South Sudan country programme

This Country Program Paper outlines national priorities for strategic interventions to undergird deliberate action and efforts to end drought emergencies in South Sudan. The medium and long-term vision is that of resilient, productive, environmentally sustainable livelihoods, households and communities in drought prone areas and integration of dryland and arid and semi-arid (ASAL) areas in the wider economy, in a context of peace, stability and prosperity.

The specific objectives are: to institute well-coordinated and effective mechanisms for enhanced and timely response to drought and other climate driven disasters; and to develop strategies and investments that support growth, resilience, sustainability and integration of core natural resource based livelihoods in drought prone areas and diversification into other livelihood options.

Comment

- Rationale and objective of the country programme- The long term development actions *should include addressing gender equality and inequality and promoting women's empowerment.*
- Under expected objective of the South Sudan country programme, the goal should *include promoting gender equality and women's empowerment.*

5.1.3 Opportunities and Challenges for the Country programme

The opportunities and challenges include: potential for enhanced resilience, diversified livelihoods, improved food and nutrition security as well as marketing opportunities. Others include: an on-going policy review and formulation as an entry point for addressing drought-related issues within a development framework; opportunities to articulate, consolidate and develop the potential of latent resources and diversify livelihoods: the potential of South Sudan's natural resources, livelihood and production systems which are latent and unarticulated, offering great potential for a region that is generally food deficient; an unmet demand on domestic and regional markets offers opportunities for market integration critical to the economic exchanges important to functionality and resilience of drought prone communities.

Key constraints and challenges include: political instability and incessant conflict; lack of a strategic and coherent policy and institutional framework for disaster management, including resilience to guide all relevant sector and stakeholder actors; lack of evidence based information to base decision making for drought resilience; lack of human resource and technical capacity to support and implement interventions; and weak institutional arrangements and capacities.

Comment

Opportunities and challenges for the country programme should consider:

- *access and control of resources of production by women;*
- *lack of access to markets by women's entrepreneurs and networks*

The key constraints and challenges *lack gender disaggregated data for planning and programming.*

5.1.4 The Country Programme Builds on Existing Initiatives

These initiatives include: the Sudan Institutional Capacity Programme: Food Security Information for Action (SIFSIA) Project; the Norwegian People's Aid, funded by various agencies and working in collaboration with state and non-state actors which with 25 years of operations within South Sudan has delivered much needed humanitarian support and services to insecure and remote areas; the Rural Development Program which has a goal to achieve improved livelihoods by promoting integrated rural development initiatives with interventions in agricultural development, livestock and fisheries development; community resource management and skills and enterprise development. The Support to Agriculture & Forestry Development Project and NPA Norad funded Community Natural Resource Management Project which focuses on institutional capacity building for sustainable utilization of natural resources management. Other projects active in South Sudan include the CIDA funded FAO Project on Sustainable Food Security through Community-Based Livelihood Development and Water Harvesting; the USAID/OFDA Projects Emergency Veterinary Support Programme with focus on livestock nutrition and fodder production and support to private veterinary pharmacies and the Sudan Productive Capacity Recovery Programme among others.

Comment

The study recommends that the CPP should acknowledge of *any programmes that are focused on women and work being done by civil society organizations including women's organizations that the CPP can build on*

The general assessment of this part of the CPP in terms of gender analysis clearly shows that at the conceptualization of the programme level and interpretation of the mandate of the programme and the general context, rationale, needs assessment, challenges and opportunities, the CPP is not informed by a gender aware framework nor is the theory behind this section informed by a realization of the importance of gender or the roles of women in the programme.

5.2 Proposed Areas of Intervention at the National Level

This section analyses the proposed areas of intervention from a gender perspective. Target groups of the EDE and the targeting strategy will be mainstreamed in all programme components as well as the results framework. They will target: the most drought prone areas which are the dryland/ASAL areas i.e., the Arid Pastoral Zone and the Western Flood Plains Zone; pastoral and agro-pastoral communities that dominate the most drought prone areas; poorer households that are more vulnerable, IDP's and returnees/in-migrating populations; inter and intra tribal conflicts since natural resource based conflicts and insecurity have significant impact on eroding

livelihoods; the existence of livelihood diversification options and the capacity to revert to them mitigates the impact of drought.

The strategy will therefore, focus on addressing the causes of structural natural resource based conflict and insecurity as an underlying expander of the impact of drought. Conflict sensitivity will be mainstreamed in all programming components. Particular attention will be paid to the strengthening the livelihoods, coping and adaptive capacity of households and communities in drought prone areas; articulation and appropriate development of dryland/ASAL areas with a focus on agro-pastoral and pastoral communities to dislocate structural causes of vulnerability to drought; and delivering options that protect and or expand capacities, including timely and appropriate humanitarian response, diversification and safety nets with a focus on vulnerable groups. Vitalizing and integrating the exchanges between drought prone areas and the national and regional economies are also important for resilience through market and road infrastructure and other appropriate investments.

Comments

The Country Programme needs to ensure that:

- *women are equally represented in all the initiatives;*
- *female-headed households are included;*
- *gender based violence as well as low status of women are highlighted;*
- *women have equal access to these opportunities and benefits;*
- *The strategy focuses on women's participation and access to resources of production and programme benefits;*
- *women and female headed households are singled out for special attention and disaggregated data is obtained;*
- *Women's access to the markets.*

The Country Expected Impact is 'Enhanced resilience, integration and economic contribution **and empowerment of women** of drought prone communities in South Sudan'.

The proposed areas of intervention are: natural resource management; market access and trade; livelihood and basic service support; pastoral disaster risk management; research and knowledge management; and peace building and conflict resolution.

5.2.1 Natural Resource Management

Expected Outcome: Access, *including the access of women to resources* is secured and appropriate and sustainable utilization of natural resources in drought prone communities has been effected

The intervention focus will be as follows: Those interventions that protect and enhance access, appropriate utilization (to stem degradation) and sustainability of natural resources that are critical to the coping and adaptive capacities of drought prone communities, among others. The interventions will recognize and seek to harmonize the competing needs of different resource users, especially of crop production in the drought prone areas, and rural energy needs.

- **Water Resources Development** interventions include: the strengthening of traditional and state level water management institutions; increased investment for enhanced water availability for livestock to improve productivity, reduce resource based conflict and increase trade capacity; strategy and legislative framework for water development in the drylands and ASAL's; mapping of water resources in dryland/ASAL areas, conservation of water catchment areas to increase recharge development of water storage facilities, mapping of livestock and wildlife migratory routes and grazing areas and appropriate infrastructure development; investment in water catchment areas, water harvesting, water storage and irrigation development among other and increase access to water by the communities.
- **Pasture and Land Development.** The interventions include: land use planning and management system capacity development and legal and regulatory frameworks, including the development of a rangeland management policy; promotion of land husbandry practices, soil and water conservation; promote and coordination of participatory natural resource management programmes to improve the productivity and conservation of natural pastures, among others.
- **Securing Access to Natural Resources** intervention include: rationalizing and consolidating land tenure systems to reduce tensions between farmers and pastoralists related to ownership and access rights, especially of communally held land and protecting both wet and dry season grazing areas and migratory routes; a framework and mechanisms for a land regime to stimulate investment while preserving environmental integrity and protecting farm and grazing land and resources; building community capacities in protection of land tenure rights.
- **Environmental Management (Including Renewable Energy and Biodiversity)** interventions include: development of forestry and environment monitoring policies and strategies, and Forestry Law to enhance enforcement; mechanisms to enforce environmental impact assessment for land and water allocated for investment purposes, and for restoration of land and water which have been degraded due to economic activity or misuse, including relocation and or compensation; community forest policy to guide and enhance awareness on destruction of forests together with mechanisms for forest protection; development of alternative sources of rural energy.

Comments

The Country Programme needs to ensure that:

- Intervention focus - *Ensure women's access to and control of resources;*
- Water Resources Development interventions - *stipulate easy access to water by the women;*
- Pasture and Land Development interventions - *Document women's experiences and knowledge in natural resources management;*
- Securing Access to Natural Resources intervention - *ensure women's access to land where possible; Ensure access of women to natural resources.*
- Environmental Management (Including Renewable Energy and Biodiversity) interventions - *Document women's experiences with environmental management and climate change.*

5.2.2 Market Access and Trade

Expected Outcome: Market access and integration improved and domestic and regional trade enhanced

Interventions proposed include:

a) Transport and Market Development

Development of infrastructure, including climate proofed feeder roads and rural market infrastructure, larger roads to main trade border points and development of border point infrastructure to facilitate cross-border trade; domestic markets including cash crop markets, livestock auction platforms, landing sites, satellite and export abattoirs and assembly markets. Support to **marketing activities** through: (i) the development of policies and laws governing marketing in the crop, fisheries and livestock sectors, which should promote the integration in the market; (ii) the rationalization of tariffs and non-tariff barriers and trans-boundary harmonization to enhance regional trade; (iii) the promotion of innovative mechanisms such as cooperative marketing, warehouse receipt system and their linkage into the regional warehouse receipt system, and; (iv) improving communication & dissemination of crop, livestock and fish markets information to all stakeholders; the exploration of new markets and review of informal trade and marketing channels so as to enhance the involvement and benefits to primary producers, the poor in marketing and export *and ensure increased income for women.*

Comments

Ensure that there is:

- *easy access to markets by women and women's networks and groups;*
- *provision for women's entrepreneurial networks, women's cooperatives, women's access to financial services such as credit facilities;*
- *provision for women to have access to this information;*
- *Linkage between women entrepreneurs and marketing and networks.*

b) Securing Livestock Mobility

- Development and **trans-boundary harmonization of policy**, legal and regulatory frameworks to secure livestock migratory routes for production and trade;
- **Capacity development** of communities to manage migratory and stock routes and to manage livestock-wildlife-crop resource interactions along migratory routes among others.

Comments

Ensure the participation of women

c) Securing Financial Transactions

Formation and expansion of **membership-based financial organizations**, microfinance institutions, rural banks and SACCO's; strengthening of **money transfer mechanisms** within the country and region, especially for reaching the unbanked to improve linkage to rural, trans-boundary and regional markets; **innovative mechanisms** to support SME's, including equity banking, provision of guarantees to commercial banks to support activities such as crop financing for surplus production and integration into food reserves, value addition, livestock feeding and fattening lots as well as **credit and financial mechanisms** (including competitive grant mechanisms) to support agricultural trade, agri-business, and marketing including during stress periods, including the possible establishment of Agricultural and Cooperative banks *and cooperative SACCOs*.

Comments

Make provisions for:

- *women's co-operatives, women entrepreneurs and networks;*
- *women's groups, individual women's entrepreneurs*
- *table banking for women,*
- *women's access to the same;*
- *women entrepreneurs networks.*

d) Trans-boundary Disease and Sanitary and Phytosanitary Measures and Standards:

Introduction of trans-boundary and regional harmonization of standards and quality assurance as well as of animal and crop health certification; Development of effective and efficient disease surveillance systems and procedures, and legal framework that should be coordinated at regional level; development of laboratory capacities, including capacity strengthening of technical and laboratory professional staff, laboratory facilities and linkage to regional referral laboratories; development of capacity to actively participate in regional trade arrangements and protocols and to negotiate flexible rules of origin requirements with regional trade partners to ensure access of South Sudan commodities to regional and international markets.

Comments

Ensure:

- *women's participation in the development of these products;*
- *that women entrepreneurs, women's networks and individual women traders and markets participate.*

5.2.3 Livelihood and Basic Service Support

Expected Outcome: Adaptive capacities, diversification and safety net options of drought prone communities improved

Interventions focus on:

- a) Livestock Production and Health.** The interventions include: strengthening animal health services; strengthening epidemic surveillance systems and procedures and supporting animal production.

Comment

Support women in the pastoral communities.

- b) Agricultural Production and Productivity** whose interventions would include: expanding the land under agricultural production through mechanization technologies such as ox ploughs and tractors and the production and manufacturing of intermediary technologies; access to improved inputs through community seed production and distribution systems including seed voucher systems, development of improved drought resistant varieties and seeds, improved input distribution systems for agro-chemicals based on appropriate disease and pest control services, adequate use of fertilizers and organic manure to enhance soil fertility and productivity; reduction of post-harvest losses through post-harvest facilities, including drying floors, storage facilities and harvesting and handling hangars; support to

private sector involved in grain cereal and root crops; value chain development programs, among others.

Comments

The following interventions should be added:

- *including technology appropriate for women;*
- *utilization of women's experiences and knowledge in improved inputs;*
- *utilize women's experience with post-harvest storage and how to reduce losses;*
- *Support women's access resources of production through legislative and other strategies.*
- *Ensure increased access and income for women through affirmative action programs.*
- *Utilize women's knowledge and experiences in all matters related to agricultural production and productivity*

- c) **Fisheries Development** interventions include: development of a **legal and regulatory framework** to operationalize the fisheries policy and strategy; development and enforcement of policies and regulations governing the exploitation of fish stocks; strengthening harmonization of fisheries policies to meet international standards; **promotion of investment and trade in the lucrative** regional and international fish trade in collaboration with other governments in the region; improving **fish marketing** through training on fish preservation techniques, construction of cold storage and refrigerated transport, supporting the procurement of fishing gear and equipment to enhance fishing efficiency and reduce post-harvest losses, among other strategies.

Comments

- *ensure full participation of women in developing these regulatory frameworks;*
- *ensure women's participation in all of these activities.*

- d) **Income Diversification** The CPP has focused on developing a coherent **livelihoods diversification strategy** for the drylands and ASAL's integrating natural resource options; enterprise development; increasing wildlife and fisheries resources; harvesting of dryland products; processing and sale of livestock products, hides and skins; honey and bee-wax and the exploitation of non-timber forest products. It provides for socio-economic analyses of the viability of different income diversification options and ensures **capacity development** in drought prone areas of SMEs (enterprise and governance training), of communities on the various diversification options as well as of government staff and private sector service

providers to support diversification.

Comments

The intervention should:

- *ensure women's involvement in the development of the strategy;*
- *guarantee women's increased access to income;*
- *Support women groups, networks and cooperatives, among other strategies.*

e) **Productive and Social Safety Nets** interventions will include: development of a social protection **policy, legal and regulatory** framework for the protection, prevention, promotion of early recovery and transformation; **community initiatives to provide income or consumptive transfers** to the poor and vulnerable to protect against livelihood risks utilizing various approaches including food for work related to relevant public works that establish public assets that enhance agricultural productivity; **Experiment new mechanisms** such as community cereal banks, strategic grain reserve, mechanisms for crop and livestock insurance; and Identification and establishment of **productive public assets** as the basis for consumptive transfers to the poor and vulnerable in drought prone areas.

Comments

- *Provide for affirmative action programmes for women in the prevention, promotion and early recovery and transformation;*
- *establish affirmative action for women in public works and in enhancing agricultural activities;*
- *ensure equal participation of women and men in the management of these institutions;*
- *Ensure access to these public assets by women and FHHs.*

f) **Access to Basic Social Services:** This will involve developing a **policy and strategy** for ensuring appropriate basic service delivery for drylands and ASAL's; training and improving the **skills of technical staff and community facilitators** to deliver the various basic services and developing community capacity to ensure services are sustainable; promotion of **local institutions** both public and traditional to provide governance for monitoring the quality and accountability for the basic services, of mobile schools for pastoralist populations to cater for basic primary and secondary education.

Comments

The intervention should:

- *ensure women's participation in the program*
- *introduce affirmative action for girls and school feeding programmes.*

5.2.4 Pastoral Disaster Risk Management

Expected Outcome: Enhanced drought preparedness, response and mitigation of negative impacts in South Sudan

Intervention Focus: Interventions to prepare communities and institutions for drought. Early warning and enhanced response capacity based on institutionalized mechanisms and information systems; coordination of efforts to manage and mitigate the effects of drought and enhance resilience.

- **Early Warning/Response System.** This sub-component will develop a pastoral disaster risk management policy; set up a dedicated institution and national and state budget to implement the policy and coordinate efforts; establish a contingency fund and a calamities fund with the objective of enhancing the resilience of affected populations; a feasibility study and piloting of crop and livestock insurance schemes and mechanisms for financial support to farmers and livestock keepers in the event of natural disasters; improve *and gender disaggregate* the collection, analysis and dissemination of technical data and information critical to decision making and analysis of trends in relation to drought resilience: re-position and facilitate the Food Security Technical Secretariat under the National Bureau of Statistics and support the transitioning of data and information collection.

Comments

Ensure that:

- *women farmers and those in the pastoral economy have access to schemes and financial support;*
- *gender disaggregated data is obtained.*

- **Climate Monitoring and Climate Change Adaptation** will involve: inter-sectoral collaborative development of a **National Adaptation Program of Action (NAPA)**; **capacitating and equipping of the meteorological department** as key in the development of early warning and as a source of on-going weather and climatic information to support decision making in relevant sectors; enhancement of technical capacity for meteorological services at all levels; strengthening traditional *and women* coping strategies by documenting

them; re-enforcement of the community climate change adaptation capacity and their traditional *and women's* institutions; among others.

Comments

- *Involve women's groups, networks and organisations in all climate monitoring and climate change initiatives.*
- Initiate agricultural and livestock early warning system that is integrated with indigenous/community based *women friendly* early warning systems;
- *ensure information is accessible to women;*
- *Document women's experiences with climate change and national resource management.*

5.2.5 Research and Knowledge Management

Expected Outcome: Capacity for extension, knowledge management, adaptive research, generation of technologies and access to existing technologies and integration of *women and* indigenous technical knowledge enhanced to strengthen resilience

Intervention Focus on: revitalization and reshaping of research, extension, knowledge and communication institutional, human and program capacity. In the short term a focus on adaptive research harnessing technologies in existence within the region, integrating scientific and indigenous knowledge.

- **Support to Adaptive Research** will include gender participatory research to enhance understanding of drought resilience within the context of the different affected agro-ecological, livelihood and wealth strata in the South Sudan context; support for the design and implementation of an Agricultural Research Rehabilitation and Support Program and Design and implementation of the Animal Resources and Fisheries Research and Development Corporation; Adaptive research on issues specific to drought resilience, including drought resistant food security crop varieties; and service delivery mechanisms for mobile communities such as extension services and health services.

Comments

- Intervention Focus -*document women's experiences and knowledge in all the priority interventions areas;*
- Support to Adaptive Research - *ensure women's participation;*
- *Support and document women's experiences and knowledge in adaptive research.*

- **The Advisory and Extension System** will deal with the operationalization and implementation of the National Agriculture and Livestock **Extension Policy**, including the consolidation of requisite skills and capacities to support drought resilience into the Capacity Building and Training Policy and the implementation of the policy. Another area will be skill development, including (i) the development and integration of appropriate university programs that build the requisite skills and capacities for drought resilience and dryland and ASAL development; (ii) short term courses, both formal and informal; (iii) human capital development for more effective advisory and extension services; institutionalization of **participatory and demand-driven extension approaches** and piloting and upscaling of Farmer Pastoralist and Fisher-folk Field Schools (P/FFS) as well as facilitate the formation of livestock producer and fisher-folk associations and groups. Main-streaming **gender equity and social development** issues into extension service delivery so as to develop gender responsive planning and programming falls also under the umbrella of this intervention.

Comments

- *Establish collaboration with a network of research institutions dealing with research in the priority area and include gender/women academic institutions, schools and departments in universities dealing with dryland and climate related studies such as the Climate Change Centre and the Centre for Dryland and Sustainable Development of the University of Nairobi and the Tegemeo Institute of Egerton University, among others*
- *Pilot and upscale the Farmer Pastoralist and Fisher-folk Field Schools (P/FFS) and facilitate formation of livestock producer and fisher-folk associations and groups including women's association and women entrepreneurs' networks.*

- **Knowledge Management and Communication:** Improved community based communication systems interlinked with state systems and Documentation and analysis of indigenous knowledge and information and synthesis with scientific systems to enhance rigor and effectiveness.

Comments

Document and analyse indigenous knowledge and information *as well as women's knowledge in the priority areas of intervention and share with policy makers.*

5.2.6 Peace Building and Conflict Resolution

Expected Outcome: Effective mechanisms for responding to, managing and mitigating natural resource based conflict are in place to create sustainable peace and stability as a foundation for development

Intervention Focus: The main interventions focus around addressing natural resource based conflicts from the approach of addressing both the violent conflict and underlying causes of the structural violence.

