

# BEYOND VULNERABILITY TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT AND LEADERSHIP IN DISASTER RISK REDUCTION: Critical Actions for the United Nations System

A UNITED NATIONS JOINT STUDY ON  
THE STATUS OF GENDER EQUALITY  
AND WOMEN'S LEADERSHIP IN DRR



# Beyond Vulnerability to Gender Equality and Women's Empowerment and Leadership in Disaster Risk Reduction: Critical Actions for the United Nations System

## A United Nations Joint Study on the Status of Gender Equality and Women's Leadership in DRR

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# Executive Summary

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## Study rationale

Disasters continue to exacerbate many of the prevailing gender inequalities that exist in societies. This can be seen in the disproportionate impact that the COVID-19 pandemic has had on women and girls. It caused indirect health impacts through a breakdown of sexual and reproductive health services and a 'shadow pandemic' of gender-based violence. It also led to cascading economic consequences due to women's increased unpaid care roles and job losses in education, childcare, tourism and informal sectors where more women than men earn their living. Evidence is also beginning to emerge of differential COVID-19 impacts on people of diverse genders. However, such gender differences are not unique to a pandemic disaster. The direct and indirect impacts of disasters, and the disruptions and displacement caused by climate change, generally reinforce the patterns of inequality already present.

The problem of gender inequality in development, including in disaster risk reduction (DRR), has been named in the Sendai Framework for Disaster Risk Reduction, in the 2030 Agenda and in the Sustainable Development Goals, and to an extent in the Paris Agreement. It was named in the Hyogo Framework for Action, in the Millennium Development Goals, a generation ago in the 1995 Beijing Declaration and Platform for Action, still earlier in the 1979 Convention on the Elimination of All Forms of Discrimination Against Women, and in numerous other United Nations and regional organizations' resolutions and declarations.

The problem has been named, but clearly that is not enough. If it was easy to resolve the challenge of ensuring gender equality and women's empowerment and leadership in building the resilience of nations

and communities, it would be done by now. But it is far from done. Despite much effort and many good practices in reducing disaster and climate risk, the outcomes on gender equality, especially as it relates to women and girls, remain patchy and partial.

If DRR and climate change adaptation (CCA) do not include positive measures to close the gender inequality gap they cannot fulfil the transformative ambitions of the post-2015 agreements. Likewise, if DRR and CCA do not recognize women's current contributions and empower them to participate meaningfully, in significant numbers and in leadership and decision-making roles at all levels, these mechanisms for risk governance can never reach their full potential to reduce risk for all women and men, boys and girls.

This report asks what needs to change in the approach of the United Nations system as a whole to make significant practical progress on gender equality in disaster risk reduction by 2030. It asks how the United Nations system, and each individual entity, can better support Member States to empower women and promote women's leadership in disaster and climate risk governance to underpin risk-informed sustainable development that leaves no one behind. **It proposes that, in the absence of a deep level change, we as an international community may arrive at the year 2030 only to find ourselves making the same recommendations on gender and risk reduction as we made in 2015.**

## Study overview

The UN Senior Leadership Group on Disaster Risk Reduction commissioned this United Nations Joint Study on the Status of Gender Equality and Women's Leadership in DRR (the Study). It is a stocktaking on how gender equality and women's leadership are being included in implementation of the 'United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk informed and Integrated Approach to Sustainable Development' (UN Plan of Action). The groundwork and preparation for the Study took place between October 2020 and March 2021, and the Study was undertaken between April and June 2021. The study was coordinated by a Core Team from UN Women, UNFPA and UNDRR, with a wider Task Team of 25 UN entities that agreed to act as a reference group, drawn from the UN DRR Focal Points Group (the coordination mechanism for the UN Plan of Action convened by UNDRR). It included a targeted document review, consultations with 17 United Nations entities by videoconference, an online UN survey completed by 15 UN entities, and an external stakeholders survey which had 167 respondents (distributed via relevant networks).

The immediate trigger for the Study was the 2020 progress report on the UN Plan of Action. It found that, while UN entities reported examples of gender-sensitive DRR activities, gender did not appear to be systematically integrated across the UN system's DRR work, and that there was considerable scope to enhance this work. The Study's wider context is the implementation of the Sendai Framework by Member States and all national stakeholders, including civil society and women's organizations, the private sector, and academic and technical institutions, as well as regional organizations, multi-stakeholder partnerships, international NGOs and the International Red Cross and Red Crescent Movement. Gender inclusion and women's leadership are central parts of the Sendai Framework especially under Priority 3 on strengthening the design and implementation of inclusive policies and social safety-net mechanisms and Priority 4 on enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.

