



PEACE, PROSPERITY AND
REGIONAL INTEGRATION



POLICY BRIEF

Priority Intervention Area 7: Coordination, Institutional Strengthening and Partnerships

Introduction

The Intergovernmental Authority on Development (IGAD)'s Drought Disaster Resilience and Sustainability Initiative (IDDRSI) has since 2013 inspired and guided regional and national priorities to counter drought emergencies in the East and Horn of Africa countries of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda. The IDDRSI Strategy (2019-2024) acknowledges that gender issues impact the coordination, institutional strengthening, and partnerships priority intervention area (PIA 7). A gender analysis was undertaken for the IDDRSI Strategy, Regional Programming Paper (RPP) and the Country Programming Papers (CPP) (IGAD, 2016).¹ This brief examines the critical gender issues relating to coordination, institutional strengthening, and partnerships, including women's agency in the region. It is based on the review of the gender analysis report.

The RPP pursues several tenets concerning coordination, including shared understanding by the IGAD Secretariat, IGAD Member States, and the development and implementing partners to promote and support the implementation of the IDDRSI Strategy. Also, there is recognition of the drought challenge as one that takes on a regional dimension, whose solution requires IGAD to think regionally and act nationally. The RPP calls for mobilising resources jointly or in a harmonised and coordinated manner to enable Member States to agree on a common approach to drought resilience (IGAD, 2019).² The RPP calls for institutionalised support for both relief and development activities in medium and long-term development plans. It is worth noting that a gender-specific principle is lacking. The strategy should consider adding a "shared commitment to mainstream gender and promote women's empowerment would have improved this programme" as one of its principles.

Coordination of gender mainstreaming in IDDRSI

Gender-aware coordination may involve adopting an affirmative action quota to enhance men's and women's representation in the various organs and partnership forums to implement the IDDRSI Strategy and CPPs. Institutional mechanisms and policy frameworks for implementing gender mainstreaming and promoting women's empowerment are critical if the stakeholders are to reflect both men and women's interests and concerns in structures and coordinating mechanisms where multi-sector and multi-stakeholder coordination is taking place. Gender mainstreaming requires skilled personnel and political accountability, financial resources, and strategic positions within the context of implementation mechanisms. Besides, it requires women to be located in strategic positions within implementation mechanisms because gender issues are often institutionally marginalised within organisations or government institutions. There is need to strengthen the coordination mechanisms and institutional arrangements for more organised, collaborative and synergistic action. There is also need to improve partnerships for increased commitment and support required to execute IDDRSI's objectives.

1. IGAD (2016): Gender Analysis of the Country Programming Papers (CPPs): To End Drought Emergencies in the Horn of Africa Vol2.

2. IGAD (2019): IDDRSI Regional Programming Paper 2019-2024

Priority interventions regarding coordination are partly uninformed by gender-related experiences. For example, the Ethiopian CPP recognises 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 (Ethiopia CPP, 2012).³ It requires the coordination of many stakeholders, including sector ministries (Agriculture, Water, Regional Development, Education, Public Health, Finance, Interior), ASAL communities, civil society organisations and the private sector involved in drought management and the progressive association of many development partners. Similarly, for Kenya, to ensure the sustainability of the established drought management system, the government formed the National Drought Management Authority (NDMA). The agency provided a sustainable specialised institutional base and statutory underpinnings of the drought management system and associated institutional coordination structures. The NDMA is responsible for the supervision and coordination of all drought management activities and coordination of all stakeholders implementing Kenya's drought management programme (Kenya CPP, 2018).⁴ Nonetheless, both the Ethiopian and Kenyan CPPs do not identify specific entry points regarding coordination and institutional partnerships for other disadvantaged groups such as women.

The lack of gender-disaggregated data

Mainstreaming gender issues regarding coordination, institutional strengthening, and partnerships are partly affected by the lack of disaggregated data. For example, in Kenya, even though there is enough gender-disaggregated information that could have been used in the development of the Kenya CPP, this information is not utilised by the CPP (Kenya CPP, 2012). Specifically, the CPP does not have gender-disaggregated data within the strategic response and priority intervention areas, implementation, and institutional arrangements. This could be due to a 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. As indicated in the Ethiopian CPP findings, plans are only possible through assumptions in the absence of gender-disaggregated data.

Country specific interventions addressing institutional strengthening

South Sudan targets to enhance drought preparedness, response, and mitigation of negative impacts. The CPP calls for early warning and enhanced response capacity based on institutionalised mechanisms and information systems (South Sudan CPP, 2019).⁵ It also calls for coordination of efforts to manage and mitigate the effects of drought and enhance resilience. Equally important is developing a disaster risk profile for all local governments in the ASAL based on information collected from communities, households and disaster risk management actors, informing disaster risk reduction plans and comprehensive contingency plans. However, women have limited access to such disaster reduction strategies due to low education attainment. In such an environment of low education attainment, women in South Sudan and IGAD, in general, are unlikely to access and benefit from early warning information.

Within the IDDRSI Strategy, Kenya targets to establish an ASAL Secretariat. This will provide a 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 organisations and the private sector, among other stakeholders involved in the Ending Drought Emergencies initiative.

Concerning multi-sector and multi-stakeholder coordination, the Kenya CPP notes that the Gender Directorate and other focal points dealing with gender/women and the Gender National Commission are not part of the stakeholders. Notably absent is the National Gender Policy, which can help in gender mainstreaming

3. Ethiopia Country Programming Paper to End Drought Emergencies in the Horn of Africa. Document prepared with the support of the Technical Consortium (CGIAR & FAO), 26 September 2012.