- **Conflict Resolution** will include: development of mechanisms for community based and trans-boundary conflict management, conflict resolution and integration of alternative dispute resolution as a means to manage and resolve natural resource based conflicts; *capacity development of technical staff and communities in conflict resolution and management*, strengthening the local institutions and traditional leaders, county commissioners, payam administrators in local governance, conflict management and conflict resolution mechanisms for the disarmament of communities having small-arms and light weapons and trans-boundary harmonization.

Comments

- *Include women's groups and women's organizations in alternative dispute resolution and natural resource management;*
- *Strengthen women's organizations, networks and groups*
- *Ensure women's presence in all conflict management and conflict resolution mechanisms.*

- **Peace Building** - Under this sub-component, the interventions focus on: National **Policy, legislative and regulatory frameworks; strengthening the local institutions** such as the role of traditional leaders, county commissioners, payam administrators in local governance and peace building; development of mechanisms for **community based peace building** harnessing external and local resources to address both violent and structural conflicts, including support to the reconciliation process to cement localized peace agreements, rehabilitation of water and other productive infrastructure, strengthening marketing, re-stocking, vocational and leadership *training for women and youth; promotion of diversification options; integration of children into schools; health rehabilitation and psychosocial support; recreational activities to promote cohesion and cultural and social exchange; mechanisms to link formal and customary peace-building forums and initiatives.*

Comments

- *Strengthen the local institutions such as women leaders and women's organizations;*
- *Ensure women's participation in all peace agreements, rehabilitation of water and other productive infrastructure.*
- *Establish and support women's peace forums, peace committees and caravans;*
- *Document women's experiences, models and strategies they have used in conflict resolution;*
- *Promote women's access to agricultural land and other resources and peace building and share the same with policy makers and elders committees.*

Regional Priorities

This section identifies and describes regional priorities i.e., priority interventions that are considered by the country to be best addressed at the regional level and that will feed into the Regional Programming Framework and the Regional Results Framework. These initiatives will include: mapping and increased investment for enhanced trans-boundary water availability for livestock and concomitant infrastructure to improve productivity, reduce resource based conflict and increase trade capacity, regional and international trade with attention to the needs of landlocked countries such as South Sudan; enhance **regional trade activities**, through: (i) rationalization and harmonization of trans-boundary tariffs and non-tariff barriers; (ii) developing the warehouse receipt system and linkage into the regional warehouse receipt system; (iii) improved gathering, analysis, communication & dissemination of crop, livestock and fish markets information to all stakeholders; (iv) strengthening and harmonization of financial services, including money transfer mechanisms within the region, especially for the unbanked to expedite linkage to rural, urban, trans-boundary and regional markets to ensure access to regional and international markets; coordination mechanism for the promotion of a regional epidemic-surveillance system, among others.

Comments

- *Include women's networks and entrepreneurs;*
- *Support women entities, groups and networks to ensure access to regional and international markets.*

5.3 Implementation and Institutional Arrangements at the National and Regional Level

At the component level, designated lead ministries and agencies will coordinate the technical stakeholders: the Ministry of Environment will be responsible for the Natural Resource Management component while the Ministry of Commerce, Industry and Investment for the Market Access and Trade component. The Ministry of Agriculture, Forestry, Cooperatives and Rural Development will oversee livelihoods Support while the Ministry of Animal Resources and Fisheries - Pastoral Disaster Risk Management. The University of Juba will be involved in the Research and Knowledge Management component while the Ministry of Animal Resources and Fisheries will lead the Conflict Resolution and Peace Building component.

There is a common agreement that the *Technical Working Committee* will be chaired by the Ministry of Animal Resources and Fisheries and members are the Under Secretaries of the key implementing ministries, including but not limited to MAFCRD, MWRI, MCII, MoE, MHADM, the South Sudan Land Commission, the National Bureau of Statistics, and representatives of academic institutions, Development Partners, civil society and private sectors. The Technical Working Committee will provide the main technical direction and guidance to the initiative.

Comments

- *The Gender/women ministry should be part of this implementation in order to ensure gender issues are mainstreamed and women's empowerment addressed;*
- *Women networks, women's organizations, academic departments, working in the PIAs would bring value to the implementation process.*
- *Involve ASAL Gender Working Group as well as the Gender/women's ministry and gender directorate or units.*

Monitoring and Evaluation

The National Strategy for the Development of Statistics (NSDS) for the Republic of Sudan (2012-2016) addresses the data gaps for the design, management, monitoring and evaluation of national development, policy frameworks, Poverty Reduction Strategies (PRSs) and the Sustainable Development Goals (SDGs).

Comments

Monitoring and Evaluation - *It is important to ensure accurate data collection and disaggregation by age and gender.*

- ***Proposed M&E System for EDE***

The mandate of monitoring and evaluation (M&E) should cut across all thematic areas reflected in the six main components of the EDE and should provide strategic information for decision makers and leadership by implementing international M&E standards and supporting normative guidelines to the countries in the region. This means the process establishes and maintains a regional monitoring system that supports the tracking of ***gender aware*** indicators measuring progress on the outcomes planned and the forecast results. This includes the set targets/goals of the Sustainable Development Goals (SDGs), which should be supplemented with special evaluation studies of regional significance as needed. Regional reports should be produced on regular basis with synthesis for regional dissemination. Technical support to country-level EDE partners should be provided to boost their efforts to support the national M&E system. It also coordinates and strengthens the regional and country communications and collaboration network in support of a harmonized and aligned approach to indicator monitoring, evaluation approaches, and capacity building to attain the agreed upon M&E system.

Comments

Proposed M&E System for EDE – ***ensure the use of gender disaggregated data.***

- ***Provide gender disaggregated data***

The proposed M&E system should aim to contribute to effective national leadership and strategic management of EDE regional and country programmes, including overseeing the utilization of ***gender disaggregated*** data and information, as appropriate. This is to ensure that evidence-informed programme planning and implementation through direct technical assistance to countries and regional activities. Therefore, the successful institutionalization of M&E involves the creation of a sustainable, well-functioning M&E system within a government, where good quality ***and gender disaggregated*** information is used intensively. The M&E system will ensure utilization of good quality M&E information.

Comments

The study recommends that the ***focal point should work closely with the gender monitoring unit to ensure that gender aware M&E tools and gender aware indicators are utilized. This will help in assessing the impact of results on both men and women, the challenges that women and men face in the programme, practical and strategic interests being addressed for men and women, invisible costs, gender aware budgets, time use for men and women and the transformative changes occurring, among others.***

5.4 Results Framework

The framework presents three key areas which include the priority intervention (PI), the intermediate outcome and expected outputs of the various components and sub-components.

As illustrated in the detailed recommendation on the annexed results framework, mainstreaming gender and women's empowerment in the results framework will enable the implementers to identify existing gender gaps in the various policy and programme interventions and to come up with strategic interventions for bridging them.

Comments

- Under the sub-component on Water Resources Development, it is recommended that an intermediate outcome should be added with the aim of *increasing the access and the capacity for women to manage water effectively*.
- Under the sub-component on consolidated land tenure, it is recommended that the land should be made accessible to both *male and female* small-holder farmers, pastoralists, agro-pastoralists and fisher-folk for grazing, cropping and trade activities whose expected outputs include a *land regime that recognizes the role of women in land planning and range-management*.

Comments (cont.)

- Under the PI for a framework for trans-boundary harmonization of land use planning and rangeland management, gender sensitive outputs are recommended which include a *multi-stakeholder platform for experience sharing, planning and technology sharing to enhance rangeland development; and women's participation in land use planning and rangeland management increase*.

Most of the interventions are not gender aware. It is in this regard, that upon gender analysis of the results framework, the consultant identified specific recommendations for bridging identified gender gaps in each of the component and sub-components which are presented in the recommendations section below.

5.5 Findings and Recommendations

As was the case with the other chapters, this section of the analysis is divided into two parts. Part one presents the findings and Part two - the recommendations based on the gender analysis using the gender analysis tools presented in Chapter one.

5.5.1 Findings

- i. Under the national and local context, the study notes the acknowledgement of *vulnerability to drought at the household level and along gender lines*. The CPP further states that *over half*

of the population (55.4%) lives below the national consumption poverty line noting that poverty is concentrated among female-headed households which represent 28.6% of all households, with 57% of the population living in female-headed households living below the national consumption poverty line, compared to 48% of male-headed households. This is an important appreciation of gender which, if followed through, can greatly benefit the CPP in ensuring better targeting, planning and programming.

- ii. Among the initiatives that the CPP builds on is *the CIDA funded FAO Project on Sustainable Food Security through Community-Based Livelihood Development and Water harvesting* (page 106). This section has important information that makes us focus on the different categories.
- iii. On the proposed areas of intervention at the national level, under the target groups of the EDE and targeting strategy, the CPP aims at targeting poorer households that are more vulnerable. These include female-headed households, IDP's and returnees/in-migrating populations. As research shows, *increased access to resources by women*, female headed households and women in male headed households will lead to increased income for women and therefore, to better fed and healthy families.
- iv. Generally, there is no reference to *gender as a variable* that has contributed to the high levels of poverty and food insecurity. And, though gender is identified as one of the vulnerabilities with female headed households (FHHs) being more prone to food insecurity with 57% of the population living in FHHs living below the national consumption line, the factors contributing to this situation, such as *women's lack of access and control of productive resources*, have not been acknowledged.
- v. The CPP identifies *FHHs among the more vulnerable groups though the factors contributing to this situation have not been identified* (see comments on pages 103, 104).
- vi. *The proposed M&E system is gender blind and cannot give gender sensitive results for bridging any existing gender gaps* in the implementation of the South Sudan Programme to end drought emergencies and promote sustainable food and nutrition security among communities living in the ASALs.
- vii. In regard to the local context and the impact of civil war and civil strife, the CPP does not address the *differential impact of this war on men and women, boys and girls*. This would help in designing interventions that address the strategic and practical needs of men and women, boys and girls.
- viii. On the whole, the CPP does not have *gender disaggregated data* in any section of the

document yet this is very critical in gender analysis for gender mainstreaming. In terms of the relevant experiences from selected projects, there are no lessons learnt related to all the programs reviewed. Some sections however, indicate some level of awareness.

- ix. The study notes that the *implementation and institutional arrangements* at the national and regional levels seem like work in progress at the time the document was presented. It is hoped that the situation is different now.

5.5.2 Recommendations

The study makes recommendations to bridge identified gender gaps. The recommendations are organised around the following three areas:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPP.
- ii. Networking with research and academic institutions.
- iii. Institutional frameworks and coordination.

5.5.2.1 Strategies for mainstreaming gender and promoting women's empowerment in the CPP

- i. The provision of **gender disaggregated data** is an important aspect in gender mainstreaming as it enables identification of gender gaps in the various PIAs and helps in planning to bridge the gaps. In terms of the relevant experience from selected projects, there are no lessons learnt related to gender/women. On the whole, the background and context of the CPP's priority interventions, results framework, does not have gender disaggregated data (see pages 105, 107, 114, 119, 120, 121).
- ii. The study recommends **participation of women in decision-making** organs and at all levels of the PIAs, whether at micro or macro levels. This will ensure that broader goals are achieved, and will benefit all sections of the society (see pages 110, 112, 113, 115, 119, 112).
- iii. **Access to and Control of Resources** is recommended in many of the sections including Market Access and Trade component, sub-component: Transport and Market Development (pages 110, 112, 113). The study identifies and recommends *easy access to markets by women and women's networks and groups, women's entrepreneurial networks, women's access to financial services e.g. credit facilities* (page 110). This will enable women to access resources for investment. On the Securing Financial Transactions sub-component (page 110), the study recommends formation and expansion of membership-based *co-operatives, women entrepreneurs and networks*; strengthening money transfer mechanisms within the country and region, especially for *women's groups*; innovative mechanisms to support SME's including *table banking for women*; and credit and financial mechanisms to

support *women entrepreneurs networks* all of which would significantly benefit the CPP. This is in recognition of the fact that women's organizations and networks are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment. In addition, the study recommends *support for women in the pastoral communities* as one of the interventions on Livestock Production and Health sub-component under the Livelihood and Basic Service Support component. The study also recommends an expansion of land under agricultural production through mechanization technologies under the sub-component on Agricultural Production and Productivity. See other recommendations on access and control of resources by women in other sections of the PIAs. This however, should not exclude access to resources by men but literature shows that women are much more marginalised in this area. The report recommends support to women's access to resources of production through legislative and other strategies.

- iv. **Increased income for women** is another very important strategy if the CPP is to ensure that issues of basic needs at the family and community levels are prioritised. **Increased income for women** is therefore, recommended in many sections of this CPP (see pages 104, 105, 107, 109, 110, 113). This is important in addressing food security and access to other basic needs at the household level. Under sub-component 2.3 Securing Financial Transactions, for instance, the study recommends the **inclusion of increased income for women** as an intermediate outcome which could be realized through the adoption of an affirmative action in program/project resource allocation. This will contribute in enhancing women's access and control of productive resources in the form of income which can be used in livelihood diversification while access to financial resources can also impact on the program outcomes, benefits and overall effectiveness of the programme in promoting women's empowerment.
- v. **Documenting Women's Experiences** has been considered extensively in this report because of the importance of bringing their knowledge and perspectives into the programme. Under the Natural Resource Management component, the sub-component on *Environmental Management*, for instance, the study recommends the *documentation of women's experiences with natural resources* (see page 109). This is in recognition of the fact that, due to their social and gender roles, women have knowledge based on their experiences on natural resource management but due to their marginalization in decision-making institutions and processes this knowledge is hardly harnessed and used in development interventions. Again, under the Knowledge Management and Communication sub-component, the study recommends *documentation and analysis of indigenous knowledge and information as well as women's knowledge in the priority areas of intervention*. The study recommends **women's participation in adaptive research** on issues specific to drought resilience,

including drought resistant food crop varieties; service delivery mechanisms for mobile communities such as extension services and health services under the Support to Adaptive Research sub-component. Therefore, deliberate effort must be made to collect, collate, package and disseminate information to ensure women's knowledge is mainstreamed at all levels of the PIAs and gender friendly mechanisms are used to disseminate the information.

- vi. The study recommends **engaging women's groups, networks and organizations** in all the priority interventions. In the Peace Building and Conflict Resolution component, Conflict Resolution and Peace Building sub-components, for instance, the study recommends, *recognition of women's groups, networks and organizations* in the development of mechanisms for community and trans-boundary based conflict management, conflict resolution and integration of alternative dispute resolution as a means to manage and resolve natural resource based conflicts and capacity development, among other strategies (pages 106, 110, 111, 113, 115). This is in recognition of the fact that women's organizations and networks are instrumental in lobbying and advocating with various stakeholders for peaceful conflict resolution. The study also recommends *support for women's groups, networks and cooperatives among other strategies* as an intervention which the CPP can build on. This will both empower women's organizations and networks with knowledge in all areas of the interventions (see pages 106).
- vii. **Time use** is an important tool that helps us find out whether the strategies that are being adopted are going to bring transformative change in communities where women spend most of the time looking for basic needs such as water and firewood. The study recommends increased access to water poor households, which could be realized by providing rain water harvesting technology among others and access to water, which is one of the natural resources under the Water Resource Development sub-component. This is important as it will reduce the amount of time spent by poor women searching for water for HH consumption and which they can invest in performing productive work, including participating in decision-making institutions and processes. In addressing the issues of distance that women use in fetching water by bringing it closer to the home, the strategy will increase the time and energy for the woman to do other work that could lift her from the drudgery and poverty of everyday life.
- viii. **Gender Aware Indicators:** The CPPs hardly show a gender sensitive monitoring and evaluation system which should be used at the different stages of the program/project to assess the impact of the program in addressing gender gaps and promoting women's empowerment. The use of gender aware indicators during monitoring and evaluation helps in assessing the impact of results on both men and women; the challenges that women and men

face in the programme; the practical and strategic gender interests being addressed for men and women; invisible costs; time use for men and women; and the transformative changes occurring, among others. Monitoring and evaluation are key elements in gender mainstreaming for it enables planners and practitioners to improve implementation efforts by adjusting processes and targets and can be carried out during implementation. Evaluation is a process to systematically and objectively determine the effectiveness of a programme.

- ix. The CPPs have not taken on board **gender aware monitoring and evaluation** but they can, because it can be done at any stage of the project cycle. We recognise that gender issues are linked to cultural values, social attitudes and perceptions and monitoring these issues means drawing on a variety of indicators and methodologies, quantitative as well as qualitative (CIDA, 1997). Indicators need to be developed with the beneficiaries or community experts because they need to include cross-cultural dimensions or reflect a general consensus. Women and men from the target groups might measure changes against crucial cultural or local elements (Danida, 2006). Gender-sensitive indicators serve the special function of tracking gender-related changes in society over time. Indicators that measure women's housework, childcare and participation in the informal economy need to be identified. These indicators are very useful in advocating for gender equality and in advancing the agenda for women's empowerment. Specific gender performance indicators can contribute to better and more gender-sensitive outcomes. Considering that gender was not taken on board in the situation analysis and in many of the other sections and sub-sections of the national and local contexts, the study recommends the development and application of **gender aware monitoring and evaluation tools** to capture information that will help in the review and re-planning of the programme during the evaluation.

5.5.2.2 Networking with Research and Academic Institutions

- i. The study recommends the **inclusion of academic institutions working in relevant areas as partners and stakeholders** in an effort to improve collection, analysis and dissemination of technical data and information relevant to the PIAs. In component 4: Pastoral Disaster Risk Management under sub-component Early Warning/Response System for example, the study recommends partnerships with academic institutions (page 116 for example). This will ensure that various actors involved in the implementation of interventions relating to various PIAs are mainstreaming gender and women's empowerment in their respective interventions.
- ii. **Establishing a network of research institutions** dealing with research related to the Drought Disaster Resilience Sustainability Initiative in South Sudan and including gender disaggregated data is proposed in all areas (see page 115, 116).

5.5.2.3 Institutional Frameworks and Coordination

Under the Implementation and Institutional Arrangements at the National and Regional Level, the study recommends that the *Gender/Women Ministry should be part of these implementation mechanisms in order to ensure gender issues are mainstreamed in the whole programme cycle*. In addition, gender experts working groups should be part of the implementation mechanisms. In addition to institutions identified in the CPP, the study recommends *women networks, women's organizations, academic departments, working in the PIAs as well as ASAL Gender Working Groups* (page 119).

This section has highlighted key findings and recommendations. It is never too late to address gender mainstreaming and women's empowerment at any stage of the programme. Subsequent phases of the programme could implement the proposed recommendations and future monitoring and evaluations should apply gender responsive M&E frameworks and ensure **gender aware indicators** are used in assessing the programme outcomes etc. This will help in collection of gender disaggregated information that will guide the identification of gender gaps in the various PIAs, come up with strategies for bridging the gaps that will ensure that the **practical and strategic gender needs** of the communities are addressed and that the key goals of the CPP are realised.

The next chapter presents gender analysis of the Country Programming Paper of Sudan.

CHAPTER 6:

GENDER ANALYSIS OF THE SUDAN COUNTRY PROGRAMMING PAPER



Figure 6.1 Map of Sudan

Source: <http://www.mapsofworld.com/sudan/>

6.1 Background and Context

6.1.1 National and Local Context

According to the CPP, Sudan, with an area of 181 million hectares (1.8 million square kilometres), is endowed with 61 million hectares of arable land, 14 million hectares of natural pasture and 21 million hectares of forests (only about 11.6% of the country). The rangelands of Sudan support about 101 million heads of cattle, sheep, goats, and camels, and a wide range of wildlife species. The abundance of water resources is represented in the country's share of the Nile Water, from seasonal rivers, ground water, and annual recharge from seasonal rainfall. The government, through the Agricultural Revival Action Plan (ARAP) continues to expand the capital base in infrastructure to open doors for more foreign and domestic investment in the different sectors. The executive programme for Agricultural Revival has defined the macro and sectoral priorities in line with the CAADP pillars, to create conducive investment environment for achieving food security, contributing to poverty alleviation, reviving the different production systems towards commercialization and value added industrialization (CPP, 2012).

The CPP adds that Sudan is affected by the fluctuation in magnitude and distribution of the precipitation during the rainy season, with repeated dry spells during the cultivation season that have negative effects on food production and people's livelihoods. The food security situation in Sudan is reported to have been deteriorating in the last few years. FAO estimated that one out of three Sudanese suffered from food deprivation in 2009. The prevalence of undernourishment was 31% and 34% for urban and rural populations respectively. This is mainly attributed to the rainfall variability, high food prices, and the long decades of conflict and unrest.