The UN Plan of Action recognizes the need to use DRR and CCA as central pillars in the efforts of Member States and the United Nations system and partners to promote risk-informed sustainable development while leaving no one behind. This report concludes that what the United Nations system now needs, in order to make real progress, is system-wide application of gender analysis and a human rights based approach. This would recognize the impacts of both direct and indirect sex discrimination, or structural inequality, as set out in the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), and in the guidance provided by the CEDAW Committee in its General Recommendation No.37 concerning gender-related dimensions of disaster risk reduction in the context of climate change.

## The need for a human rights based approach to gender and DRR

**A key understanding from the human rights based approach to gender and DRR is that treating everyone the same may achieve formal equality, but it does not achieve substantive equality if the starting points are unequal.** Leaving no one behind requires positive measures to close relative gaps in access to basic necessities and to the human right to enjoy the benefits of development equally. This means moving beyond the idea that women and people of diverse genders are intrinsically vulnerable, to a recognition that structural gender inequality puts them at higher risk because it limits their access to resources and opportunities and reduces their autonomy to make decisions about their own lives.

**A human rights approach also recognizes that gender must not be a barrier to full and equal participation in the social, political, economic and cultural life of communities and nations.** Translated into DRR and CCA terms, this means looking at who is present and what roles they play in the institutional priority-setting, resource allocation and decision-making regarding disasters and climate change. Who is empowered to participate meaningfully and who

are the recognized leaders of these processes? The report notes that national institutions on disaster risk management (DRM) and DRR are rarely mandated to include women's ministries, women's organizations or any minimum proportion of women in governance and staffing. In the context that these areas of the civil service and governance are traditionally male-dominated, this means that in most countries women continue to be excluded from the key decision-making bodies on DRR and CCA.

In relation to DRR, CCA and gender, a human rights based approach means using gender analysis to understand existing inequalities and different needs, based on biology and gender roles, and then taking positive actions to ensure the inequalities are reduced and the different needs met. United Nations system entities supporting Member States have an opportunity to use and promote gender analysis and gender mainstreaming across DRR/CCA, but the report finds they are not doing so consistently. They also have an opportunity to promote women's participation, empowerment and leadership in DRR/CCA, but the report finds that some UN entities do not see this as part of their role. There is wide variation both within and between UN entities on the extent to which their work in disasters and climate change is gender-responsive and promotes and supports women's participation, empowerment and leadership.

## Findings and Recommendations

The Study makes a series of key findings and nine recommendations. These are:

1. The lack of progress and/or the lack of information on progress relating to gender equality and women's empowerment and leadership (GEWEL) under the Sendai Framework points to the need for greater accountability on gender. The forthcoming Sendai Framework Mid-Term Review provides an opportunity to use a gender-responsive process, and to establish a specific gender work planning mechanism to 2030, and potentially a gender action plan similar to the climate change and environment treaty plans, as set out in **Recommendation 1 – Review gender-responsive implementation of the Sendai Framework.**

2. For the United Nations system, enhanced gender reporting under the UN Plan of Action is needed to increase accountability and provide better information on GEWEL in the DRR/CCA work of UN entities as set out in **Recommendation 2 – Enhance gender reporting on DRR under the UN Plan of Action.**

3. The United Nations system has developed many good practices, tools and guidance on gender mainstreaming, but it is not yet providing a consistent approach to GEWEL in its support for DRR/CCA at country level. The UN consultations and surveys indicate that UN entities that provide technical advice to governments to support development and implementation of national laws, strategies, plans and programs on DRR and CCA, do not necessarily use the available tools and guidance to mainstream gender or undertake gender-responsive processes, which is addressed in **Recommendation 3 – Ensure system-wide and joined approaches for integrating gender-responsive DRR and CCA in support to Member States.**