4. Republic of Kenya (2018): Sector Plan for Drought Risk Management and Ending Drought Emergencies: Third Medium Term Plan 2018-2022.

5. South Sudan (2019): South Sudan Country Programming Paper: Consolidating the Path to Resilience and sustainability 2019-2024..

women/gender issues. The CPP also notes that there is no place where the gender policy is mentioned, yet it exists. This could also be because gender mainstreaming in Kenya's long-term plan, i.e. Vision 2030, is also treated as a standalone strategy, but it is not mainstreamed in the developed strategy.

On the other hand, Somalia's CPP aims to enhance vulnerable communities' resilience to droughts and environmental extremes (Somalia CPP, 2012).⁶ Targeting will consider socio-economic conditions and demographics issues. The initiative will also consider sustainable development of the diverse resources and communities of the Somalia ASALs, which is complex and requires the many actors and players' galvanised efforts to coordinate tasks and responsibilities. The Somalia CPP does not explicitly identify gender concerns regarding coordination and institutional strengthening.

Insufficient budgets for gender ministries

A significant factor experienced in most IGAD Member States is the limited budget allocation for gender mainstreaming and women's empowerment interventions. Most budgets for ministries of women or gender are meagre in comparison to the needs. This affects overall coordination, institutional strengthening, and partnerships. Consequently, most gender ministries rely on development partners to sustain interventions. Apart from reliance on donors, substantial gender interventions are off-budget, i.e. outside the mainstream sector budgets and implemented through projects. Such a scenario implies that the full breadth of gender mainstreaming interventions may not be accurately captured. Staff in gender ministries may not develop the capacity to implement mainstreaming interventions continuously. Similarly, there is insufficient funding for targeted interventions that empower women in ASALs.

Furthermore, partly due to limited budgets, there is limited capacity at gender ministries to implement mandated interventions fully. These ministries grapple with human resource challenges regarding the lack of personnel to push through ministerial budget allocation and roll out the interventions. Besides, there is limited staff to support other sectors to mainstream gender issues into their core activities.

Collecting gender-disaggregated data at all levels of the programme cycle is an essential 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. It also entails establishing 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 financial; social gender roles that will impact on the programme; skills, knowledge and experiences of men and women on related projects; and gender-aware budgeting.

Recommendations

Gender mainstreaming is interdisciplinary and cross-sectoral and calls for multi-stakeholder processes, as indicated by the IDDRSI Strategy and RPP. In terms of coordination, institutional strengthening and partnerships, women's machinery, such as the council of women ministers of the IGAD region, IGAD gender experts' group and gender affairs programme, are critical contributors to this programme and therefore need to be appropriately represented in all relevant decision-making positions. To this end, we recommend the following at the Member States level.

1. For institutional frameworks for coordination, the institutional framework should consider the ministry in charge of gender affairs to bring synergy in promoting women's empowerment at the national level.
2. For selecting the various actors that include civil society organisations and non-governmental organisations, women's organisations and networks should be represented at the national level to strengthen this critical programme's implementation. This could be through establishing a gender working group that operates at the highest level of the programme's implementation.

6. Somalia Country Programming Paper to End Drought Emergencies in the Horn of Africa. Document prepared with the support of the Technical Consortium (CGIAR & FAO), 26 September 2012

3. Member states should consider decentralisation and devolution when designing coordination mechanisms. For example, although the Kenya CPP was written in 2012, the implementation and coordination structures ignore that many of the functions related to drought disaster resilience are devolved.
4. Enhance the country capacity to mainstream gender in resilience building.

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5. Create two units in the structure and embedment of the IDDRSI Coordination Unit at the IGAD Secretariat: Gender Unit at the level of platform coordination unit and research centres at the level of knowledge management coordination.
6. Create partnerships with women's networks and organisations, and research centres. These networks would bring new perspectives to the unit.
7. Ensure that gender mainstreaming in all PIAs is effectively coordinated through a gender and resilience working group.
8. Maximise the expertise brought together by the gender and resilience working group, which brings together gender experts/focal points from all partner agencies within the IDDRSI framework. This should enhance the promotion of gender mainstreaming and promoting women's empowerment.
9. On building on existing processes and practices, the IDDRSI Strategy and RPP should consider, common policies and procedures, institutional set-ups for mainstreaming gender and promoting women's participation in all areas of the initiative, improving the effectiveness and appropriate targeting of the initiative.
10. The IDDRSI Strategy and RPP should consider IGAD's Gender Policy, AU Gender Policy, Environmental Impact Assessment and Strategic Environmental Assessment guidelines to ensure gender mainstreaming.
11. The regional platform should have one of its core mandates sharing and disseminating gender-disaggregated information and ensuring a framework that will monitor the benefits and impacts of interventions on men and women and related community changes.
12. The following are some of the proposed strategies: mainstream drought resilience and sustainability mandate in the functions of the IGAD Secretariat; support and promote need-based human and institutional capacity building at national and regional levels; develop and promote common programming frameworks, indicators, targets, and standards at the national and regional level.
13. The RPP should include critical stakeholders referred to in the IDDRSI Strategy, such as the council of women ministers of the IGAD region, IGAD gender experts, and gender affairs programme as significant contributors to this initiative.
14. Ensure that the monitoring and evaluation systems track gender equality and women's empowerment.



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