In the 2011/12 production season, and due to the drought cycle that hit the Horn of Africa, food production shortages were combined with insecurity in South Blue Nile, South Kordofan, some areas in Darfur, and Abyei, resulting in food insecurity² and escalating food prices due to inflation (ranging from 18 to 37.2% in the first half of 2012). In addition, insecurities in the productive southern areas of South Kordofan and Blue Nile State have a direct impact on the traditional seasonal north-south migration of nomadic cattle herders. Lack of access to these grazing lands increases the concentration of animals in Sudan. As a result, competition over meagre resources of water and grazing pasture may contribute to local disputes over natural resources, some of which have been recorded in local courts. Furthermore, notes the CPP, large herds in small areas are likely to lead to overgrazing and an increased susceptibility to communicable diseases, and will deteriorate the general livestock body condition. Similarly, each crop production zone or system has its own climate endowments and therefore, livelihoods in those areas will be affected differently (CPP, 2012).

The recurrent droughts in rural areas of the country have a direct impact on people's livelihood, survival, and low productivity for crops, trees, livestock, and the environment. Drought has a direct effect on the productivity of rainfed crops. It also predisposes the deterioration of livestock productivity as a result of poor pasture, leading to the movement of herds to longer distances in search of pasture and water. The National Baseline Health Survey (NBHS) of 2010, shows that about 46.5 percent of the households in Sudan live below the poverty line, which represents *approximately 14.4 million people, comprised of 74% of the rural households and 26% of the urban population respectively 43.25% for female and 36.64% for male. The distribution of unemployment by age groups indicates that the highest unemployment is for the age group 15-24 (32.80%), followed by the age group 25-39 (32.44%).*

Comments

National and Local context: *(Finding)-Approximately 14.4 million people, comprising 74% of the rural households and 26% of the urban population respectively 43.25% for female and 36.64% for male. The distribution of unemployment by age groups indicates that the highest unemployment is for the age group 15-24 (32.80%), followed by the age group 25-39 (32.44%). (Comment)-This is important information that should be targeted when the priority interventions are being developed. The focus on the population by gender and age is important. It means that when you come to the interventions, you are able to focus on the specific needs of the categories by gender and age.*

a) Programme Objective

The objective of the country programme is to improve livelihoods and increase the resilience capacities of the different economic sectors of the drought-prone communities in the rainfed and irrigated areas of the country.

The CPP adds that increase of productive capacities is a means to achieve improved livelihoods and greater resilience. The improvement of livelihoods and the development of economic sectors in the drought prone areas of the country are directly associated with access to and availability of enough, quality, and sustainable water sources in those areas. The development of the water sector, associated and supported by clear land tenure policies, will have a positive impact on people's settlement, food security, and will open more opportunities for the development of value addition processes, income generating activities, and markets. The livestock sector constitutes the rural livelihood gear for food production, credit, savings, and nutrition for vulnerable households, and therefore, should be the focus for water interventions. This should be accompanied by human development interventions, and supplemented by the provision of and access to grazing areas and palatable feeds, disease control, veterinary services, and a network of rural infrastructures such as feeder roads, communication, and markets.

b) Specific objectives of the country programme

The country programme is planned to enhance livelihoods capacities, strengthen resilience, and emergency preparedness through the rehabilitation and development of water and arable land resources network in the drought prone regions of the country; development of livestock infrastructure to improve productivity and access to markets; rehabilitation and development of rangelands and forests to enhance availability of forage in a sustainably managed environment; and capacity building for individuals and institutions dealing with water resources and livestock value chain development.

Comments

Specific objectives of the country programme, it is recommended that: *Capacity building for women's networks and organisations to deal with water resources management and value chain development* needs to be taken on board.

6.1.2 Opportunities and Challenges for the Country Programme

The CPP notes that there is a huge potential, including successful lessons, for enhancing the resilience of rural and urban communities to drought. This enhancement of resilience can be achieved through support and encouragement of production diversification to ultimately improve livelihoods at household level. The CPP adds lessons learned from pilot development projects revealed the importance of boosting access to production inputs and promoting product outlets, which are part of the marketing process in the remote areas. Any effort intended to build the productive capacities and livelihood assets that is supported by rehabilitation and development of basic infrastructures would contribute to reduction of the conflicts and disputes attributed to competition over natural resources and access issues. The potential practices that policies and longer-term investment should be encouraging include integrated drought cycle management, investment in dry lands and pastoral communities, production diversification, improved access to markets, support to women and youth, and provision of financial services, including savings, credit and insurance. Special focus should be given, however, to disaster risk reduction and establishment of cushioning and resilience capacities to absorb future shocks, among others.

According to the CPP, a major challenge for the country programme is the continuous insecurity and conflicts that have led to huge loss of life and have severely depleted the country's resources and capacities for development. Most of the insecurity and conflict cases are associated with competition over resources, marginalization, and power sharing. These past and ongoing conflicts pose human and governance challenges for poverty reduction in Sudan. In addition, shocks and damages associated with climate change and disasters have had their toll on Sudan.

Comments The study recommends

- *Increased income for women and female headed households will add value to this section.*
- Recognition of *impact of lack of access to and control of resources of production by women* as a problem.
- *Recognition of poverty as having a feminine face which would have made the priority intervention stake into consideration targeting of women and female headed households.*

6.1.3 The Country Programme Builds on the Existing Initiatives

The Interim Poverty Reduction Strategy Paper (IPRSP) and its processes are linked and complementary to the 3-Year Salvation Economic Programme (2011-2013) and the 5-Year Development Plan (2012-2016). The 3-Year Salvation Economic Programme (SEP), is an emergency plan to deal with the adjustment to new political and economic realities following the independence of South Sudan and the reduction of oil revenues. The new 5-year Plan (2012-2016), a successor to the Five-Year Plan (2007-2011), will provide a foundation and a road map for implementation of the full Poverty Reduction Strategy Paper (PRSP). Sudan as part of the COMESA is in the final processes of launching its CAADP Compact, which is currently under preparation.

The Government of Sudan formulated integrated policies for the revival of the agriculture sector, reflected in the Agricultural Revival Executive Programme (AREP). The Agricultural Revival Programme has targeted the following key indicators: Creating an appropriate environment for a sustainable development of agricultural production; producers and institutions capacity building; Development of support services; development and modernization of agricultural systems; protecting and managing natural resources; implementation of quality control and safety measures on agriculture products; establishment of international partnerships.

Another important programme is the United Nations Development Assistance Framework (UNDAF). The UNDAF (2003-2016) explicitly outlines four inter-related pillars of cooperation, started with poverty reduction, inclusive growth, decent work and sustainable livelihoods, and communities at most risk of the impacts of environmental hazards, climate change and recurrent disasters. The other three pillars are peace building, governance, and rule of law, and basic services. For the CPF (2012-2016), the main four priority areas are (a) policy development and strengthening of agricultural statistical systems; (b) enhancing productivity, production, and competitiveness; (c) conservation and development of natural resources; and (d) Disaster Risk Management (DRM). The EDE programme will build on these programmes, among others.

The country programme builds on the existing initiatives: *women's organisations, women's networks and groups* as well as regional institutions are well acknowledged by the government and their engagement in the implementation arrangements.

Comments

The analysis recommends that, *with so much focus on the agricultural sector, recognition of the role of women or men in this sector would also have benefited the priority interventions in identifying whom to target for greater production.*

6.1.4 Linking Humanitarian and Development Interventions

Development partners are working to improve resilience capacities especially that of the government and civil society partners, to respond to agricultural threats and emergencies. These humanitarian interventions are working with the government to ensure production of foundation seeds to enable domestic multiplication for crop cultivation, and to establish sustainable livestock extension services. Diversification of livelihoods, creation of decent employment opportunities and upgrade of existing ones, as well as intensification of agricultural production are key strategies in moving from emergency humanitarian intervention to sustainable development. The humanitarian approach should focus on livelihood analysis to identify core needs to be addressed at the household while strengthening community resilience and social support systems.

Another good initiative that the CPP considered is FAO coordination of the provision of production inputs like drought-tolerant seeds while improving pastoral techniques, water harvesting, irrigation, and soil conservation. Cash and seed voucher schemes in exchange for labour established. In potential drought-prone areas, development to set up small irrigation schemes to enable communities to have sustainable food production in face of drought shocks. In addition to provision of drought-tolerant seeds for assisting farmers to produce more quality seeds and ensuring that more people can cope with drought in the future are critical. In conclusion, there are many small pilot projects that were tested and proved successful to build resilience capacities of drought-prone communities. These include: Small industries using regional comparative advantages to absorb labour; Market interventions to reduce price escalation in form of cooperatives or units; improve storage systems/structures; introduce water-harvesting and management techniques; increase provision of drought-resistance plants; introduce energy-saving tools and technologies; support plant protection services.

The analysis notes that the indicators are not gender aware and so would not be able to indicate the differential impact of the programme on men and women; with particular attention to youth, women, groups in need.

Comments

Linking humanitarian and development interventions:

- ***Encourage national NGOs and CBOs and women's organizations and networks to incorporate gender and empower women and youth to increase food access and production;***
- Humanitarian approach should ***ensure increased women's income;***
- ***Development to set up small irrigation schemes*** to enable food poor households to have sustainable food production in face of drought shocks.

General assessment of this part of the CPP in terms of gender analysis clearly shows that at the conceptualization of the programme level and interpretation of the mandate of the programme and the general context, rationale, needs assessment, challenges and opportunities, the CPP is not informed by a gender aware framework. The theory behind this section is not informed by a realization of the importance of gender or roles of women and men in the programme.

6.2 Proposed Areas of Intervention at National Level

The CPP identifies priority areas of intervention including: (i) Rehabilitation and development of water resources; (ii) Development of livestock infrastructures to improve access to local and export markets, and livestock health management; (iii) Rehabilitation and development of rangelands and sustainable natural resources areas; (iv) Strengthening of policy, legal and institutional frameworks to manage agricultural production, particularly the livestock, agriculture and fishery sectors; and (v) Community and institutional capacity strengthening and conflict resolution management. Within the framework of the Ending Drought Emergencies programme, the priority interventions are framed within the following six components:

6.2.1 Natural Resources Management

Water resources development: This component focuses on the development and establishment of infrastructure for water harvesting and supply to make water available for human consumption, agriculture, and livestock in a sustainable manner; support enhanced regional water basin cooperation and coordination.

The priority is to ***make water available for human consumption, agriculture and livestock*** through (i) investment in water storage and other related infrastructures such as small to medium size dams, water harvesting systems, boreholes, sub-surface and sand dams, among other strategies.

Enhanced regional cooperation and coordination will be achieved through the establishment of reliable water information systems across water basins in the country. Activities will include (i) Studies on feasibility of multipurpose water schemes, underground water resources and improved water management technologies; (ii) establishing reliable hydro-meteorological and hydro-geological networks for continuous water resources assessment in the different basins; among others.

In **Pasture and land development**, the interventions will include: rehabilitation and maintenance of pasture in the various ecological zones and adoption of rational use to ensure sustainability and continuous access to markets; ensuring traditional institutions and voluntary and public organization will play an effective role in the pastoral resources management; promotion of appropriate sustainable communal rangeland management practices and technologies.

Comments

The intervention will

- ***Work towards reducing water fetching time for women;***
- ***promote women's participation in water and other natural resource management;***
- ***Ensure the effective role of women's organizations, groups and networks as well as research institutions among other initiatives;***
- ***Utilize women's experiences and knowledge to review policy related to pasture and land development.***

6.2.2 Securing Access to Natural Resources

One of the priority components of the AREP is the protection of natural resources through the development of forests, pastures, range lands, re-establishment of the vegetative cover and the development of the Gum Arabic Belt to combat desertification. Community inclusion and participation in planning for the rehabilitation, development and management of rangelands and forests in the drought prone areas will ensure ownership and therefore, form the security and sustainability for continuous regeneration of these important resources. Support by technical assistance and technologies to ensure range re-seeding, bush control and clearing, fire-lines implementation to ensure protection of natural vegetation, development of grazing areas, soil and water harvesting and conservation.

Environmental management (including renewable energy and biodiversity)

The priority intervention focuses on conservation of local species of dry land plant species, livestock breeds, and ecosystem conservation in potential areas. The priority interventions include: effective control and management of charcoal production and marketing; formulation

and enforcement of a very strong legislative framework to guide the charcoal production and marketing; Promoting investors to invest in energy supply (solar and electricity generation) for rural areas and pastoral communities; Supporting the capacities of civil societies and organisations to enable communities use alternative sources and methods to access safe energy and technologies.

Comments

- *Women's groups and organizations* inclusion and participation in planning for the rehabilitation, development and management of rangelands and forests in the drought prone areas.
- *Provision of energy saving equipment to enable women participation and empowerment.*
- *Support of women's organizations and groups to access alternative sources of energy and new technology.*

6.2.3 Market Access and Trade

This component addresses issues related to trade, processing and marketing of products, including policy aspects, livestock mobility for trade, roads and transport, trade/marketing infrastructure, trade finance, trans-boundary disease control, and sanitary and Phyto-sanitary measures and standards. The activities are improvement of infrastructure for livestock marketing and value addition along the value chain. The activities envisaged include: developing feeder roads to improve access to livestock and other goods markets; construction of slaughterhouses/ abattoirs, livestock based product processing units and markets; access to mobile phones by producers and traders and formulation of appropriate policies and legislations that will enhance community participation in marketing and export.

Transport and market development: The AREP calls and supports states for the development, rehabilitation and sustainable management of rural infrastructures, such as feeder roads, livestock markets, value added facilities and storage capacities. In this regard, the government encourages the formation of market association, and empowers communities and private sector to participate in the operation and maintenance of those structures, among others. In order to secure the pastoral mobility for trade, the CPP proposes: securing availability of integrated services of water, fodder, commercial feed, and pasture along stock routes to markets, including cross-border routes; encouragement of CAHWs and PPP for provision of veterinary services and essential livestock drugs on consistent basis to active CAHWs' engagement, among others.

The priority interventions to secure livestock mobility are also identified.

Securing financial transactions (microfinance policies of the Central Bank of Sudan)

The current policies of the ARP call for promotion of rural finance and savings services/schemes to support rural and pastoral communities and establish micro-finance institutions in rural areas.

Comments

- *Support women entrepreneurs, networks organizations and individuals to access market and trade*
- Transport and market development: *include women's associations and cooperative and provide employment opportunities to women and youth.*
- Interventions: *Support women's organizations and network to access market and trade; ensure women's entrepreneurs network and women's participation in roads' sector including construction of feeder roads in pastoral areas; and Ensuring women's access to income, among others.*
- Securing financial transaction: Promotion of rural finance and savings services/schemes to support *women's groups, women's entrepreneurs, women's networks* establish micro-finance institutions in rural areas.
- Trans-boundary disease & SPS measures and standards Priority interventions: Establish and maintain quarantine infrastructure *and ensure accessible for women and equal access to men and women on relevant information.*

6.2.4 Livelihood and Basic Services Support

This component includes interventions aimed at support to livelihoods in drought-prone regions and states for sustainable food production and nutrition at the household level, including increase incomes and decent employment opportunities, and provision of productive services, social safety nets, education, health care, drinking water and sanitation facilities.

Livestock production and health (MARFR): priority interventions include: strengthen institutional frameworks to secure access to land and water for pastoralists (including for women and youth); support the decentralized and public private partnership for delivery of veterinary services; scaling up success models of pilot interventions for improving livestock production and productivity; institutional capacity building and training of communities on public-private partnership models and encourage an entrepreneurial approach in support to improve pastoral livestock production; develop training manuals to empower communities to access and use livestock market information systems.

In the **Agriculture production and productivity (MoAI)** sub-component, priority interventions include: strengthen institutional and legal frameworks to secure access to arable land and sustainable water sources for drought-prone communities (*women and youth*); formulation of

appropriate policies for rural finance, grain stores and seed banks in drought-prone areas; provide agricultural extension and technology transfer packages for drought-prone communities on appropriate field practices, water harvesting and management and; training youth and women farmers' in agro-business, farm management skills, rural marketing, post-harvest loss minimization methods, etc.

Fisheries development (MARFR) is another area of focus which aims to set standards to ensure quality for in-land and marine fish catch and marketing and will promote: fishing equipment to local communities as well as cold chain facilities; fish farming and fish pond technology; aquaculture development; review and update the current legislation to set standards and quality control; and upgrade and organize the marketing system along the value chain.

Income diversification is also considered important and will focus on among other issues: development and expansion of value addition to main products from rural and pastoral areas in the drought-prone areas in the country, such as those products from acacias and natural forests, including gums and resins, honey, dairy and milk by-products. *This intervention focuses on training and capacity building of rural women and youth on simple technology development, business management and development, book-keeping so as to empower pastoral and agro-pastoral women and young people and support income diversification. Restocking and fattening activities for small ruminants by women groups proved to contribute to income diversification in rural development projects.* The main priority interventions could be: scaling up of successful farm/small-scale technologies, such as processing, storage facilities and post-harvest conservation to reduce losses and ensure good quality of products; identification and establishment of rural infrastructure needed for the development of animal and plant products of economic value; and establish processing, value addition and marketing systems for some of the drylands products of economic value; among others.

Productive and social safety net (Social welfare and Zakat Chamber) is another area the CPP addresses whose priority interventions include: support for the establishment of social development funds through cost sharing and promotion for the establishment of cooperative societies and producers' associations among rural communities and the conception of public employment programmes. They may also serve longer term objectives towards greater food security. In stress situations of limited income generating activities and opportunities that resulted in high unemployment or where access to food is constrained, cash and seed voucher schemes in exchange for labour are proposed to reduce loss of productive assets and contribute to boost recovery and rehabilitation of households' livelihood.

Access to basic services: Education, health care, drinking water, sanitation and hygiene

The priority interventions include: develop and scale-up the mobile health care through health extension workers to promote primary health care and education facilities; supporting the development of basic roads network and other social services in the drought prone areas; expanding social and *women and men's* participation for provision of health, education and drinking water services and support and governance systems.

Comments

- Increase incomes and decent employment opportunities, *with particular attention to youth, women and vulnerable groups.*
- Livestock production and health interventions: *ensuring participation of women; capacity building of women's networks; involving women entrepreneurs; and developing gender informed training manuals.*
- Agriculture production and productivity interventions: *ensure that agricultural extension and technology transfer packages on appropriate field practices, water harvesting and management are appropriate for women; support and initiate where appropriate women entrepreneurial networks, women's cooperatives and access to financial resources.*
- Fisheries development: *involve women entrepreneurs in the fish industry.*
- Income diversification: *ensure women's access and participation; and support women entrepreneurs networks involved in value chain activities.*
- Productive and social safety net: promotion for the establishment of *women's networks and market women associations; and facilitating access to credit and intermediate services particularly to women, women's group's association and networks.*
- Access to basic services: *promote reproductive health, maternal health; and reduce the time women use to get back services such as water and firewood; support and build the capacity of women entrepreneurs.*

6.2.5 Disaster Risk Management

This component addresses all issues related to disaster risk management (DRM) to enhance capacities and capabilities to ensure that when people are affected by disasters they can continue to meet their minimum needs in terms of type, timing, location, method of provision and duration among other areas.

Early warning and response system prioritizes strengthening the EWS capabilities of the meteorology authority through technical and financial support from both the government and donors' community; strengthening the capacity of farmers, to benefit from early warning information; and sourcing for disaster risk reduction/mitigation investments.

Comments

- *paying special attention to women farmers*
- *Document women's experiences on early warning and response strategies.*

Climate monitoring and climate change adaptation proposed priority interventions focus on: strengthening of weather monitoring systems at locality, states, national and regional levels; promotion of local knowledge and skills on climate change and adaptation mechanisms; enhancement of traditional coping systems. The main strategic and policy platforms of reference for the above activities include the National Policy for Disaster Preparedness and Management and the National Adaptation Programme of Action on Climate Change (NAPA).

Comments

Documenting and utilizing women's knowledge and experiences in climate change and adaptation

6.2.6 Research and Knowledge Management

This component addresses interventions aimed at improving agriculture research and technology dissemination and adoption. It also includes a sub-component aimed at improving information and knowledge sharing and diffusion. Key activities include the support to adaptive research; support to Agricultural Technology Transfer and Extension Services; research on rangeland and pasture improvement, on drought resistant crops, and production systems.