4. The COVID-19 “shadow pandemic” for women and girls has highlighted the need to make gender-based violence (GBV) and women's sexual and reproductive health UN system-wide priorities. These issues have a critical impact on the health, safety, dignity and wellbeing of women and girls in disasters. This is a cross-sectoral issue that requires prioritization in preparedness, early action/anticipatory actions and recovery planning through collective efforts. This is outlined in **Recommendation 4 – Establish a UN system-wide approach to gender responsive DRR that includes women's sexual and reproductive health and GBV prevention, response and recovery.**

5. There is a strong nexus between UN entities' institutional frameworks on gender, their investment in gender specialist expertise, and their capacity to plan and implement gender-responsive policies, programs and projects. The extent to which gender equality is integrated into UN support to Member States varies widely within and between agencies; not all personnel have the capacity, or awareness, to mainstream gender requirements into program and project planning tools, or to implement gender-responsive processes, and there are limited accountability mechanisms or impact assessments to monitor progress. These issues are addressed in **Recommendation 5 – Promote UN entity institutional readiness and capacity development on GEWEL-DRR.**

6. There remains a lack of sex disaggregated disaster data, and also a lack of qualitative gender data. The concept of data that is relevant to DRR and CCA also needs to be understood much more broadly, to include information on socio-economic baselines including the characteristics of existing gender inequality, economic information for recovery, and research that indicates the extent of women's effective participation, empowerment and leadership roles. This is the focus of **Recommendation 6 – Support removal of barriers and promote sex-disaggregated disaster data reporting by Member States.**

7. The gender tools, guidance and good practice innovations developed and used by United Nations entities in DRR/CCA are not always known or used by other UN entities or by external stakeholders. Systems are needed to share these more, to avoid duplication, and also to investigate the needs of end users to ensure the tools provide the practical support that is needed. General DRR/CCA tools and approaches, such as risk and needs assessments, also do not routinely include effective gender mainstreaming. This is addressed in **Recommendation 7 – Review all UN system DRR/CCA tools and methodologies to ensure they are gender-responsive.**

8. Preparing for and supporting women's economic resilience in disaster preparedness, recovery and climate change adaptation remains an area where there is a need for greater focus, going beyond basic livelihoods recovery following disasters. It also includes building the resilience of women-led micro, small and medium enterprises (MSMEs), and ensuring that disaster risk financing, insurance and climate change funds are gender-responsive and accessible to women. At present, the economic resilience and recovery needs of women are not receiving sufficient focus from UN entities. Post-disaster livelihoods programs need more systematic planning and innovative approaches to effectively address the gender differences in work, business, and access to finance. This is proposed in **Recommendation 8 – Increase the focus on and use innovative approaches to build women's economic resilience in climate change adaptation and disaster prevention, preparedness, response and recovery.**

9. Local women-led organizations are often the first responders during a crisis. They have strong networks and trust within the community, which helps them identify people in the most vulnerable situations who may need assistance. They also have expertise from past emergencies, which makes their leadership and participation critical for effective DRR programming and policies. The involvement of women's organizations in local decision-making on climate change adaptation is also essential to ensure the different socio-economic needs of women and men, boys and girls are taken into account to improve community resilience. The UN agencies that specialize in gender issues appear to be the main ones working at local level on GEWEL, but it is important for all UN entities working at local level in DRR/CCA to ensure gender-responsive processes and inclusion of women and women-led organizations. This is highlighted in **Recommendation 9 – Engage directly with women's organizations in climate change adaptation and disaster prevention, preparedness, response and recovery as a key element of localization.**

# 1

## Introduction

Urgent and bolder actions are required if we, as an international community, do not wish to arrive at the year 2030 only to find ourselves making the same recommendations on gender and risk reduction as we made in 2015. For this reason, the UN Senior Leadership Group on Disaster Risk Reduction has asked for a stocktaking on how gender equality and women's leadership are being included in implementation of the 'United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk informed and Integrated Approach to Sustainable Development' (UN Plan of Action). The UN Plan of Action defines the support of the United Nations system towards the implementation of the Sendai Framework, ensuring a risk-informed and integrated approach to the achievement of the 2030 Agenda for Sustainable Development.

The problem of gender inequality in development, including in disaster risk reduction (DRR), has been named. It is named in the Sendai Framework for Disaster Risk Reduction, the 2030 Agenda and Sustainable Development Goals, and to a degree in the Paris Agreement. It was named also in the Hyogo Framework for Action, in the Millennium Development Goals, a generation ago in the 1995 Beijing Declaration and Platform for Action, still earlier in the 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and in numerous other United Nations and regional organizations' resolutions and declarations.