Support to adaptive research focuses on: those technical areas that are able to make the most significant impact on enhancing household resilience. This would include research on rangeland and pasture improvement, and drought resistant crops and production systems. Particular support should be provided to the Agricultural Research Corporation for joint programmes with Agricultural Technology Transfer and Extension Service network in the drought prone areas of the country.

Advisory and extension system focuses on support for the establishment of Farmers' Field Schools and Junior Farmer Field and Life Schools (JFFLS) and information exchange platforms; training small scale farmers, including women and youth in the adoption of pilot technologies that boost production and enhance the resilience capacities of small scale farmers to mitigate climate change. The priority interventions include building the capacity of community based organisations (CBOs) local NGOs to improve their capability to implement rural development programmes; strengthening the capacity of rural extension staff and other staff working with communities, particularly in planning, soil and water conservation, land utilization and

management, natural resources management, moisture conservation and agro-forestry, range management, animal husbandry and improved farming methods adaptable to semi-arid areas; and advisory and extension system.

Knowledge management and communication - This sub component focuses on strengthening and developing institutional capacities to generate knowledge from research and extension and strengthen staff capacities of the Technology Transfer and Extension Administration, Livestock Technology and Extension.

Comments

- The component will *support research on women's experiences in the various interventions and share with policy makers.*
- Support to adaptive research: The sub-component should *enhance networks with research institutions, gender/women's research in academic institutions such as Affad University.*
- Advisory and extension system: *Building the capacity of women's organizations, groups and networks and document women's knowledge and experiences with extension services and drought.*
- Knowledge management and communication: *build a network of research institutions.*

6.2.7 Conflict Resolution and Peace Building

The focus of this component is on individual, communities and institutional capacity building to strengthen the operational capacities in the country.

Comments

Focus on *women and women's organization capacity building.*

Conflict resolution and mainstreaming women/gender in all conflict resolution initiatives –

This prioritizes conducting a thorough analysis of key existing and emerging dynamics and drivers of conflict and instability in Sudan and analyses key past, existing and emerging dynamics and drivers of peace and stability in Sudan, stability factors and conditions required to support peace.

Analyse past and current strategies and approaches for peace building in different geographic contexts in Sudan and the intersection with other development and humanitarian efforts.

Comments

- *examine current approaches, strategies and priorities of women peace actors in the area of peace building, governance and development;*
- *Mainstream women/gender in all conflict resolution initiatives.*

Peace building This sub-component promotes good governance and supports social, economic, and political participation and leadership among women, and other marginalized groups and enables civil society organizations to better assess and respond to the needs of their communities and to play an active role in strengthening peace in Sudan. Civil society resource centres, led by local community boards, provide communities with access to information as well as trainings and forums for civic engagement, among other interventions.

Comments

- Promote good governance and support social, economic, and political participation and leadership among *women and women's organisations*
- *Support women's peace initiatives including women's peace forums, peace negotiating networks and women's organisations work on peace and conflict resolution.*

6.2.8 Regional Priorities

- **Regional priorities in the National Investment Plan** The regional priorities as proposed and identified to address recurrent agricultural development challenges in the IGAD region, with the aim of increasing agricultural growth, increasing food security, and the resilience and diversity of livelihoods in the region, are in consistent with the priorities of the agricultural development and livelihood strategies for Sudan.
- **Priorities in the national agricultural investment plan are of a regional nature** which is comprehensive and is dealing with all aspects of agriculture including finance, marketing, generation and transfer of technology, capacity building, institutional reform, value-addition through processing, establishment of agricultural information systems and sustainable management of natural resources. Priorities include supporting poverty reduction and food security; supporting export promotion and participation in regional or global free trade; enhancing productivity; supporting the sustainability of the utilization and maintenance of natural resources; and enhancing national institutional and technical capacities so as to increase food productivity and security as well as poverty reduction and capacity building.

Comments

- *Promote and support women's networks and organisations.*
- *Enhance women's access to productive resources.*
- *Enhance women's access to income.*
- *Promote women's regional networks.*

Existing mechanisms for dealing with trans-boundary issues The existing mechanisms to deal with trans-boundary issues are through technical collaboration and regional offices mandated to coordinate handling such issues of regional nature as crops and livestock pests and diseases, trans-borders movement of livestock and border trades. The Association for Strengthening Agricultural Research in Eastern and Central Africa (ASARECA) aims at increasing the efficiency of agricultural research in the region so as to facilitate economic growth, food security and export competitiveness through productive and sustainable agriculture (crops and livestock) is an important partner.

Comments

It would be important to know whether this research network is addressing women's research in the priority intervention areas and also utilizing women's knowledge in this programme.

The CPP adds that **Policy and trade issues that need regional attention or collaboration** include: regional agreements and understanding of the Nile Basin system, livestock movement between countries, trans-boundary diseases and pests control, energy, capacity building and infrastructure development, among others. The CPP also notes that there are good opportunities to formulate regional plans to address research, technology development and transfer, with some incentives to the private sector to engage and participate in research and marketing of agricultural inputs and outputs.

Comments

- *Enhancing collection of gender disaggregated data, promoting women's research and utilization of the same.*
- *Women must be involved in the development of these agricultural inputs and outputs.*

6.3 Implementation and Institutional Arrangements at the National and Regional Level

The CPP identifies the High Council for Natural Resources and Environment as the coordination umbrella for all natural resources and climate change events that affect the country. Within the regional nature of the programming framework to end drought emergencies in the region, the CAADP National Team, chaired by the National Coordinator would be strengthened, and supported by a coordination unit.

Monitoring and Evaluation

The National Strategy for the Development of Statistics (NSDS) for the Republic of Sudan (2012-2016) that address the data gaps for the design, management, monitoring and evaluation of national development, policy frameworks, among others is pivotal for implementation of this programme.

The proposed M&E System for EDE cuts across all thematic areas reflected in the six main components of the EDE and provides strategic information for decision makers and leadership by implementing international M&E standards and supporting normative guidelines to the countries in the region. It also produces regional reports and synthesis for regional dissemination and provides technical support to country-level EDE partners in their efforts to support the national M&E system.

Comments

- *Ensure accurate data collection and disaggregation by age and gender.*
- *Produces regional reports disaggregated by gender.*
- *Work with women's organisations and networks; and Collection of gender disaggregated data, analysis and interpretation.*
- *The focal point will work closely with the gender monitoring unit to ensure that gender aware M&E tools and gender aware indicators are utilized. This will help in assessing the impact of results on both men and women, challenges that women and men face in the programme, practical and strategic interests being addressed for men and women, invisible costs, gender aware budgets, time use for men and women, transformative changes occurring, among others.*

6.4 Results Framework

The results framework shows that in many areas, including the immediate outcomes, priority interventions, expected outputs, indicators and targets, gender disaggregated information is not

refereed to neither in the concept of gender equality and women's empowerment nor in the results framework.

Comments

The study suggests that the framework has to reflect the following issues in priority interventions: (i) *mainstreaming gender and women's empowerment*; (ii) *capacity building for women's involvement in natural resources* can be added as a priority intervention, (iii) *Increased involvement of women in water resource management* as an expected output; (iv) *number of women and women's organisations in water resource management*, (v) *acreage under irrigation with focus on small-scale farmers and food poor households as well as Reduction of food poor households of own production by 50%* as indicators.

The **results framework** for the implementation of the Sudan CPP presents the EXPECTED OUTCOME, Intermediate Outcomes, Expected Outputs, Indicators and Targets for each priority intervention areas (PIA). The study analysed the results framework and identified some key gender gaps and made specific recommendations for bridging them. The following are highlights of some of the recommendations:

Comments

Under **component 1 on Natural resource management**, sub-component 1.2, the study makes the following recommendations:

- Priority intervention: *ensure effective role of women's organizations and groups in pastoral resource management.*
- Indicators: *women specific initiatives implemented; number of women's organizations and women groups in the pastoral areas increased; including gender monitoring and evaluation tools.*
- On sub-component 1.3, the study recommends, *number of women and women's groups in establishment of the centres in leadership positions* as an indicator.
- Environmental management, Sub Components 1.4, *ensuring equal participation of men and women and Document women's experiences and knowledge on natural resources* as priority interventions; *percentage of female headed households accessing the services* as an indicator; and *Alternative access to fuel for women* under targets would enrich the sub-component.

Comments

Component 2 on Market access and trade, sub-components 2.1 and 2.3, the study recommend:

- Priority interventions: *Support women entrepreneurs, networks, co-operatives and groups* for sub-component 2.1; *including women's co-operatives, women entrepreneurs' networks* under sub-component 2.3.
- Indicators: Variation of *women and male/female headed* household incomes in drought-prone communities for sub-component 2.1; and *Number of women co-operatives and networks supported* for sub-component 2.3.
- Target: *women and female headed households income increased by 50%* (sub-component 2.1); and *Increased income for women* (sub-component 2.3).

6.5 Findings and Recommendations

As in the previous CPPs' findings and recommendations, this section is divided into two parts. Part one presents the findings while Part two presents the recommendations based on the gender analysis of the CPP.

6.5.1 Findings

- i. The CPP notes that erratic and low precipitation during drought years has resulted in a deep water table, which in turn makes access to drinking water for humans and livestock a problem resulting into crowding around water points, which can make vulnerable members of households, i.e., children, the elderly, and women and livestock prone to diseases and epidemics. Although women and vulnerable groups are identified, the CPP does not highlight or show any awareness of the impact of the distance to the watering points and disease on women's reproductive roles and their **time use**.
- ii. In some sections of the CPP, limited effort to present **Gender disaggregated data** is reflected. Background and context of for instance, the CPP indicates that the proportion of unemployed females is 43.25% and that of males 36.64% (page 130). The CPP supports women and youth, and the provision of financial services as an opportunity for ending drought which is an important aspect of **gender aware budgeting**. However, the recognition is not followed through to allocation of resources. In the analysis of the challenges to sustainable livelihoods and resilience to drought related emergencies, the CPP makes no reference to gender as an important variable. This includes the different roles played by men and women and their impact on the environment. The provision of **gender disaggregated data** is an important aspect in gender mainstreaming as it enables identification of gender

gaps in the various PIAs and helps in planning to bridge the gaps. In terms of the relevant experience from selected projects, there are no lessons learnt related to gender/women. On the whole, the background and context of the CPP's priority interventions, results framework, do not have gender disaggregated data (see pages 143, 144, 145).

- iii. Under the income diversification sub-component the study findings show that **women's groups** proved to contribute to income diversification in rural development projects and this is important information which the PIA should build on in promoting livelihood diversification. This appreciation of the women's groups should have been reflected in the development of interventions and in the results framework.
- iv. **Practical and strategic gender roles:** The study found that the CPP builds on existing initiatives, including those by development partners such as the United Nations Development Assistance Framework (UNDAF 2003-2016) which underscores the need of encouraging women's organizations and networks and incorporates gender and the empowerment of women and the youth to increase food access and production. Involving NGOs and CBOs in gender mainstreaming and promoting women's empowerment in addressing the issue of food security is a good observation. However, we note that the CPP does not **strategically target women's organizations and networks** towards this goal.
- v. Under securing Access to Natural Resources component, the study found that the CPP underscores the need to water harvesting and provision of energy saving equipment which provides a good opportunity for the provision of water for household consumption and fire wood for cooking which are predominantly women's domestic roles and that would promote both the **practical and strategic gender needs** of women in the sense that it would address women's **time use**, among other issues.

On the whole, the CPP is not guided by a gender aware programming framework.

6.5.2 Recommendations

The study makes recommendations aimed at bridging the identified gender gaps. The recommendations are organised around the following three areas:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPP.
- ii. Networking with research and academic institutions.
- iii. Institutional frameworks and coordination.

6.5.2.1 Strategies for Mainstreaming Gender and Promoting Women's Empowerment in the CPP

- i. The use of **gender disaggregated data** tools is important for both planning and monitoring as it will help to identify existing gender gaps at the different levels of the interventions. This, in turn, will enable implementers to identify appropriate strategies for bridging the identified gaps. Under the results framework components, the outcomes, interventions, targets and indicators need to take gender on board (see page 143, 144, 145).
- ii. **Women's participation and decision making** is recommended in many areas of the interventions including under the income diversification sub-component. The study recommends that the intervention should focus on **training and capacity building of rural women and youth** to equip them with relevant marketable skills and utilizing women's experience and knowledge to review policy related to pasture and land development, **strengthening and mainstreaming of gender and women's empowerment** in institutional and legal frameworks to ensure women's rights and entitlements to access ownership of arable land and sustainable water sources under the Agriculture production and productivity sub-component. In addition, the study recommends that **technologies should be appropriate for women** to ensure they lessen women's burden in performing agricultural roles in the food production chain and reduce the amount of **time spent** in performing activities related to the food production chain which will enable them to participate in **leadership and decision-making** institutions and processes.
- iii. **Mainstreaming women/gender in all conflict resolution initiatives** under the sub-component on conflict resolution. This will enable women to bring in their knowledge, experiences and perspectives in conflict resolution and peace among communities living in the ASALs. Under the results framework, sub-components 1.3 Securing Access to Natural Resources the study recommends an Intermediate Outcome Priority intervention for the establishment of community conflict committees with equal participation of men, women and women's groups. **Affirmative action strategy** will promote women's representation in leadership and will enable them to influence decisions and policies governing access to natural resources which includes land (see pages 142, 145).
- iv. **Access and Control of Resources** is recommended in many sections including the *Livelihood and Basic Services* component where the study recommends support to livelihoods with the aim of ensuring **women's access to incomes**, employment opportunities and increased income which will lead to sustainable livelihoods and better fed and healthy families in the drought-prone regions. In the sub-component on fisheries development (MARFR) the study

recommends that the fish industry value chain involves **women entrepreneurs and ensures they access the resources** and their knowledge and experiences inform the industry (See pages 139).

- v. The study recommends **access to financial resources** to enhance allocation of resources including support to women and youth, and the provision of financial services in many of the PIAs. These may include savings and credit which will contribute to the promotion of gender equality and women's empowerment.
- vi. **Documentation of women's experiences** is recommended in all the PIAs. This is in recognition of the fact that, because of their gender roles women have a lot of knowledge and experience in management of resources, for instance, climate change, livelihood support, conflict resolution, among other areas of interest for the CPP (pages 140, 145). This knowledge however, remains outside mainstream knowledge and requires to be documented, analysed and utilised.
- vii. The study recommends **increased income for women** at all times of the CPPs implementation in order to improve the livelihoods of families and communities (pages 139, 143, 146). Provision of productive services, social safety nets, education, health care, drinking water and sanitation facilities is strategic as it will enable women's access to alternative sources of livelihood, including income which is important in enhancing sustainable livelihoods.
- viii. Considering that gender was not taken on board in the situation analysis and in many of the other sections and sub-sections of the national and local contexts, the study recommends the development and application of **gender aware monitoring and evaluation tools** to capture information that will help in the review and re-planning of the programme during the evaluation. This process will assess the impact of the strategic interventions implemented, identify gender gaps and make recommendations on how to ensure the impacts, benefits on men and women, the changes occurring, societal issues, as well as the efficient utilization of resources for success of the programme.
- ix. On the results framework, under the sub-components 1.1. Water Resources Development the study recommends **increased involvement of women** in water resources as the intermediate output and the number of women and women's organizations in water resource management as the indicator.
- x. **Capacity enhancement of women** will enable them to effectively participate in all priority interventions of the CPP's components. Under PIA on Conflict resolution and peace building for instance, the study recommends **capacity building for women and women's organization** to strengthen the operational capacities in peace building initiatives. This is to equip them with the relevant knowledge and skills to enable them to effectively participate in

conflict resolution and peace building initiatives at all levels. This will enable them to bring their experiences in conflict resolution as well as lobby with the different stakeholders in building sustainable peace in Sudan and in the region.

- xi. The study recommends water harvesting and provision of energy saving equipment to **free more time for women** to enable them to participate in other areas that will address their strategic interests, including decision making. The issue of **time use** for women in particular, is very important because as gender analysis has shown, women spend a lot of time in *triple roles, i.e. productive, reproductive and community roles* which leaves them with little time for self-development and participation in other areas such as decision making and other areas that would promote their **strategic interests and needs**.
- xii. **Involvement of women's organizations and networks** is recognised by this study, as they are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment in the entire CPP implementation mechanisms and processes. In addition, under the sub-component on Securing Access to Natural Resources the study recommends **support for women's organizations and groups to access alternative sources of energy and new technology** to enable them own and have control of the technology under pasture and arable land subcomponent. Under Humanitarian programs by national NGOs, CBOs and **women's organizations and networks** should be encouraged to incorporate gender and empower women and youth to increase food access and production. Under Market and Trade, the sub-component on Transport and Market Development, the study recommends **support for the formation of market associations, including women's associations and cooperatives**. This will be instrumental in lobbying and advocating for gender mainstreaming and women's empowerment in the market chain of the various PIAs.
- xiii. On the results framework, under the Sub-Components 1.1. Water Resources Development, for instance, the study **recommends outcome, intermediate outcome, expected output, indicator and target aimed at mainstreaming women** in the priority interventions. The Number of women and women's organization in water resource management as the indicator and capacity building for women's involvement in natural resources management as the Expected Outcome.
- xiv. **Gender aware M&E tools and gender aware indicators** are critical for gender mainstreaming. These tools will help in assessing the impact of results on both men and women, challenges that women and men face in the programme, practical and strategic interests being addressed for men and women, invisible costs, gender aware budgets, time use for men and women, transformative changes occurring, among others.

6.5.2.2 Networking with research and academic institutions

The study recommends the **establishment of a network of academic and research institutions involved in gender and women's issues** e.g. AFFAD University in order to ensure documenting and sharing of information on women's knowledge and experiences on the various PIAs. In disseminating information, it is important to use women friendly mechanisms to ensure access to information on each of the PIAs. Women's organizations and networks will also be effective in lobbying and advocating for women's issues with different stakeholders. They can also be very effective in disseminating to women the specific information on PIAs.

6.5.2.3 Institutional Frameworks and Coordination

Under Implementation and Institutional Arrangements, the study recommends that the focal point works closely with the gender/women's departments in the various ministries and with the institutions whose mandate is gender mainstreaming and promoting women's empowerment. It is also recommended that a **gender experts working group** be established if it does not exist, and be part of the Secretariat coordinating and managing the program. The unit should be able to regularly produce national and regional reports disaggregated by gender.

This section on the recommendations of the study illustrates that though glaring gender gaps exist in the Sudan CPP, background and context proposed priority interventions and results framework, gender and women's empowerment can be mainstreamed at any stage of the CPP. The challenge is both **political will, skills and resources** to make it happen. Additional recommendations are in the Report.

7.1 Background and Context

7.1.1 National and Local Context

According to the Country Programming Paper (CPP), the Ugandan economy has enjoyed strong growth during the past two decades, with annual per capita GDP growth rates in the 6 to 8 percent range. The agricultural sector has played an important but declining role in this growth. Although agricultural production made up to 50 percent of the total GDP in the early 1990s, other sectors (e.g. services, industry, and tourism) have advanced in recent years. Agriculture now contributes less than 25 percent of the total GDP and lags well behind the other economic sectors. Although the share of agriculture products in Uganda's export mix is declining, agriculture is still central to Uganda's external trade. Agricultural products accounted for 52 percent of the value of total exports between 2005 and 2008 with coffee remaining the most important export. In addition, agriculture remains the main occupation of 60 percent of the Ugandan population (MAAIF, 2011). Livestock production contributes to about 1.7 percent of the GDP, and only 7.5 percent of the agricultural GDP, well below the potential of the sub-sector which at one time contributed close to 25 percent of the AGDP (CPP, 2012; pg. 1).

The CPP adds that the economic strategies pursued by Uganda during the past two decades have been remarkably pro-poor. The poverty headcount decreased from 56 to 25 percent between the 1992/93 and the 2009/10 welfare survey respectively, although the decline was not always consistent. Despite the strong economic growth in recent years, Uganda continues to suffer from inherent high vulnerability to climatic shocks, particularly recurrent droughts/high rainfall variability. These shocks have great impact on the economic and social wellbeing of the most vulnerable population due to its impact on water availability and livestock and agricultural production and thus have profound negative impact on poverty eradication efforts. This poses a major threat to the sustainable development of the country. The poor and vulnerable rely on the land for subsistence and have very limited alternative sources of livelihood. Furthermore, the impact of loss or damage is greatest among low-income earners, so a drought is likely to push those living just above the poverty line into poverty. Their ability to recover is impeded by limited access to credit, inadequate support services such as extension, insufficient short-term support from public assistance programmes, and few medium-to long-term economic opportunities for recovery (CPP, 2012; pg. 1).

The CPP adds that pastoralists frequently acknowledge evidence of climate change. Dry periods have become longer and occur more frequently while rainfall has been less regular. Many of the perennial rivers have turned into seasonal rivers (Stark, 2011). In addition, overgrazing is rampant in the area due to: (i) disruption of traditional transhumance corridors resulting in

limitation to cattle movement (in many cases as a consequence of change in land tenure policies from communal property to individual titling); (ii) gazettement of vast areas for natural parks; (iii) exploitation of mining deposits; (iv) land grabbing; and (v) limitation of movements due to insecurity and government policies. The economic transformation of drylands requires that these land access and land tenure issues are adequately addressed (CPP, 2012; pg. 2).

Studies show that the drylands hold about 95 per cent of all the cattle in the country and produce about 85 percent of all milk and meat (MAAIF 2010). These animal resources are currently underexploited yet there is growing demand for livestock and livestock products in urban areas and within the IGAD region. One of the constraints to economic progress in the drylands is marketing of livestock and livestock products due to poor marketing infrastructure and weak coordination of markets. Investment in livestock marketing would greatly improve the value of herds, and the prices which pastoralists receive for their animals and resultant incomes (Ezaga, 2010).

Comments

- *low participation of women in decision making positions*
- *The section though detailed and clear on what impact drought has on the poor, fails to provide gender disaggregated information or even to demonstrate how this impacts differently on men and women. Great opportunities arise in which gender/women role could have been discussed but it is not.*

7.1.2 Rationale and Objective of the Country Programme

The CPP explains that pastoral communities compare poorly with national averages on various social and economic indicators, with high rates of infant and maternal mortality, low levels of literacy, high poverty rates, sparse social services, limited economic opportunities, and limited political participation (Stark, 2011). Agro-pastoralism/pastoralism in Uganda is besieged by a series of difficult challenges, including demographic change, land access, the gazettement of land for protected areas and mineral exploration, land use conversion, fencing off of areas for development and limitation to movement of cattle due to policies and insecurity. Uganda's rapidly growing population has expanded the acreage of land under cultivation by encroaching on marginal lands or clearing protected areas such as forests, swamps and seasonal rangelands thus disrupting pastoralists' traditional access to pasture and water and bringing them increasingly into conflict with farmers. Land conflicts are very likely to continue to increase in the "cattle corridor". Violence and conflict over natural resources has led to the collapse of relationships between communities. Animal disease, growing inequity in animal ownership and climate change have all placed further pressures on the cattle-based livelihood systems (CPP, 2012; pg. 3). There

is recognition that while rain failures and prolonged dry spells may not be prevented, their impact can be minimized without need for emergency humanitarian intervention. Therefore, in order to effectively plan for drought risk management within an overall disaster risk management framework, actions are needed to strengthen institutional capacity to manage disasters, build community based preparedness and resilience, and mainstream resilience through interventions in key sectors (CPP, 2012; pg. 4).

Pastoralism has a comparative advantage over crop farming in drylands because it is best adapted to drylands and resilient to natural shocks (Levine, 2010). Livestock-based systems that develop on ASALs are the most appropriate and suitable for survival and production in a fragile ecosystem and highly variable climate. They are less susceptible to climate variability and viable and are, therefore, an important component of the development strategies for some regions. This presents a less risky and therefore, more economically viable and robust investment opportunity which, in turn, has implications for economic development and poverty alleviation. The goal of the investments in the drylands would be to improve livelihoods and enhance the resilience of communities to drought by transforming the agro-pastoralist and pastoralist sector into a more profitable, integrated and resilient economic system, thereby improving food and nutrition security (CPP, 2012; pg. 5).

7.1.3 Opportunities and Challenges for the Country Programme

According to the CPP, in a bid to promote the livestock industry, the Government has over the years invested in the construction of an infrastructure for livestock production, including investment in transport, trade processing and water for the production-related infrastructure. The growing demand for livestock and livestock products presents an opportunity to revamp Uganda's livestock industry which primarily depends on production in the drylands. There is increased demand in the regional markets which are more highly competitive markets compared to the inadequately developed domestic market. This has resulted in trade imbalances which indicate Uganda's inability to meet regional demands at current production levels, among others. Thirdly, there was diversification and expansion of the export base beyond the traditional exports (coffee, tea, tobacco and cotton). These trends present opportunities for development that will also benefit the drylands, such as value chain improvement to increase the value of exports and for import substitution on value added commodities to decrease trade deficit

Therefore, factors restricting mobility such as restrictions on trade, movement, poor investment in social services and infrastructure effectively increase the vulnerability of pastoralists to shocks (HPG, 2009b).

Comments

The study recommends:

- *Emerging women's entrepreneurial networks and women traders have added to this success and support to these networks would increase the export market and increase women's income.*
- *Supporting women's networks and entrepreneurs will strengthen this industry and so these networks should be supported for increased access to markets and trade.*
- *Low participation of women pastoralists and their low status in the community is also a hindrance to enhanced economy and access to income for the pastoral community.*

7.1.4 The Country Programme Builds on the Existing Initiatives

This section highlights the existing programmes that this programme builds on. These include: the Comprehensive African Agricultural Development Programme (CAADP) framework which is aligned to the National Development Plan and relevant Sector Strategies and Investment Plans (SIPs), including the *National Development Plan (NDP, 2010-2014)*; the *Agricultural Sector Development Strategy and Investment (DSIP, 2010/11-2014/15)*; the *Uganda Strategic Investment Framework for Sustainable Land Management, 2010-2020*; the *Water for Production Strategy and Investment Plan, 2010-2035*, and the *Draft National Irrigation Master Plan*. Some other sources are: the *National Trade Policy, 2008*; the *National Trade Sector Development Plan 2008/9-2012/13*; the *Integrated Drylands Development Programme for Uganda,(200)*; the *National Peace, Reconstruction and Development Plan (PRDP) for Northern Uganda*; the *Karamoja Integrated Development Programme, (KIDP) 2011-2015* and the *Karamoja Action Plan for Food Security, 2019-2014* both of which are geared towards building the resilience of the Karamojong to drought and making the sub-region self-productive thereby improving food security to reduce the need for emergency relief, among others.

Comments

- *Increased access by women to resources of production, affirmative action programmes for women.* Generally, it is known that women in Africa form the majority of the labourers in the agricultural economy. Focus on them is therefore important;
- *It is noted that there are no gender/women programmes or plans or even policies that are referred to in this paper. In addition, there is no mention of policy frameworks that are women related or for gender equality.*

With regards to lessons learnt from the **relevant experience gained by other projects**, CPP builds on best practices and lessons learned from a wide range of government and donor

supported projects. Key lessons learned from these interventions are that in almost all cases, success was guaranteed by prevalence of one or more of the following features: *cost-effective operations; active stakeholders' participation; forming partnerships, collaboration and harnessing synergies; strong support for capacity building; transparent transactions; technical soundness; inherent early warning mechanisms; reduction in incidence of disease; ability to leverage additional inputs.*

Comments

The study observes that it would be important to address

- ***Women's participation in the leadership and implementation of the programmes.***
- ***There is no mention of: Lessons learnt that indicate the importance of women's participation in projects, in leadership positions and the implementation process; Utilizing women's networks; Use of gender disaggregated information.***
- ***This is in spite of the fact that the constitution has provisions on affirmative action for women and they have held senior positions including the positions of Vice-President, Speaker of the National Assembly, cabinet ministers in different sectors including community development, integrity, among other ministries. In addition, women in Uganda have facilitated the passing of many laws, have chaired committees of Parliament such as the Legal Committee. If a Ugandan woman has been the Speaker of the National Assembly, why have women remained invisible?***

7.1.5 Combined Approach for Humanitarian and Development Interventions

The Department of Disaster Preparedness, Management and Refugees (DDPMR) in the Office of the Prime Minister (OPM) is responsible for the coordination of the activities of various line ministries, humanitarian agencies and other stakeholders engaged in disaster risk reduction. This mandate lies with the District Disaster Management Committees (DDMCs) at the district level, and is similarly mirrored in the lower tiers of government down to the village level. Some of the functions of the DRR platform include monitoring and analysing hazard, risk and disaster trends in the country, developing common preparedness, contingency and response plans, networking and sharing information, experiences and technical expertise nationally, among others. It has defined goals and objectives that can enhance coordination to promote the resilience of vulnerable communities, add value to efforts of stakeholders, engage with government, and strengthen the DRR actions of Government and other organisations and agencies. The DRR platform is well placed to tackle vulnerability to drought substantively and it can mobilize good technical support that allows it to make solid recommendations in support of national planning towards addressing the underlying risk factors.

Comments

- *Promoting gender equality and women's empowerment in DRR.*
- *Including women's networks and women's organisations.*
- Promote resilience of *women and other disadvantaged groups.*

In terms of gender analysis this section of the CPP clearly shows that at the conceptualization of the programme level and interpretation of the mandate of the programme and the general context, rationale, needs assessment, challenges and opportunities, the CPP is not informed by a gender aware framework. The theory behind this section is not informed by a realization of the importance of gender or the roles of women in the programme.

7.2 Proposed Areas of Intervention at the National Level

The CPP states that the interventions to build drought preparedness will target communities in the drylands which are the most vulnerable to drought. The majority of these communities are pastoralists and agro-pastoralists in the “cattle corridor”. The target beneficiaries are economically active persons in agro-pastoral/pastoral groups. The formation of groups will be facilitated where they do not exist. Attention will be paid to the participation of youth, women and other vulnerable groups in the process. *Gender concerns will be incorporated in all programmes when selecting beneficiaries and determining the gender appropriateness of some interventions to ensure that women and other vulnerable groups benefit.* Stakeholders will also be involved in the projects and programmes to promote coordination and synergies with other existing and complementary programmes interventions. Local community leaders and community-based organisations (CBOs), *women's organizations and networks* will participate in the programme design and targeting to ensure community ownership of interventions.

The priorities identified for EDE Initiative Regional Programming Framework (RPF) and its related components are: Natural Resource Management; Market access and Trade; Livelihood Support; Pastoral Disaster Risk Management; Research and Knowledge management, and Peace Building and Conflict Resolution.

a) Natural Resources Management

The expected outcome is that drought-prone communities will have secured access to natural resources and will sustainably manage these resources. The component addresses thematic areas related to (i) development of water resources, land and pasture; (ii) securing access to natural resources; (iii) environmental management; and will focus on **Water Resources Development**

and Pasture and Land Development. These two sub-components aim at increasing the area of pastures and rangelands under sustainable management and supporting the sustainable development and management of rangeland and land resources. The new priority interventions will focus on the promotion of appropriate sustainable rangeland management practices and technologies; land use planning; development of rangeland monitoring mechanisms and training communities in soil and fertility management, among others.

Comments

The Water Resources Development sub component would benefit from an addition of:

- *Women and natural resources management.*
- *promoting women's participation in water committees, reducing distances for fetching water for women, developing appropriate water technologies for women as the saying goes, 'if it is not appropriate for women, it is not appropriate'.*
- Securing Access to Natural Resources: *access to water resources by women*

Securing Access to Natural Resources This sub-component aims to enhance access to sustainably managed natural resources for drought-prone communities. It will support mechanism that will secure access to shared resources in protected areas such as national parks. The programme sub-component will develop necessary policies and enhance legal and institutional frameworks.

Environmental Management (including Biodiversity Conservation and Renewable Energy)

This sub-component aims at ensuring that the adoption of renewable energy technologies is prioritized and there is significant reduction in the rate of loss of biodiversity by using the improved stoves model and promoting the use of alternative sources of energy such as biogas and solar. New priority interventions include conservation of local species of dryland plants, ecosystem conservation in appropriate areas; promotion of efficient charcoal production and marketing; support to investment in energy supply in pastoral areas; and strengthening the capacity of NGOs to popularize and enable communities use alternative energy technologies.

Comments

- *Support women's participation in environmental management.*
- *Document women's experiences with environmental management and use the same to review policies.*
- *Document women's experiences with fuel saving technologies*
- Strengthen the capacity of NGOs *and women's organisation.*

b) Market Access and Trade

The expected outcome of this component is that access to markets and trade is improved. The component addresses thematic areas related to (i) transport and market development; (ii) securing livestock mobility; (iii) securing financial transaction and (iv) trans-boundary disease sanitary and phytosanitary measures and standards.

Transport and Market Development This sub-component aims at increasing access to markets. Ongoing/planned interventions include development, rehabilitation and sustainable management of infrastructure in value chains by supporting collaboration between agribusiness, farmers, advisers, and researchers to create viable, sustainable market and agribusiness linkages. New priority interventions include promotion of collective marketing by pastoralists, institution pastoral cooperatives; creation of local livestock marketing outlets to enhance more off take; and value chain development. In addition, the sub-component on **Securing Livestock Mobility; Securing Financial Transactions** will ensure that effective regulatory frameworks for national and international financial transactions are developed and operational. The priorities include providing sufficient access to credit programmes and rural financial services to pastoral people to support livestock activities.

Comments

Aim - *To support women entrepreneurs in market access to trade*

In the section on transport and market development, it would be important to have:

- *women's groups and networks*
- *women in agribusiness, food poor households of own producers and organisations,*
- *strengthening and capacity building of women pastoral cooperatives for trade*
- *including promotion of women's participation in the agricultural and livestock production value chain for increased income*

Securing Financial Transactions

- *Affirmative action programmes for women's access to financial services in urban and rural areas; ensuring women's access to them.*

c) Livelihoods Support

The expected outcome of this component is that the adaptive capacities of drought-prone communities are increased through (i) livestock production and health; (ii) agriculture production and productivity; (iii) fisheries development; (iv) income diversification; (v) productive and social safety nets, and (vi) access to basic social services. The **Livestock Production and Health sub-component** will focus on increasing livestock production and productivity by supporting mainly livestock health management and increased livestock production and productivity.

Ongoing/planned interventions include promotion of pastoralist field schools; establishment of farmer forums for information and knowledge sharing; among others and New priority interventions will include support to decentralized and accessible veterinary services; strengthening vaccination and diagnostic capacities for major production-constraining diseases such as tick-borne diseases, trypanosomiasis, brucellosis, endo-parasites; selection and breeding of high performers.

Comments

- ***Expected outcome-**gender equality and women's empowerment is realised; and enhancing women's access to income*****
- ***Intervention-**supporting women in the pastoral economy for access to information and other resources.*****

The sub-component on Agriculture Production and Productivity will aim at increasing crop production and productivity and the promotion of the practice of conservation agriculture such as mulching, use of drought tolerant crops; promotion of soil and water conservation techniques.

Comments

- ***Increased access by women to resources of production.***
- ***Documenting women's experiences and the knowledge of women on drought tolerant crops and experiences with technology and developing technologies appropriate for women including new seeds varieties.***

The Fisheries Development sub-components aims at increasing fishery production by supporting aquaculture, Establishment and restoration of the bio-physical health of the natural water bodies and addressing specific impediments through the fish value chain; promotion of fish farming; training of local communities in building fish ponds and making fish fodder; research and setting standards for quality control; demonstrations of small to medium-scale fishponds; and establishment of organized marketing system.

Comments

- ***Training of women in different aspects of fish farming.***
- ***Establishing/supporting women's fish marketing networks.***

Income Diversification This sub-component aims at promoting diversification of household income sources to enhance resilience. It will support sustainable exploitation of natural resources of economic importance, processing, value addition and expansion of the range of marketable pastoral products. Priority interventions include scaling-up of successful farm/small-scale technologies (processing, conservation, reduction of losses); identification and establishment of animal and plant products of economic value; enactment of relevant by-laws and ordinances for

the conservation and protection of identified animal and plant products of economic value; domestication through agro-forestry of valuable/important plant products, among others.

Comments

- *access to resources for business e.g. loans, credit, farming, cooperatives and support to women networks for increased and diversified information;*
- *affirmative action programme for women farmers in the value chain;*
- *document women's experiences with agro-forestry and plant products;*
- *ensuring access to markets for women entrepreneurs and supporting women's networks and organizations to enhance their access to financial support and information related to production, processing, marketing and general trade.*

Productive and Social Safety Nets will establish effective safety nets programmes that cover all food insecure households in drought-prone areas. It will also support households and community assets creation and maintenance; provision of rural financial services; development of productive and social safety nets; establishment of social development funds through cost sharing; establishment of cooperative societies/associations among pastoral people; investment in community and household level services and skills.

Comments

- *Ensure women's access to and control of income and other resources.*
- Provision of rural financial services *targeting women.*
- *Creating/supporting women's cooperatives, groups and individuals among pastoral communities.*
- *Ensuring women's access to income.*

Access to Basic Social Services This sub-component aims at increasing access to basic social services such as health, education, water and sanitation; raising awareness on nutrition and hygiene; rehabilitation of drinking water resources; expansion of governance systems; improvement and rehabilitation of health and education facilities as well as development and scaling-up of the mobile health care and education facilities; promotion of an education system that is adapted to pastoralist needs; expansion of social (health, education etc.) and governance systems, among others.

Comments

- *Including reproductive health services for women and girls.*
- *Ensuring maternal and reproductive health care and health facilities for women and girls.*
- *Ensuring affirmative action for women and girls' education in pastoral communities.*

d) Pastoral Disaster Risk Management

The expected outcome of this component is that there is enhanced drought preparedness, prevention and management. The component addresses: (i) early warning/response system; and (ii) climate monitoring and climate change, among other areas.

Comments

Component addresses-*women and climate change*

Early Warning/Response System This sub-component aims at ensuring that there is timely response to early warning information; establishes community based early warning systems; supports the District Disaster Management Committees and the Department of Meteorology in addition to strengthening the early warning system capabilities of the MAAIF through technical and financial support. Furthermore, it is expected to strengthen the capacity of farmers to benefit from early warning information, among others.

Comments

- Strengthening the capacity of farmers *including women farmers*
- In addition, the component will *document women's experiences with climate change and utilize information for policy influence*

As regards the sub-component on **Climate Change Monitoring and Adaptation** the CPP aims at ensuring that reliable climate outlook reports are available and shared, and that climate change policies and interventions are incorporated into the national development strategic plan and budget; weather/climate monitoring; installation of weather stations (Karamoja); promotion of climate smart technologies to farmers; building climate change adaptation capacity of farmers/pastoralists; development/strengthening of weather monitoring; *documentation and* promotion of local knowledge and skills on climate change and adaptation mechanisms; facilitation of farmer groups and partners to adopt climate smart technologies through training.

Comments

- *Women's knowledge and experiences with climate change will inform policies.*
- *Document women's experiences with climate change and utilize information for policy influence.*

e) Research and Knowledge Management

The expected outcome of this component is that improved technologies are generated, promoted and successfully adapted for pastoral resilience. The component addresses thematic areas related to (i) support to adaptive research; (ii) advisory and extension system, and (iii) knowledge management and communication.

Comments

Under expected outcome *there is need to consider women's knowledge and experiences will enhance technology development.*

Support to Adaptive Research –This sub-component is expected to give support to the development of agricultural technologies through research and to strengthen agricultural research institutions; research on rangeland and pasture improvement, drought tolerant crops and production systems. In addition, to promoting research in technologies and models of service delivery appropriate for the drylands to establish a National Committee on Science and Technology for combating desertification, among others.

Comments

The study suggests gender mainstreaming by:

- *Enhancing research on women's experiences in the different interventions;*
- *Carrying out research on women's knowledge in the specific interventions and reviewing research methodologies to ensure they are appropriate for harnessing women's knowledge.*
- *Promoting networking with academic institutions and gender/women's centres working in the same areas.*

The Advisory/Extension System sub-component will ensure that appropriate advisory and extension services as well as support mechanisms for these communities to obtain advisory services on demand are available. It will also enhance the efficiency and effectiveness of technology dissemination; building the capacity of CBOs, the private sector and local NGOs, to improve their capability to implement dryland area programmes; and providing advisory field services to pastoral people on crop and livestock production, among others.