The problem has been recognized, but clearly that is not enough. If it was easy to resolve the challenge of ensuring gender equality and women's empowerment and leadership in building the resilience of nations and communities, it would be done by now. But it is far from done. Despite much effort and many good practices in reducing disaster and climate risk, the outcomes on gender equality, especially as it relates

to women and girls, remain patchy and partial. The United Nations system has a key role to play in supporting Member States in these efforts, but a re-examination of its approach on gender and DRR now seems timely.

Disasters exacerbate many of the prevailing gender inequalities that exist in societies. This can be seen in the disproportionate indirect impacts that the COVID-19 pandemic has had on women and girls, even though the virus itself poses a higher risk of serious illness and death for men when they are infected. The pandemic, and policy responses to it, has profoundly and disproportionately affected women and girls' productive, reproductive and income-generating capacities through reduced access to economic opportunities and access to nutritious food, while also increasing their unpaid workloads. It has also reduced their access to sexual and reproductive health care, even as they have faced escalating gender-based violence.

Climate change has complex and differentiated gender impacts, including increased disaster risk from more extreme weather, and impoverishment and displacement due to degradation of land and water, reduced access to natural resources, ocean acidification and sea-level rise. Like disasters, climate change can also compound existing inequalities, especially if adaptation measures do not take gender differences into account and do not engage women and people of diverse genders meaningfully in the decision-making processes.

Conversations about gender and DRR too often return to lists of vulnerable groups and the dilemma about who should have priority, along the lines of: "If we talk about women, don't we have to talk about men... and what about other genders?" or "Are you really saying that women should take priority over people living

with disabilities?” and so on. This conceptualization of inclusion comes from DRR’s emergency response heritage, where rapid decisions need to be made about hierarchies of needs, akin to medical triage. But DRR needs to go far beyond its humanitarian heritage and embrace a more nuanced and holistic approach to governing risk, especially in relation to gender equality and women’s empowerment and leadership.

It is common in DRR to refer to vulnerable people or groups, and women as a whole are often placed in that category in national disaster management laws, policies and strategies. At the same time, we know that women, girls, boys, men, and people of diverse gender identities have distinct vulnerabilities and capacities in every context, that shape the way they experience and recover from disaster impacts and adapt to climate change and disasters. We know that almost no one is inherently “vulnerable” as a personal characteristic, because every person, group and community has both capabilities and vulnerabilities. Vulnerability depends on their particular circumstances, including factors such as physical exposure to hazards (geographical location, housing quality, capacity to receive warnings and to evacuate) and access to resources, services and local institutions to cope and recover from shocks (with such resilience reduced by poverty, marginalization, gender inequality, etc.). We also know that no single person is part of only one “group.” Everyone has a series of intersecting identities and roles, assets and disadvantages, some of which give rise to particular risks from disasters and climate change; and these sometimes intersect to increase a person’s risk.

At one level we understand that identifying “vulnerable people” or “vulnerable groups” is only a form of shorthand for looking at relative risk and looking at needs-based assessment. But what are the implications of this characterization? How much does this language continue to affect how DRR policies and actions are described and implemented, especially as it relates to women and girls?

A clear disadvantage of defining people as vulnerable is that they become the “other” for whom protections or services need to be put in place, rather than the “we” who are making the decisions and taking the actions. It can also mean that failures to recognize and meet their needs and priorities are defined as a

factor of their own vulnerability, rather than a fault in the system of risk governance and social equality that places them in a vulnerable situation. This encourages band-aid solutions, rather than inclusive and equitable participation. It also perpetuates gender stereotypes of women as vulnerable subjects of DRR,<sup>1</sup> not as the community leaders and key actors they are in practice even when excluded from formal DRM systems and government decision-making.

Effective DRR and climate change adaptation (CCA) need to take into account gender differences in terms of risks, vulnerabilities and exposures dimensions, addressing gender inequalities as an underlying driver of risk, engaging women, youth and other marginalized groups in each context, as equal partners in finding solutions. It also requires empowerment of women and girls, by recognizing what they currently do in DRR nationally and locally, and by supporting them to take on new leadership roles at national and local levels.