Comments

- *Enhancing women's access to information as well as poor households.*
- *Women's networks and organisations.*

Knowledge Management and Communication is a very important sub-component that aims at enhancing community resilience by increasing access to information and dissemination of knowledge; documenting indigenous traditional knowledge on soil fertility, post-harvest handling, value addition and food preservation; transfer of technologies among countries; and designing appropriate information system for dissemination to pastoralists, among others.

Comments

Ensure women's experiences in the same areas is documented and shared.

f) Conflict Resolution and Peace Building

The major causes of conflict in the pastoral areas relate mainly to competition for water and pastures as well as cultural reasons. The expected outcome of this component is that there is effective response to sources of conflict to enhance peace and development. The component addresses thematic areas related to (i) conflict resolution and (ii) peace building.

Conflict Resolution - This sub-component aims at ensuring that effective mechanisms for conflict prevention and resolution are in place. It will support institutions and communities in conflict resolution, prevention and mediation as well as carry out conflict mapping and analysis; conflict early warning mechanism (CEWARN) in the Karamoja cluster, more specifically the *Karamoja Women Peace Project; Community and Cross-Border Dialogue; Peace Committees* as well as establishing and/or strengthening existing local institutions and other institutions in conflict prevention and resolution. Furthermore, it aims at building capacity within the police, army and the judiciary on peaceful disarmament and how to cooperate with pastoralists on traditional conflict resolution mechanisms; improving pastoralists' participation in decision-making and monitoring of all activities; linking traditional conflict resolution mechanisms with local courts and administration, among others.

The Peace Building sub-component aims at ensuring that the country is committed to maintaining peace and stability. It will support peace building mechanisms and institutions; establishment of intra-community dialogue groups, reconciliation mechanisms and peace building workshops; engaging communities in dialogue, using various media strategies, among others.

Comments

- Expected outcome- *ensure women's participation at all levels of conflict resolution and peace building is realized*
- Key stakeholders include: *women's organizations such as FIDA-Uganda. As women are increasingly recognized as crucial to conflict resolution and peace building, all interventions will ensure that women are adequately included.*
- Conflict Resolution: improving *women pastoralists networks* participation in decision-making and monitoring of all activities
- Peace Building aims at: ensuring *gender equality and women's empowerment* and *supporting women peace initiatives and women's peace networks.*

Regional Priorities

This section looks at the various components and gives the proposed interventions. Regarding the natural resources management, the focus will be to strengthen policy, legal and regulatory frameworks so as to enhance cooperation for regional and trans-boundary natural resource management; upscale of trans-boundary sustainable land management techniques, technologies and institutions, among others.

Comments

Natural Resources Management - *Support women's research in natural resource management.*

The Market Access and Trade component will focus on harmonizing improvement of water availability and access for livestock, together with promotion of alternative livelihoods to reduce trans-boundary distress migration and natural resource based conflicts and harness the economic viability of livestock and of the broader dryland and ASAL resources; improve and harmonize national, bilateral and regional standards and quality assurance and sanitary and phyto-sanitary framework for enhanced smooth flow of regional and international trade; enhance capacity for joint negotiation in regional, inter-regional and international trade; develop mechanisms for greater understanding and regulation of informal trade; work with other countries to remove unnecessary non-tariff trade barriers; and work in collaboration with neighbouring countries to improve logistics systems and management in order to enhance market access.

Comments

- *Support women entrepreneur networks to access markets and trade in the region.*
- *Ensure gender aware legislations for cross border trade.*

Component 3: Livelihood Support of the regional programme will focus on harmonized management of trans-boundary fisheries resources for enhanced food security and tradable surplus; strengthen regional cooperation in input systems; and enhanced and regionally harmonized food and nutrition security planning, among others.

Comments

Ensuring women's participation in the process

Components 4: Pastoral Disaster Risk Management will harmonize the capacity for climate change planning and emergency response, while Component 5: Research and Knowledge Management will improve access to existing technologies and information within the region; governance of research institutes in the region to harmonize research quality and relevance in the region; reorient capacity building to meet the needs of the regional agricultural sector; provide multi-sector innovation platforms for key priorities established for guiding innovation processes, review and analysis of existing policies, support joint service; cooperative research programmes on emerging issues of strategic nature including climate change and nutrition, initiated; and enhance capacity and deliberate action to harness and integrate indigenous knowledge as a latent source of innovation for the region.

Component 6: Conflict Resolution and Peace Building will: strengthen trans-boundary and regional mechanisms for peace building and conflict resolution for different land and water for production uses, among other issues.

Comments

Pastoral Disaster Risk Management

- ***ensuring equal access to the same by women and men***
- ***network with academic institutions***
- ***promote women's access to resources of production***
- ***include research on women with PIAs***
- ***Including women's knowledge based on their gender roles and responsibilities, experiences with environment and natural resources, climate change etc.***
- ***Support research on women in the various interventions***

Conflict Resolution and Peace Building - ***Support inter-country women's peace and conflict resolution networks.***

7.3 Implementation and Institutional Arrangements at the National and Regional Levels

Implementation of the CPP will take place through existing and new projects and programmes, institutions, and stakeholders. The government will strengthen the capacity of the existing institutions to enable them take on the additional responsibilities.

The key institutions to spearhead implementation of the programmes are OPM, MWE and MAAIF whose mandates cover the largest share of the activities. The Department of Relief, Disaster Preparedness and Management of OPM aims at, ‘minimizing vulnerability levels of the people of Uganda against natural and human induced hazards; and to save lives and livelihood assets when disasters occur.’

At the local level, existing structures at the grassroots will be the main entry points for implementation of activities, such as *women councils*, farmer/pastoral groups, *women’s groups* or environment committees. Where such groups or committees do not exist, the communities would need to be supported to establish them. Lessons learnt from previous interventions show that implementation of activities is more successful when implemented by local groups/committees.

The CPP notes that even with adequate policies and strategic plans in place, implementation of the CPP will not be successful without adequate financial resources, and institutional capacity.

Comments

- *Women’s organizations, women entrepreneurs’ networks and academic research institutions and gender/women studies centres would add value to the implementation of the programme.*
- *At the national level, it would be important to bring in the ministry responsible for gender and women’s affairs.*
- *In identifying capacity gaps, gender mainstreaming and promoting women’s empowerment should be acknowledged and addressed.*
- *In addition, a gender working group should be part of the implementation mechanism.*

Monitoring and Evaluation

The CPP argues that the purpose of the government’s monitoring and evaluation (M&E) system is to ensure that programmes are on track and running smoothly, activities achieve their objectives, any unexpected outcomes are highlighted and corrective measures taken as appropriate. The framework used for M&E of government programmes covers implementation, results, monitoring and evaluation. M&E is done at different levels of government through

ministries, agencies, and departments. At the lowest level, activities are monitored at implementation level and feed into sectoral M&E with reporting requirements on outputs, outcomes, impact and budget performance linked to their sectoral plans and programmes; and every objective and sub-programme has appropriate indicators and means of verification.

Given the multidimensional nature of the EDE Initiative, it is suggested to designate an M&E Focal Point at the OPM who will ensure integration of the EDE Initiative M&E activities with existing M&E Systems in the country.

The Proposed M&E System for EDE cuts across all thematic areas reflected in the six main components of the EDE and provides strategic information for decision makers and leadership by implementing international M&E standards and supporting normative guidelines to the countries in the region; produces regional reports and synthesis for regional dissemination; and provides technical support to country-level EDE partners in their efforts to support the national M&E system.

Comments

- *Gender disaggregated data will be collected at all levels, analysed and utilized. Gender indicators will be developed and utilized.*
- *The focal point will work closely with the gender monitoring unit to ensure that gender aware M&E tools and gender aware indicators are utilized. This will help in assessing the impact of results on both men and women, challenges that women and men face in the programme, practical and strategic interests being addressed for men and women, invisible costs, gender aware budgets, time use for men and women, transformative changes occurring, among others.*

7.4 Results Framework

An in-depth study of *the results framework reveals that it does not reflect gender equality and women's empowerment*. The framework, for instance, does not specifically target women as a population that requires specific actions to enhance their resilience of drought. The framework also does not integrate women as a special category in the management of natural resources and does not mainstream gender in pasture and rangeland management. The following are highlights of some of the recommendations:

The **baseline: percentage of male and female headed households** in need of assistance during the 2011 drought shock.

Comments

Under the Complementary Impact Proxy Indicators, the study adds: ***increased income for women; Gender disaggregated*** Human Development Index of drought-prone communities; ***percentage of women with access to assets of production e.g. land and others; increased access to markets by women entrepreneurs and networks*** while under **verification sources**, the study recommends, ***women's access to markets and networks reports***.

Under component 1 on Natural Resource Management, the study recommends:

- Indicator - Percentage of ***Male/Female headed*** households having secure access to sustainably managed natural resources
- Sub-component 1.1, Intermediate Expected Outcomes - ***Increased access to water for domestic use and percentage reduction of time of access to water by women*** as an indicator.

The study recommends additional sub-component as follows:

- Sub-component - ***Women and management of natural resources***
- Intermediate Expected Outcome – ***Increased access of women to resources***
- Indicators – ***Increased income for women and FHH; increase access of technology by women and increased control of resources***
- Verification Sources - ***Women's organisations reports***

In addition, under component 1 on **natural resources, intermediate outcome 1.1**, the study recommends the following:

- ***Development and harmonization of policies and institutional frameworks*** for managing trans-boundary water resources
- Expected Outputs - ***documenting and utilization of women's knowledge in water harvesting technology, conservation, protection and management of water catchments***
- Indicator -***number of women's study reports published; Resources allocated and research carried out***

1.1.2 Sustainable development and management of shared water resources and watersheds

- Expected Outputs-Delivery of training to ***women's groups, networks and organisations***
- Indicator - number of ***women's/men's groups*** trained.

1.1.3 Development and management of water harvesting and storage facilities

- Indicators- ***number of food poor households supported; number of male/female headed households with access to water and number of MHH and FHH with facilities.***

Comments

Under sub-component 1.2 on **Pasture and land development**, the study adds:

- **Priority intervention- *Gender mainstreamed pasture and land development***
- **Expected Outputs- *Gender disaggregated data with component***
- **Indicator- *Level of women's participation in different levels; percentage of men and women trained; access to water resources by women***

While under sub-component **1.4 Environmental management (including Renewable Energy & Biodiversity)**, the study recommends:

- **Priority interventions- *Documentation of women's experiences and knowledge with environmental management***
- **Expected Outputs- *Reports on women's experiences and knowledge on environmental management available***
- **Indicator-*No of reports published***

Component 2: Market access and trade, sub-component 2.1 on Transport and market development, the following is recommended under:

2.1.1 Development, rehabilitation and sustainable management of infrastructure, rural feeder roads, markets and processing facilities in pastoral areas (O/P)

- **Expected Outputs- *women's, and women entrepreneurs access to markets increased***
- **Indicators - *increased income for women and percentage of women accessing facilities***

2.1.2 Development of marketing capacity of pastoralists, *including women* (N);

- **Priority intervention - *Strengthening of women entrepreneurs in pastoral economy***
- **Expected Outputs - *women pastoralists' entrepreneurs promoted.***
- **Indicators - *No of women trade organisations established; increased income for women; no of women entrepreneurs and cooperatives trained; Increased income for women; access for women to local marketing outlets; women's participation in the value chain; no of women owning cottages; no of women involved in value chain and cottage industries.***

2.4.2 Strengthening of Veterinary Services (O/P)

- **Priority intervention - *women's access to Veterinary Services***
- **Indicators- *percentage participation of men and women the awareness campaigns; number of women accessing/owning/ managing the abattoirs; increased income for women; level of participation of women in abattoirs; No of women involved.***

On **Component 3: Livelihood support**, the following recommendations are made under sub-component 3.2 on **Agriculture production and productivity**

Comments

3.2.1 Promotion of crop varieties and crop production methods that are suitable for dry lands;

- Priority interventions- *documentation of women's experience and knowledge on production methods and crop varieties.*
- Expected Outputs- *women knowledge documented and shared*
- Indicator- *including women and MHHs as well as FHH*

3.2.2 Promotion of fertilizer and farm inputs

- Expected Outputs- *including women farmers increased (N); research reports publicized*
- Indicator- *number of women with access to improved fertilizer and farm inputs*

Under sub-component 3.4 on Income diversification, the study makes the following recommendations:

- Expected Outputs- *women access to natural resources promoted and including women enterprises*, using economically viable natural resources established.

Indicator- No. of *women enterprises established* and *women's access to the markets and viable entrepreneurship*.

It is worth noting that the framework neither disaggregates the access of markets and trade as well as financial institutions along gender lines nor does it acknowledge the importance of women's participation along the value chain. This is necessary as women face many barriers in these crucial areas which need to be addressed for the unlocking of women's full potential for development. The role of women in conflict resolution and peace building cannot be overstated.

Under the various components it will be important to document women's experiences and knowledge for enhanced lives of the communities.

7.5 Key Findings and Recommendations

As in all other CPPs presentations of findings and recommendations, this section is divided into two parts. Part one presents the findings while Part two presents recommendations for bridging identified gender gaps.

7.5.1 Findings

On the whole, the CPP like the others exhibits very limited responsiveness to gender aware program development. Some examples of awareness will suffice.

- i. Under the proposed interventions section, the CPP recognizes the importance of **participation of youth, women and other vulnerable groups** in the implementation process. It notes that gender concerns will be incorporated in all programmes when selecting beneficiaries and determining the gender appropriateness of some interventions to ensure they benefit. Even though this is noted, it has not been followed when it comes to the results framework (page 158).
- ii. In the section on the Income Diversification sub-component, under ongoing/planned interventions: Exploitation of Gum Arabica (*Acacia seyal/A. Senegal*); honey production recognizes **economic empowerment of pastoral and agro-pastoral women** through the provision of goats and tailoring machines to women groups as well as training in business skills. The study acknowledges the importance of **capacity building for women**.
- iii. In Conflict Resolution and Peace Building, it is noted that women are increasingly recognized as crucial in conflict resolution and peace building and that all interventions will ensure that women are adequately included. This is an important recognition by the CPP. In addition, the CPP acknowledges the **Karamoja Women Peace Project** as important together with other peace committees involved in cross-border dialogue (page 165).
- iv. Under supportive policies and strategies, there is no mention of **policy frameworks that are women related** or promote gender equality. This is in spite of the fact that the Uganda constitution has provisions on affirmative action for women, in addition to gender/women ministries that have existed for long, among other institutions.
- v. No reference is made to the **impact of gender power relations**, including access to, ownership and control of productive resources by men and women, decision-making at HH and community level, or sources of livelihood and drought. This hinders more targeted planning and implementation and fails to take the opportunity to get the different experiences of both men and women caused by their distinctive gender roles.
- vi. On the whole, there is absence of **gender disaggregated data** which is always problematic because it means that planning processes, implementation and monitoring are based on assumptions. This deficiency needs to be addressed. Overall, in the background and context as well as in all other sections, the CPP does not have *gender disaggregated data* which is very important for gender aware policy formulation, program development and implementation. In terms of the relevant experience from selected projects, *there are no lessons learnt related to gender/women*. The CPP provides no **gender disaggregated data**, for example, on livelihood activities, such as charcoal burning and farming activities that are performed by men and women based on the socially ascribed gender roles.

7.5.2 Recommendations

The study makes recommendations aimed at bridging the identified gender gaps. The recommendations are organised around the following three areas:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPP
- ii. Networking with research and academic institutions.
- iii. Institutional frameworks and coordination.

7.5.2.1 Strategies for mainstreaming gender and promoting women's empowerment in the CPP

- i. Without being repetitive, there is need to acknowledge that during the needs assessment, program development and design, and in programme monitoring and evaluation, **gender disaggregated data** must be collected and processed. Therefore, **gender disaggregated data** is a must at all times.
- ii. **Participation and Decision-Making**
 - a) Despite the fact that Ugandan women have made great progress through the provisions in their constitution in terms of their representation in decision making, the CPP generally, does not reflect this awareness and should do it. The negative impact of drought among low-income earners, low participation of women, feminized poverty, low access to information on resilience to drought and drought management, among other areas are factors that all need to be addressed.
 - b) Under challenges, the consultant has identified **low participation of women pastoralists** and their low status in the community as a hindrance to enhanced economy and access to income for the pastoral communities, recognising this would enrich the CPP. Having identified this challenge, the analysis recommends adoption of affirmative action policies to address issues such as marginalization of women in decision-making institutions and processes related to the CPP, among other areas (see page 156)
 - c) On **women's participation and decision making** in all the PIAs, including Environmental Management (incorporating Biodiversity Conservation and Renewable Energy) the study proposes support to women's participation in environmental management and, taking cognizance of the fact that due to the social and gender roles, women have knowledge based on their experiences, on environment management but because of their marginalization in decision-making institutions and processes at all levels, this knowledge has remained outside the mainstream public policy and development interventions (see pages 156, 157, 159, 160).

- d) Under Transport and Market Development on ongoing/planned interventions, **promotion of women's participation** in the agricultural and livestock production value chain for increased income will enhance the sub-component (see page 160)
 - e) Regarding the section on priority intervention on Conflict Resolution and Peace Building, the study recommends **participation of women at all levels** of conflict resolution and peace building (see page 166).
 - f) In relation to component 6 on Peace Building and Conflict resolution, the study recommends **supporting women's peace processes and integrating their participation in peace agreements**, among others. Participation of women in peace building and conflict resolution initiatives will enable them to bring in their experiences and values in conflict resolution and will benefit all sections of the society.
- iii. The component on Market and Trade presents opportunities for access to increased and diversified sources of livelihoods. Research has shown that **increased income for women** leads to better and healthy families. This is because women and men utilize their income differently and so increasing women's income will contribute to improved and sustainable livelihoods. Using **affirmative action programmes for women's access to financial services** in urban and rural areas and establishing micro-finance institutions in pastoral areas, **ensuring women's access to them** as some of the priorities that would be taken on board is important and this is proposed under Securing Financial Transactions and under Fisheries Development. The study recommends the following priority interventions: **training of women in different aspects of fish farming**; establishing an organized marketing system **and establishing/supporting women's fish marketing networks**. Under Productive and Social Safety Nets – It is the view of the consultant that **ensuring women's access and control of income and other resources** as one of its aims will improve the sub-component. On the interventions, providing rural financial services including **financial services targeting women, creating/supporting women's cooperatives, groups and individuals among pastoral communities; and ensuring women's access to income** in promoting women's empowerment should be ensured.
- iv. **Access to and Control of Resources** is very important for both men and women and can significantly improve the programme implementation of all the PIAs. The consultant recommends the **addition of gender equality and women's empowerment** as an outcome and enhancing **women's access to income as a thematic area** that would enhance the component on livelihood support (see page 161). On Livestock Production and Health, the study recommends **supporting women in the pastoral economy for access to information**

and other resources as a new priority intervention which is empowering and will enable women to make informed decisions (see page 161). **Increased access to resources of production** by women is important in Agriculture Production and Productivity. In Income Diversification the study underscores the significance for women's access and control of different assets/resources such as **income, knowledge/information** in enhancing livelihood diversification and recommends **access to resources for business** e.g. loans, credit, farming, cooperatives and support to women networks for increased and diversified information which would add significantly to the planned interventions. Under the regional priorities, Component 2: Market Access and Trade, the analysis should address the **support of women entrepreneur networks to access markets and trade** in the region which will enhance their access and control of resources including income and Results frame work under Component 3: Livelihood supports, a number of recommendations have been made under the sub-components including ensuring access to land by women.

- v. It will also be important to **build women's capacity** in peace building and conflict resolution as well as in all other areas of the CPP in order to enable them to effectively participate at different levels.
- vi. On the results framework, under Pasture and land development (under MAAIF) on **institutional strengthening and capacity development** at all levels, the study recommends participation of women's organizations to ensure tree planting and improvement of pastures/rangelands/grazing areas accompanied by their sustainable use. In Securing Access to Natural Resources, the study recommends **capacity building for women involved in pastoral economy**, in particular, which is important in enhancing their capacity to effectively participate in the various institutions and processes.
- vii. Use of **affirmative action strategy** is recommended in all areas in order to address the many recommendations that arise out of women's status in society including decision making, access to resources etc. Under the sub-component, Access to Basic Social Services, the inclusion of reproductive health services and facilities for women and girls, ensuring maternal health care is recommended. **Affirmative action for women and girls'** education particularly in pastoral communities to promote their productivity as well as equip them with marketable skills to enable them diversify their sources of livelihood. In addition, On Income Diversification, the study recommends **affirmative action programs** for women farmers' participation in the value chain.

viii. **Involvement of Women's Organizations and Networks**

- a) Emerging **women's entrepreneurial networks and women traders** have contributed to a tremendous growth of trade with the COMESA, EAC and IGAD regions and could therefore, be identified as one of the opportunities of the CPP. Studies show that women in Africa establish groups, organisations and networks that allow the women's agency to negotiate for opportunities. This has been the case in the struggle for women's representation in key decision making positions such as parliament and local governments and even in public service, the women find strength in networks and organisations. ***Support for increased access to markets and trade for women entrepreneurs' networks*** can be added as one of the opportunities that the CPP presents (page 156). Involvement of women's organizations and networks in the CPP implementation institutions and processes will add great value to the programme as they will be instrumental in lobbying and advocating for gender mainstreaming and women's empowerment with key stakeholders including the government ministers and departments.
- b) Under Proposed areas of intervention, the consultant recommends the addition of **women's organizations and networks as one of the critical stakeholders to participate in the programme design and targeting to ensure community ownership of the interventions** (pages 166). This will enable the women to influence the policies and/or programmes so as to mainstream gender and women's empowerment at all levels and to lobby with key stakeholders to adopt and implement their recommendations and proposals.
- c) **Strengthening the capacity of women's organizations** to effectively participate in the environment management such as popularizing and enabling communities to use alternative energy technologies is essential. In addition, the study recommends **support to women entrepreneurs in market access to trade** as one of the thematic areas addressed by the Market Access and Trade component, among others under the Transport and Market Development, Conflict Resolution and Peace Building. Under the same component, the analysis recommends **support inter-country women's peace and conflict resolution networks** which will enable them to influence the sub-component with their experiences and skills in conflict resolution and building of sustainable peace in their respective communities, countries and in the entire horn of Africa region (see pages 160, 161, 165,). Recent studies within the region show women are increasingly recognized as crucial to conflict resolution and peace building. All interventions will ensure that women are adequately included. Some such examples are Somali women in the peace negotiations, South Sudan Women's participation in the peace process, Kenya Women and East African Eminent Persons

Initiatives were negotiating for peaceful elections in 2013 and doing negotiating with key leaders in the South Sudan peace process.

- d) **Support for women's networks** is also recommended in the Results framework - Under component 2 on Market access and trade, sub-component 2.1: Transport and Market Development (under the Ministry of Trade, Industry and Cooperatives) under Policy and Legal Framework the study recommends (see page 171). Women's access to the market and trade chain will enable them to increase their access to diverse resources such as incomes and knowledge among others that can be used to explore livelihood diversification and building of sustainable livelihoods. Access to resources is a critical tool and can be used to measure progress in promoting women's empowerment. Ensuring **access to markets for women entrepreneurs and supporting women's networks and organizations** to enhance their access to financial support and information related to production, processing, marketing and general trade will enrich the interventions as well as promote women's empowerment under the Income Diversification component.
- ix. **Documentation of women's knowledge and experiences** is recommended in order to make this knowledge available for planning and implementation of the CPP. There is need to carry out research on women's knowledge in the specific interventions and shared with policy makers and implementers. This is recommended in many components including: Natural Resources Management where the consultant recommends an addition of a sub-component on *women and natural resources management* as one of its thematic areas. This is because women, due to the social and gender roles they shoulder, have unique knowledge based on their experiences in natural resources management but which has remained outside the mainstream knowledge on *natural resources management* (see page 150). Similar recommendations have been made on the following: Results framework, components: Pastoral Disaster Risk Management, Research and Knowledge Management, Livelihood supports, Natural Resource Management, regional priorities Environmental Management (including the Biodiversity Conservation and Renewable Energy) sub-component. Deliberate efforts must be made to collate, package and disseminate the information to ensure women's knowledge is mainstreamed at all levels of the PIA and gender friendly mechanisms are used to ensure women access information on the various aspects of the PIA. See additional recommendations (pages 159, 166, 167)
- x. Under **Monitoring and Evaluation**, there is need to add that gender disaggregated data will be collected at all levels, analysed and utilized. The study recommends the development and utilization of **gender sensitive indicators** for measuring progress. In addition, we

recommend that focal points will work closely with the gender monitoring unit to ensure that **gender aware M&E tools and gender aware indicators** are utilized. This will help in assessing the impact of results on both men and women, challenges that women and men face in the programme, practical and strategic interests being addressed for men and women, invisible costs, gender aware budgets, time use for men and women, transformative changes occurring, among others.

- xi. Under the results framework on infrastructure development, the study recommends **affirmative action for women for domestic water harvesting**. Water harvesting for domestic use will reduce the **time women spend** in search of water for HH consumption. Focusing on time use by women in particular in relation to their reproductive/domestic roles which are based on gender division of labour is a very important strategy for women's empowerment and promotion of gender equality. Reducing distances for fetching water for women and therefore, addressing the question of time use for women as saving time spent on this domestic role will give women more time to invest in strategic gender needs such as participation in decision-making institutions and processes; developing appropriate water technologies for women so as to ensure the technology reduces rather than increases women's burden in performing the technology targeted activities, for as the saying goes, 'if it is not appropriate for women, it is not appropriate at all' (see page 15 for discussion on time use as a tool). This is recommended in other sections of the report (e.g. pages 159, 170)
- xii. It is recommended that the monitoring and evaluation of the implementation of the CPP interventions should employ **gender responsive M&E frameworks** so as to identify existing gender gaps and come up with recommendations for bridging them.

7.5.2.2 Networking with Academic and Research Institutions.

- i. **Networking with research and academic institutions**/departments/centres in Uganda and in the sub region will enrich the CPP. These institutions could be involved in the relevant research areas of the CPP and this networking could strengthen access to knowledge and information relevant to the priority interventions.
- ii. *Establishing a network of academic departments, centres and schools working in the gender/women studies and gender/women departments in government ministries to support gender mainstreaming* are both recommended in all areas of the CPP including Research and Knowledge Management, Advisory/Extension System, among other areas (see pages 164, 166).

7.5.2.3 Institutional Frameworks and Coordination

The CPP should include *policy frameworks that are related to women issues and gender equality*. In the IGAD region, Uganda included, there has been tremendous progress in women's empowerment related programs and policies, such as the affirmative action for increased participation of women in decision-making, and this presents itself as an opportunity of strengthening the CPP. In addition to what is proposed in the implementation framework, the study proposes inclusion of gender experts working group to be part of the implementation framework. It is also recommended that *women's organizations, women entrepreneurs' networks and academic research institutions and gender/women studies centres should be part of the implementation framework. Bringing in the ministry responsible for gender and women's affairs should be a must.*

These recommendations illustrate that though glaring gender gaps exist in the various sections of the Uganda CPP, including in the priority intervention areas and the results framework, gender and women's empowerment can be mainstreamed at any stage in the implementation of the CPP cycle.

The next chapter gives general recommendations and conclusions that are common for the CPPs of all the member states.

CHAPTER 8: GENERAL OBSERVATIONS AND RECOMMENDATIONS

8.0 Introduction

According to Sandra Harding's *Just Add Women and Stir* (1995), development projects have fallen far short of their goals because women have been left out of policy, planning and implementation processes. However, she notes, "*because women are primary deliverers of community welfare on a daily basis to children, the sick and the elderly, their households and the larger social networks that maintain communities, the failure of development projects with respect to women is automatically felt by the social groups that depend on their labour and social services.*"

The consultant holds the view that for decades now, gender analysis and gender mainstreaming have been on the development agenda but data continues to show that the gender gaps, particularly in relation to critical issues discussed in this Report, have not been addressed. Issues of equal access to income by men and women, collection and utilisation of gender disaggregated data, participation of both men and women, gender aware data collection, analysis, and dissemination, utilisation of women's networks, addressing the strategic and practical gender needs of women and men, among other critical issues are hardly addressed by development policy makers including planners and implementers. The CPPs in almost all cases confirm this view. In addition, the CPPs indicate that women's experiences, their knowledge and skills even where known, have not been utilised. For change to occur and for us to address the drought disaster resilience, many ordinary people have to be involved and this includes women, disadvantaged groups and minority communities, among other groups.

This study defines **gender mainstreaming** as the process of assessing the implications for women and men of any planned action including legislation, policies and implementation of 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 (UNESCO, 2012; pg5).

The silence on women's status, women's issues and contribution to development in the CPPs is a clear indication that a lot more work needs to be done. As Sheilla Ellison (2004) says, "*Leaders are indispensable but to produce a major social change, many ordinary people must also be involved*". For the programme to succeed which requires major social change, women, men and other categories of the society must be involved and own the processes if member states have to build the resilience of households and communities identified by the CPPs.

This report has utilized a number of tools that are appropriate for assessing the levels of gender mainstreaming, gender equality and women's empowerment. The tools are discussed in chapter one.

8.1 Findings and General Observations on the CPPs

8.1.1 Mainstreaming Gender in the CPPs

The analysis shows that in almost all cases, the CPPs do not consider mainstreaming gender in the program development. There is a lack of comprehensive gender aware framework throughout the whole programme cycle. All sections of the CPPs, i.e., background and context, situational analysis, factors affecting the programme, priority interventions, etc. demonstrate that in this critical programme, women are not at the centre of the policy, planning and implementation processes. There seems to be a lack of understanding of the benefits of gender-sensitive planning, programming and approaches in monitoring and evaluation. Appreciating that women bring unique knowledge and capabilities to the adaptation and disaster risk reduction effort, for instance, would have led the CPPs to strengthen the programme by ensuring contributions from both women and men are incorporated.

The inclusion of all segments of society, men, women, children, minorities and ethnic groups is important at all stages of decision making (IUCN, 2014). If their views were sought at the programme design, planning and implementation levels, the programme would have been richer. The analysis shows that methodologies and practices applied to ensure that both men's and women's concerns, aspirations, opportunities and capacities are not taken into account in all areas. This is the case on issues related to climate change adaptation; natural resource management; market access and trade; livelihood support; disaster risk management; research and knowledge management; conflict resolution and peace building. The approach can have multiple benefits for biodiversity conservation; mitigation and disaster risk-reduction; humanitarian assistance, conflict resolution and peace building; among other interventions. Unfortunately, the findings show that the designing and planning frameworks did not take gender mainstreaming into consideration in all the CPPs.

8.1.2 Use of Gender Disaggregated Data and gender aware indicators and the CPPs

In almost all cases of the CPPs, there is little evidence of use of **gender disaggregated data** informing the CPPs. There is need to acknowledge the fact that collecting and analysing gender disaggregated data is important for planning, implementation and assessing impact and results. This will promote gender equality, social transformation and women's empowerment. Gender

aware data collection, analysis and interpretation should guide the whole project cycle. None of the CPPs has utilized this important tool appropriately. In a few cases the CPPs identify some gender aware interventions. The Uganda CPP, under the section on **proposed interventions**, recognizes the importance of incorporating gender concerns by ensuring *participation of youth, women and other vulnerable groups in the implementation process*. This proposal however, is not followed when it comes to the results framework. In the case of Somalia, for instance, the proposed intervention on *strengthening productive sectors to enhance household income and the third intervention which targets destitute as well as households at risk would benefit households headed by women which are often more vulnerable to food insecurity* (page 76). This awareness is recognised but the issues are not followed through in the rest of the document. As for Ethiopia's CPPs, as reflected in the results frameworks, the study acknowledges *reference to sex and age disaggregation of participants accessing food from all sources in 12 months and transfer to participants within 75 days* as good indicators under intermediate outcome 3.5 on Effective Safety Net Programs. On the whole, the Ethiopian CPP demonstrates a higher level of gender awareness than the other CPPs. Mainstreaming gender in programs needs a clear framework that follows the issues through from the identification of the programme to monitoring and evaluation.

Another general observation is that, regarding the **Gender Aware Indicators**, except in a few cases e.g. Ethiopia's CPP, where there are gender aware indicators such as: separations of male headed households from female headed households, the CPPs do not have gender aware indicators. There is need to collect, analyze and report sex-and age-disaggregated data at all times. When indicators are disaggregated by sex, age and other contextually relevant variables, they provide clear indications of where interventions are needed (OCHA, 2012).

8.1.3 Failure to Utilise Women's Organisations and Networks in the CPPs

For the last 40 years, for Africa at least (1975 to date), the international community has provided women a political space within which they could put their issues on the table at the international and national levels. African women participated in the Mexico Conference in 1975, the UN Women's Conference a decade later in 1985 which was held in Nairobi, Kenya and of course the 1995 Beijing conference and Beijing +10. Having taken the gender analysis of the CPPs within the context of a lot of work that has been done by women, the consultant notes and underscores the absence of women's organisations and networks in areas of policy, design and planning of priority interventions of the CPPs. The CPPs have not harvested 40 years of experience, negotiations and progress made by women in the region in order to embed them in the IDDRSI Strategy.

There is some progress in certain areas within the IGAD region, and indeed in Africa, in terms of representation and women's leadership that this study acknowledges. This is particularly so in the area of decision making at national and sometimes local levels. This has been brought about by the triple alliance of women academics, politicians and activists who have strategically articulated women's interests at particular stages. These stages include the development of second generation constitutions, societies coming out of conflict or liberation struggles as in the cases of Uganda, South Sudan and Somalia. The following table is a good example of the progress being made in the region in the area of representation:

Table 8.1: Women in politics and decision making positions-Parliamentary representation

Rank	Country	National Assembly			
		Elections	Seats*	Women	% W
1.	Rwanda	2013	80	51	63.8%
2.	South Africa	2014	400	168	42.0%
3.	Namibia	2014	104	43	41.3%
4.	Mozambique	2014	250	99	39.6%
5.	Ethiopia	2015	547	212	38.8%
6.	Angola	2012	220	81	36.8%
7.	United Republic of Tanzania	2015	372	136	36.6%
8.	Burundi	2015	121	44	36.4%
9.	Uganda	2011	386	135	35.0%
10.	Algeria	2012	462	146	31.6%
11.	Zimbabwe	2013	270	85	31.5%
12.	Tunisia	2014	217	68	31.3%
13.	Cameroon	2013	180	56	31.1%
14.	Sudan	2015	426	130	30.5%
15.	South Sudan	2011	332	88	26.5%
16.	Eritrea	1994	150	33	22.0%
17.	Kenya	2013	350	69	19.7%
18.	Morocco	2011	395	67	17.0%
19.	Malawi	2014	192	32	16.7%
20.	Somalia	2012	275	38	13.8%
21.	Niger	2011	113	15	13.3%
22.	Djibouti	2013	55	7	12.7%
23.	Zambia	2011	158	20	12.7%
24.	Liberia	2011	73	8	11.0%
25.	Ghana	2012	275	30	10.9%
26.	Botswana	2014	63	6	9.5%
27.	Burkina Faso	2015	127	12	9.4%
28.	Gambia	2012	53	5	9.4%
29.	Cote d'Ivoire	2011	251	23	9.2%
30.	Democratic Republic of the Congo	2011	492	44	8.9%
31.	Mali	2013	147	13	8.8%
32.	Congo	2012	136	10	7.4%
33.	Nigeria	2015	360	20	5.6%

Source: *Inter-Parliamentary Union 2016* (<http://www.ipu.org/wmn-e/classif.htm>)

8.1.4 Institutional and Policy Frameworks Existing in the Region

Elaborate institutional frameworks for gender mainstreaming and promoting women's empowerment have been established in all member states. These institutions include gender/women ministries, gender directorates and in some cases, as in the case of Ethiopia, an

institutional framework that is coordinated from the Prime Minister's office and is devolved to the regional and local institutions. In spite of the existence of these institutional frameworks, none of the CPPs has mentioned them or has included them in their implementation frameworks. It looks like gender mainstreaming mechanisms are operating on the side-lines. There is general recognition that gender is a cross cutting issue but it looks as if people do not know what this means or they do not have the expertise that is required to deal with this issue.

In almost all the CPPs, the results framework is not complete. The indicators for the programs are not gender aware and there are no budget allocations for the implementation of the activities identified.

8.1.5 Changing Gender Roles

Gender division of labour often changes in crisis and post-crisis situations. This is an important observation noted by the Somalia CPP which appreciates the fact that the outmigration of many men because of the war has left women as heads of households, a role that was traditionally male. However, the CPP does not look at what the implications are. As a consequence of this change of roles it is important to find out how this impacts on the community with women occupying new spaces. Questions such as how women are utilising these new spaces can be raised in addition to how this has impacted on women's workload and responsibilities.

8.2 Recommendations

The recommendations herein are organised in two sections as follows:

- i. Strategies for mainstreaming gender and promoting women's empowerment in the CPPs.
- ii. Networking with Relevant Academic Departments/Centres/Schools by Member States
- iii. Institutional frameworks and coordination.

8.2.1 Strategies for Mainstreaming Gender and Promoting Women's Empowerment in the CPPs

Embarking on a gender-mainstreaming strategy calls for simultaneous steps in several fundamental domains including: knowledge and understanding of the issue and validation of women's contributions to sustainable development; political will combined with concrete actions; full participation of women at all levels, particularly in decision-making; improvement of the socio-economic position of women and women's empowerment; willingness to make monitoring and evaluation systems gender-specific by collecting gender-specific data and applying social accounting and gender auditing; ensuring gender-sensitive project planning, implementation, monitoring and reporting. (http://www.unep.org/Project_Manual/5_1.asp)

i. Gender Disaggregated Data

As discussed elsewhere, gender issues are dynamic, contextual and historical. Table 8.1, page 184 on women's representation shows that even as we talk about women in decision making, this situation is changing. We have to take that into consideration in our planning processes. That is why it is always important to have gender disaggregated data.

The following data on climate change gives some ideas of how gender disaggregated information can help in planning gender aware disaster preparedness.

Climate change and disasters facts

- ✓ *Women and children are 14 times more likely than men to die during a disaster.*
- ✓ *There is a direct relationship between women's risk of being killed during disaster and their socio-economic status (defined as access to information, economic resources and ability to exercise personal freedom of choice).*
- ✓ *In the 2004 Asian Tsunami, women in many villages in Aceh, Indonesia, and parts of India accounted for over 70 percent of the dead.*
- ✓ *In refugee camps, women and girls are exposed to higher risks than men, including through conflict over scarce resources. Compounding this, social strains in such situations aggravate stress levels in the family, which may result in increased incidences of domestic violence.*
- ✓ *More women than men died during the 2003 European heat wave. In France, most deaths were among elderly women.*

(Source: UNDP/Global Gender and Climate Change, 2010.)

This information is very important when one is planning to deal with disaster. The elderly may not be able to get up from where they are, the children will not know where to go, information



Figure 8.1: Elizabeth Wangui wails near the Kenya Assemblies of God church in Kiambaa, where more than 35 women and children were burnt beyond recognition (Source: <http://www.nation.co.ke>, 2013)

may be late in reaching the women, women are likely to be in the house that is burning. Stories are told in Kenya about how women died in Kiambaa Church in the 2007/2008 post-election violence trying to save their children. The photograph below remains the face of suffering of the Kenyan people during the post-election violence.

Gender aware rescue operations will know how to prepare for rescues in times of disaster. Similarly, vulnerable women, the elderly, boys, girls and men must be clearly targeted for humanitarian assistance and therefore, focus on the routine collection and analysis of sex- and age-disaggregated data is very critical. In the case of humanitarian assistance, data analysis should raise issues such as: do the male and female populations have equal access to assistance? What are the barriers to accessing assistance for women, girls, boys and men? Are there factors that increase the risk of sexual exploitation and abuse? In the analysis of the answers to these questions the key issues to be considered should be done in terms of gender, age and the protection needs should be identified. Distinct needs for assistance and protection of women, girls, boys and men as well as the priority areas and groups can then be targeted for intervention.

ii. **Women's Participation in Decision Making at All Levels of the Program**

Women's Participation in Decision Making is very important if the CPPs have to succeed. Participation is a very important tool of analysis because through participation, women and men learn new things, their capacity is built, their worldviews expand, and they too are able to bring their own perspectives into the interventions, influence policy formulation, bring different management styles, different ways of solving conflicts, for instance, and new ideas about the different programs. The gains of the second generation constitutions in the IGAD region can be attributed to the participation of women's agency in the review processes. This has been an African regional program where women from the member states supported each other (Kabira, 2012; Aili Tripp, 2011). Participation of women, local communities and youth is a very powerful tool and needs to be taken on board by the CPPs in the program cycle. Many of the CPPs refer to community participation but the challenge is to develop strategic interventions to ensure this happens. Participation must include all categories of women, including women from minority communities, pastoralists, those with disabilities, the elderly, young and poor women. Recent studies within the region show women are increasingly recognized as crucial to conflict resolution and peace building (Aili Tripp, 2011; UN Women, 2013). Some such examples are Somali women and South Sudan Women's Participation in the peace processes.