This report aims to begin a new conversation about how the United Nations can put the words of equality into action in DRR and move beyond the parameters of vulnerability and a hierarchy of needs. It begins with three questions.

1. Are current strategies for gender equality and women’s empowerment and leadership in DRR and action on CCA focused too much on the trunk and the branches of the problem tree, but not the underlying roots of inequality and discrimination?
2. Does the United Nations system recognize and accept that these roots lie in structural and systemic gender inequality that sees women and people of diverse genders marginalized in institutions and unable to participate meaningfully in decision-making on disaster and climate risk governance?
3. If so, is there a willingness to adopt and resource gender analysis as a tool to influence positive change by building United Nations entities’ capacity to support gender-responsive and more widely inclusive DRR and CCA, to ensure we leave no one behind?

This report asks what needs to change in the approach of the United Nations system as a whole, including all of its agencies and entities, to make significant practical progress on this issue at national and local level by 2030. It principally addresses the role of the United Nations in joining up the discourses on gender equality and disaster and climate resilience; in demonstrating a deep commitment to gender equality and inclusion at an institutional level; investing in the necessary expertise for gender analysis and capacity development of all personnel engaged in disaster risk reduction and action on climate change; and consistently practicing gender-responsive programming, project planning and support to Member States in all aspects of disaster and climate risk governance.

## Background - UN Plan of Action on Disaster Risk Reduction for Resilience

In 2016, the United Nations Chief Executives Board (CEB) adopted the revised 'United Nations Plan of Action on Disaster Risk Reduction for Resilience: Towards a Risk informed and Integrated Approach to Sustainable Development' (the UN Plan of Action). Implementation of the UN Plan of Action is guided by the UN Senior Leadership Group on DRR and supported by the UN DRR Focal Points Group.

The UN Plan of Action is an important tool to maximize the joint impact of the United Nations action and to provide coherent support to countries on disaster and climate risk-informed development planning and investment, ensuring that no country, city, community or person is left behind, in line with the commitment of the 2030 Agenda. As such, the UN Plan of Action is fully aligned with the objective of the recent reform of the United Nations Development System that encourages United Nations partners, funds, programs, specialized agencies, and others (hereafter referred to as United Nations entities) to enhance their collaboration to effectively support Member States in the implementation of the Sustainable Development Goals (SDGs). Joint efforts are needed more than ever to increase effectiveness, reduce duplication,

and increase the impact of the United Nations development system. The UN Plan of Action is the UN System's contribution to the Sendai Framework.

Gender inclusion is a central part of the Sendai Framework especially under Priority 3 on strengthening the design and implementation of inclusive policies and social safety-net mechanisms and Priority 4 on enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.

While the UN Plan of Action progress report provides examples of gender-responsive DRR activities, there is still a need to further integrate gender considerations across the United Nations system's DRR work. Accordingly, the UN Senior Leadership Group on DRR called for (1) a joint study on the status of gender equality and women's leadership in DRR; (2) a mapping of gender-inclusive DRR activities implemented by United Nations entities; and (3) a mapping of the gender-inclusiveness of the United Nations agencies corporate results frameworks and programming.

## The UN Joint Study

The purpose of the United Nations Joint Study on the Status of Gender Equality and Women's Leadership in DRR (the Study) was to advance gender-responsive disaster risk reduction and invest in women's leadership in disaster prevention, preparedness, recovery, and resilience building across the United Nations system. This report summarizes the findings and recommendations arising from the Study, which was coordinated by a Core Team from UN Women, UNFPA and UNDRR, with reference to a wider Task Team of organizations that responded to an invitation to participate through the UN DRR Focal Points Group.

The Study identified both gaps and good practices in the United Nations system towards gender equality and women's leadership in DRR. The recommendations address some system-wide challenges in addressing gender equality and women's empowerment and leadership in DRR under the Sendai Framework and in the context of policy coherence with the

Sustainable Development Goals and the international frameworks for action on climate change. The report proposes wider sharing and adoption of successful models and tools for mainstreaming gender equality and focusing on gender issues in DRR/CCA programs and projects in specialized agencies. The recommendations then highlight specific aspects of United Nations engagement with Member States and other stakeholders in DRR/CCA where changes to planning, implementation, tools, guidance and technical support are likely to have the greatest impact on increasing gender equality and women's leadership in DRR.