Figure 8.2: Implementing a More Inclusive Peace Agreement in South Sudan
 Source: The Institute for Inclusive Security, 2016



Figure 8.3: Women Building Peace: Somalia Case Study
 Source: Accord Insight (<http://www.c-r.org/accord-article/case-study-somalia>), 2013. Photo credit: Mohamed Abdiwahab/AFP/GettyImages

Research shows that peace processes that include women are 64% less likely to fail (Kristin, 2014). Thus, when women and women’s groups are included at the negotiation table, peace agreements are more likely to be reached.

- iii. **Women and decision making** is another important strategy. Studies recognise that women farmers are responsible for most of the food production, yet women are often barred from agricultural decision making and have less access to land and resources (UNDP, 2010). They do not appear on coffee boards, tea boards, etc. where decisions are made, yet they are the majority of the coffee and tea pickers. Rural women in particular are responsible for half of the world’s food production and produce between 60-80% of the food in most developing countries. In Africa the share of women affected by climate-related crop changes could range from 48% in Burkina Faso to 73% in the Congo (UNDP, 2010). In spite of their role in agricultural production, women’s participation in leadership and decision making in relation to management and decision making of the resources is very limited.

Investing in the establishment and support of women’s organisations, networks and groups and encouraging broad community participation to put quotas and targets in place for proportional representation of women in project decision-making bodies and committees at all levels and enforcing them is recommended. **Women’s organizations and networks** would be instrumental in lobbying and advocating for gender mainstreaming and women’s empowerment with key IDDRSI stakeholders, including the governments of the member states. Studies in the IGAD region show that women’s movements, networks and organisations are the reason why member states have made progress in increased representation of women in political leadership and other decision making positions as well as increased access to resources. IDDRSI needs to utilize women’s agency in mainstreaming gender. These networks can make it happen. It is in their interest for as GRO Harlem says, *“women will not become more empowered merely because we want them to be, but through legislative changes, increased information and re-direction of resources. It would be fatal to overlook this fact.”* (Karen Weeks, 2007; pg330)The following example from Uganda will suffice. The following example from Uganda illustrates what women’s groups can do.

Case Study: Women adapting livelihood strategies in response to unpredictable rainfall in Uganda

In Caicaoan, a village in Karamoja in north-eastern Uganda, the climate is changing in unpredictable ways. For three years the rain came late, and when it came, very little rain fell. But then 2007 saw the worst flooding in 35 years. Harvests were destroyed and grain stores stood empty. With men spending weeks away from home tending cattle, women were left caring for families and struggling to find alternative sources of income. Collecting and selling firewood was one option, but firewood became more and more scarce, and women had to travel further and further to find it, and to places that were less safe.

Deforestation and lack of water are two of the many problems that the local women’s group in Caicaoan decided to address. They successfully planted evergreen and mango trees to replace those cut down for fuel and charcoal, and this reduced soil erosion and helped women earn an income. They also built a borehole so that the seven-hour round trip they used to make to collect water was reduced to 30 minutes. The work of the women’s group has given women an important leadership role in finding sustainable livelihoods solutions for the community.

(Excerpt from ‘Sisters on the Planet’, Oxfam, 2007)

- iv. **Placing women in leadership and decision making** in the livestock economy is important because in the arid and semi-arid areas this economy offers advantages over other agricultural sectors and is an entry point for promoting gender balance in rural areas. In most livestock economy societies, all household members have access to livestock and if the women are involved in the livestock production systems, it offers the potential for the introduction of a wide range of project activities relating to gender mainstreaming, including

improved production methods, and redistribution of intra-household tasks and responsibilities (IFAD, 2010). This is an opportunity that the CPPs could pick on and involve women in decision making in all relevant activities.



Figure 8.4: Normally only male members of the household are involved in cattle rearing.
Source: <http://www.fao.org/news/storv/en/item/163456/icode/>

- v. **Gender Aware Indicators:** The CPPs hardly show a gender sensitive monitoring and evaluation system which should be used at the different stages of the program/project to assess the impact of the program in addressing gender gaps and promoting women's empowerment. The use of gender aware indicators during monitoring and evaluation helps in assessing the impact of results on both men and women; the challenges that women and men face in the programme; the practical and strategic gender needs and interests being addressed for men and women; invisible costs; time use for men and women; and the transformative changes occurring, among others. Monitoring and evaluation are key elements in gender mainstreaming for it enables planners and practitioners to improve implementation efforts by adjusting processes and targets and can be carried out during implementation. The CPPs have not taken on board **gender aware monitoring and evaluation** but they can, because it can be done at any stage of the project cycle. We recognise that gender issues are linked to cultural values, social attitudes and perceptions and monitoring these issues means drawing on a variety of indicators and methodologies, quantitative as well as qualitative (CIDA, 1997). Indicators need to be developed with the beneficiaries or community experts because they need to include cross-cultural dimensions or reflect a general consensus. Gender-sensitive indicators serve the special function of tracking gender-related changes in society over time. Indicators that measure women's housework, childcare and participation in the informal economy need to be identified. These indicators are very useful in advocating for gender equality and in advancing the agenda for women's empowerment. Specific gender performance indicators can contribute to better and more gender-sensitive outcomes.

- vi. **Identifying Strategic and Practical Gender Needs of Men and Women:** *Practical gender needs (PGNs)* are the needs women and men identify in their socially accepted roles in society that arise out of gender divisions of labour, such as water and energy/fuel provision or health care. Addressing these needs does not challenge women's subordinate position in society. Women, girls, boys and men have immediate, "practical" survival needs particularly in humanitarian crises. They also have longer-term "strategic" needs linked to changing the circumstances of their lives and realizing their human rights. This information is very important because it helps us understand the level of empowerment that the project is addressing and how this will impact/or not impact on women's advancement. These needs have to be addressed by the CPPs. *Strategic gender needs (SGNs)*, on the other hand, are the needs women and men identify because of their subordinate position in society and aim at creating greater equality between men and women by challenging these positions related to gender division of labour, power and control, and may include such issues as legal rights, domestic violence, and women's control over their bodies. Projects are more successful if they are based on our knowledge of the gender division of labour because women, according to their traditional roles and activities, have certain experiences and knowledge that the project can build upon. The projects that bring in social cultural changes in relation to social gender roles, promote women's control of resources, their participation in decision making and deal with the strategic gender needs of women. The study therefore, recommends that collection of data and studies on gender division of labour be done in order to identify and address both strategic and practical gender needs of men and women in the programme areas.
- vii. **Gender and financial resources:** Gender equality, mainstreaming and promoting women's empowerment initiatives require financial and other resources. It is important to indicate where those resources are coming from and how much. Although opportunities exist in the CPPs, the implementation process does not allocate any budget to women/gender specific interventions. It is important to consider the impact of gender mainstreaming and associated budgeting/resource mobilization for these activities. Allocating and promoting resource mobilisation is a must for gender mainstreaming.
- viii. **Access to and Control of Resources:** According to the AU gender policy, African governments committed themselves to "promote equitable access to both men and women to and control over resources, knowledge, information, land and business ownership, and services such as education and training, healthcare, credit, and legal rights; and facilitate the implementation of remedial measures to address existing inequalities in access to and control over factors of production including land" (AU Gender Policy, pg. 11). The CPPs would

benefit by taking this commitment by African governments for this important program to succeed. **Access to resources for business such as: loans, credit, farming, cooperatives will increase women's access to income** and therefore, will lead to better fed families in the IGAD member states. Measures concerning women's rights to inheritance and land ownership contained in the AU Framework and Guidelines for Land Policy in Africa should be fully applied in this case (AU, 2010). It is therefore, important to look at the socio-psychological, socio-economic, socio-cultural, legal, political, physical and biological dimensions.

- ix. **Capacity building for women:** It will be critical to enhance women's skills to enable them to take up better paying and non-traditional occupations as well as higher technologies that would allow them to climb up the ladder of value chains in the market, trade and financial sectors. Building the women's capacity to access information and credit strengthens their influence and social empowerment in addition to access to capital and knowledge, collateral, decision-making power in the household and control over loans and technologies.
- x. **Women and pastoral economy:** Research shows that livestock ownership is increasing women's decision-making and economic power within both the household and the community. It is also a source of cash and can open up access to credit (the sale of small ruminants can provide an emergency source of cash for medical treatment or school fees, while daily milk provides a regular flow of cash income often used to purchase food and household items) (IFAD, 2010). *Controlling and benefiting from livestock production increases women's self-esteem and strengthens their role as producers and income generators within the household and in the community.* Women are however, not often in charge of selling milk and other livestock products and/or do not have access to the income gained from the sale, neither do they often own livestock particularly big animals (IFAD, 2010). More particularly, in all African pastoral communities, women traditionally play an important role in livestock rearing, processing milk, selling dairy products and maintaining households. Yet, they do not own valuable property, are the least educated, and are excluded from decision making processes and resource management and allocation. Experiences of women in the livestock economy in these areas needs to be documented and lessons learnt shared.
- xi. **Time Use and success of the programs:** Women, because of their gender roles, are often the ones who venture farther away from home in order to look for fuel, fetch water, look for food and thus, spending a lot of their time on these roles. Time is a very important resource that women don't seem to have enough of. As a consequence, labour- and time-saving opportunities merit special attention (IFAD, 2010; pg. 7). **Time use** is an important tool that

helps us find out whether the strategies that are being adopted are going to bring transformative change in communities where women spend most of the time looking for basic needs such as water and firewood. The study recommends increased access to water poor households, which could be realized by providing rain water harvesting technology among others and access to water, which is one of the natural resources under the Water Resource Development sub-component. This is important as it will reduce the amount of time spent by poor women searching for water for HH consumption and which they can invest in performing productive work, including participating in decision-making institutions and processes. In addressing the issues of distance that women use in fetching water by bringing it closer to the home, the strategy will increase the time and energy for the woman to do other work that could lift her from the drudgery and poverty of everyday life.

xii. **Changing gender roles:** Women's role as family caregivers increases during disaster and war situations. Destructions of hope, shortage of food and fuel and sick family members, can only result into a heavier workload for women and girls and even more of the women's time is taken by these roles and responsibilities. The consultant recommends that it is important to take cognisance of the changing gender roles on the process of implementing the CPPs continues.

xiii. **Increased Income for Women:** Studies have shown that if women networks and organizations as well as women heads of households and women in male headed households have an increased income, the issues of food insecurity and the great vulnerability of families and communities to hunger, will be reduced (AWSC, 2013). This study shows that women will spend 75% of their income on basic needs such as food, health, water, education and housing. If more income is in the hands of women, we shall have healthier families, community and nations. As Eleanor Roosevelt says, "*One's philosophy is expressed in choices one makes and the choices we make are ultimately our responsibility*" (Sheilla & Marie, 2004; pg. 84). Women make choices to prioritise the family needs first. They make this their responsibility.

xiv. **Supporting Women's Networks, Organizations and Groups**

Women in the region have built organisations and/or political strategies around concerns of women. These organisations focus on economic empowerment, political representation, cultural status and legal rights (Aili Tripp et al, 2011; pg. 14). At national levels women have formed organisations, including those of professionals such as lawyers, doctors, researchers, coalitions on gender based organisation, among others. There are also business and credit associations that provide training on health and safe motherhood, among others.

The history of Africa South of the Sahara in the last 30 to 40 years indicates that many of the gains that have been made in terms of women in political participation, social cultural gains, economic and even legal empowerment can be attributed to women's networks and organizations that have used the women's agency to lobby and advocate for policy, legal and other changes. The CPPs do not seem to be aware of this power and energy which can be utilized to ensure successful programmes. They can learn from the experience of South America as the statement below shows.

In South America for instance, women's groups are training local governments on how to reduce disaster risk and build partnerships with local governments, an essential consideration for EBA and Eco-DRR activities, including assessing vulnerabilities and risks to climate change. Women's organisations, networks and groups can contribute significantly to adaptation and disaster risk reduction planning and implementation process to ensure success and sustainability of policies, programmes and projects and the inclusion of all segments of society, men, women, children, minorities and ethnic groups are important at all stages of decision making. They can help in building national and local women's groups' capacities and provide them with a platform to be heard and to lead; Role of social networks. Women's status and decision-making role within the family depends on their access to and control of land, livestock and income and on the presence of social support networks.

(UNDP/Global Gender and Climate Change, 2010)

We can also learn from the 2004 Nobel Peace Prize Laureate, the late Professor Wangari Maathai's work and from the Green Belt Movement through which women's groups in Kenya planted trees with passion. Women's organizations and networks are instrumental in lobbying and advocating for gender mainstreaming and women's empowerment with key CPPs stakeholders including the governments of the member states. The CPPs need to utilize women's agency in mainstreaming gender. A successful model of women's economic empowerment in Kenya, are the women's grassroots organisations that have existed from the sixties. Immediately after independence women came together as groups to collectively deal with their strategic and basic needs. These women collect money and share and even build houses for each other, they buy land that they can individually own and this is a major breakthrough in their access to resources of production.

- xv. **Research and Knowledge Generation:** Going through the CPPs, we acknowledge the amount of research that has been done. The question that we ask is why then don't we have data that informs the gender perspective of the CPPs? The answer is not too difficult to get. Research, like all other academic areas has operated outside women's experiences and knowledge generating systems. Data shows that women, especially poor, rural women in less

developed countries who are heads of households, suffer disproportionate harm caused by environmental problems such as deforestation, water pollution, and environmental toxins. Knowing this helps one understand how the lives and status of women are connected to contemporary environmental problems (Greta Gaard and Lori Gruen, 2005). Engendering research provides new perspectives, raises new questions, and uses new analysis tools to create a more complete picture of the problem. Therefore, integrating a gender perspective into research can improve its relevance, coverage, and quality (ADEA Working Group on Higher Education 2006, pg. 4). This kind of research pays attention to the similarities and the differences between men and women's experiences and viewpoints and gives equal value to each. This is what the CPPs should have done in collecting data on background and context, situational analysis, factors influencing programmes, etc.

- xvi. **Documenting Women's Experiences and Sharing the same with Policy Makers.** It is often challenging to bring women's knowledge and experiences to national and regional policies and strategies. Indigenous, traditional women and local knowledge systems can be significant in identifying and monitoring climate change, managing natural resources, addressing disaster risk reduction, and other areas of concern of the CPPs. Women experiences which emanate from their close interaction with the environment and natural resources necessitated by their social gender roles is not often recognized. This knowledge and information would enhance planning and programming. This is why this study has recommended documenting women's knowledge and experiences in all areas of priority interventions. Studies show that women bring unique experiences and valuable skills that would benefit these interventions. By recognizing and promoting the unique capacities of women, one can simultaneously further community resilience and advance gender equality (Anderson, 2008).

8.2.2 Networking with Relevant Academic Departments, Centres and Schools by Member States

The IDDRSI Strategy, as reflected by the CPPs, is a complex holistic programme. Establishing networks of research institutions and academic departments/centres/institutions/schools in public and private institutions and involving them in the relevant areas of research would strengthen access to knowledge and information relevant to the priority interventions. Such institutions could include science and technology related institutions such as the Centre for Climate Change Studies and the Centre for Drylands and Sustainability, both of the University of Nairobi, Tegemeo Institute of Egerton University, and many others.

In addition, a **network of gender/women studies and gender/women departments in government ministries** should be established to support gender mainstreaming. Academic

institutions have warmed up to gender studies and now almost every academic institution has Gender Studies/Women Studies department such as the African Women Studies Centre at the University of Nairobi, Makerere Gender and Women Studies Institute, Gender and Development Studies at Kenyatta University, among others.

The Climate and Development Knowledge Network (CDKN) <http://cdkn.org/> supports decision-makers in designing and delivering climate compatible development by combining research, advisory services and knowledge management in support of locally owned and managed policy processes, working in partnership with decision makers in the public, private and non-governmental sectors the member states would benefit. This is an important program for the IDDRSI Strategy and CPPs.

8.2.3 Institutional Frameworks and Coordination

- a) **Gender mainstreaming:** Under institutional and policy frameworks, the CPPs should include policy frameworks that are related to women issues or gender equality in the member states since all countries have gender policies and are operating within the framework of the IGAD gender policy. Gender issues are often institutionally marginalized within organizations or government institutions or have no capacity or strategy for negotiating inclusion in other ministries. This may explain why none of the CPPs seem not to be even aware of the national gender policies and frameworks. Often gender directorates or focal points and women ministries do not have any muscle to advance complex issues such as the IDDRSI Strategy in a multi-disciplinary manner.
- b) One of the existing initiatives the CPP should include is *policy frameworks that are related to women issues and gender equality*. In the IGAD region, there has been tremendous progress in *women's empowerment related programmes and policies, such as the affirmative action for increased participation of women in decision-making*, and this presents itself as an opportunity of strengthening the CPP.
- c) The study also recommends that *gender working groups* be added as part of the implementation strategies. In addition, on Implementation and institutional arrangements at the national and regional levels *it is recommended that women's organizations, women entrepreneurs' networks and academic research institutions and gender/women studies centres will add value to the implementation of the programme*. At the national level, it would be *important to bring in the ministry responsible for gender and women's affairs*. While at community level, *existing structures including women's groups or environment committees could be used for interventions*.
- d) **Political Accountability:** There should be genuine political accountability and financial

resources for advocacy and action, especially in disaster, risk and resilience programmes in addition to institutional and individual capacity. This can be achieved through Multi-Sector and Multi-Stakeholder Coordination. The leadership of member states must provide political accountability.

- e) **Capacity building:** Gender mainstreaming and promoting women's empowerment does not just happen. It requires political will, resources, as well as the skills for analysis and identification of specific strategies to ensure this happens. Education, skills and experience are important in the effort to mainstream gender and promote women's empowerment. Under future outlooks and access to basic social services, the study recommends that the CPP addresses the issue of strategically targeting enhancement of the human skills, through education and skills training for livelihood diversification and promotion of off-farm income generating opportunities, among others (pages 77, 85). Development of skills will increase women's capacity to effectively participate in decision-making institutions and processes and enable them to take up leadership at all levels of the CPP. The training and capacity interventions should target women both as individuals, as well as members of women's organizations and networks. Other areas where training is recommended include the Fisheries Development sub-component (see page 86).
- f) **Regional policies:** The IDDRSI and CPPs while promoting market access, trade and financial services, address existing gender inequalities and promote women's economic empowerment. It is important to mainstream gender in national and regional trade policies and other macroeconomic policies to maximize opportunities for women, including access to credit.

Conclusion

A unique opportunity exists in promoting gender sensitive approaches in all the priority interventions of the CPPs. Studies have shown that “vigorous, pro-poor and gender-sensitive planning and implementation is a winning pathway for nurturing sustainable and resilient livelihoods” (UNDP/Global Gender and Climate Alliance, 2013). Gender mainstreaming and promoting women's empowerment creates space for this pathway to be followed.

The various aspects discussed in this chapter translate into a comprehensive programme for gender mainstreaming by different stakeholders, all of whom focus on ensuring a gender sensitive approach to drought disaster resilience. It is important to understand the social and cultural context, the linkage between gender and drought disaster resilience, application of gender sensitive approaches and tools, among other aspects. The report has highlighted tools needed for planning and design, the implementation approaches.

The opportunities provided by the national gender policies and legislative frameworks and new constitutional dispensations, should be seen as opportunities to promote gender equality and women's empowerment as well as opportunities for effective implementation of the IDDRSI Strategy and the CPPs. One cannot but appreciate the need for capacity-building to understand gender issues for the effective implementation of the CPPs and availability of necessary resources.

The gender mainstreaming agenda must be accompanied by institutional structures, operational procedures and capacity enhancement of policy makers and planners. The process needs continuous vigilance from women, men and especially those struggling for transformative policy implementation and practices.

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