Given the topic's focus on gender equality combined with women's leadership, the Study focused principally on gender inequality as it impacts women and girls in disasters and climate change, and how this can be remediated through the policy responses of DRR and CCA. In doing so, it touched only lightly upon two other important elements of gender analysis, which are the needs of people of diverse sexual orientations and other gender identities, and the importance of intersectionality in understanding structural inequalities and risk. Both of these areas are the subject of ongoing academic research and policy analysis, and the data and tools needed to address them adequately in the context of disasters and climate change are still emerging.<sup>2</sup>

The report proposes that the technique of gender analysis is the much-needed circuit breaker to make progress, not only on gender equality and women's leadership, but also on inclusive approaches that leave no-one behind. The term adopted to both recognize the problem and use gender analysis as the method,

**is gender equality and women's empowerment and leadership in disaster risk reduction – GEWEL-DRR.**

The inclusion of women's empowerment as well as leadership was done for consistency with SDG 5, on gender equality and the empowerment of women and girls, recognizing that empowerment is part of effective leadership.

In practical terms, the use of gender analysis as a technique in risk assessments, needs assessments and gender-responsive decision-making processes identifies and takes account of structural inequality and the specific different needs and perspectives of women and girls, men and boys and people of diverse genders in each context. The inclusive processes used and generated by gender analysis also open the way for much greater consideration of how climate and disaster risks intersect for people based on a range of factors including disability, age, diverse gender identities and sexual orientations, ethnicity, indigeneity, poverty, geographical remoteness, social marginalization and conflict. An understanding of intersectionality in DRR and CCA is an important area requiring further significant and in-depth research from the perspective of United Nations action and support, and to develop practical means to use the research. In the meantime, the use of the well-established techniques of gender analysis is advocated in this report as a catalyst for more deeply inclusive processes in DRR and CCA.

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<sup>1</sup> Ali, Z. S. (2014). *Visual Representation of Gender in Flood Coverage of Pakistani Print Media*. *Weather and Climate Extremes* vol 4;35-49.

<sup>2</sup> For an overview of recent academic research see bibliographies 'Gender, Disaster and Intersectionality' and 'Gender identities and Expression, Sexual Orientations and Disasters', in Acciari et. al "Gender, Disaster and Intersectionality (Bibliography)." In [Gender and Disaster Bibliography & Reference Guide – Volume 1, 69–73](#). London, UK: Centre for Gender and Disaster, Institute for Risk and Disaster Reduction, University College London, 2020.

# 2

## Study Scope and Methodology

The Study was undertaken between 1 April and 7 June 2021, coordinated by a Core Team from UN Women, UNFPA and UNDRR, with the support of a wider Task Team of organizations that responded to an invitation to participate in this analysis through the UN DRR Focal Points Group. The research was undertaken by a consultant, working closely with the Core Team. The Study was undertaken through a targeted desk review of secondary literature and key United Nations documents, consultations with a focused group of United Nations entities, a voluntary survey of relevant United Nations entities, and a survey of external stakeholders targeted at non-state and non-UN actors.

### 2.1 Scope

The Study used the broad Sendai Framework scope of DRR to also include CCA and emergency management. However, although the Sendai Framework includes all these aspects under DRR, during consultations with United Nations entities' staff it was evident that the term is not yet generally used to also include humanitarian response and CCA, and that internal work programs and teams, as well as different organizational mandates, continue to make these distinctions. Hence, the composite term DRR/CCA is often preferred in this report, sometimes with the addition of disaster risk management (DRM) or emergency management to clarify what is included.

Given the short timeframe for the Study, the Core Team agreed that the Study should focus on identifying the gaps and good practices, and especially the comparative advantages of the United Nations system in furthering GEWEL-DRR. For the same reasons the Core Team decided to focus on the global level in research and consultations for the Study, without intentionally excluding good practices from regional and country level where these were

proposed or emerged as good practice examples. The Study timeframe also did not allow for formal engagement with countries, and it was decided that an informal process such as surveying would not be a suitable mechanism for Member States, and that this would be best done through established United Nations mechanisms, such as the Mid-Term Review of the Sendai Framework. The approach was set out in the Inception Report.

### 2.2 Methodology

The methodology and elements of the Study were:

1. A brief Inception Report: delivered in early April 2021, was circulated to Task Team members for feedback.
2. A targeted literature review on the main challenges and emerging issues in gender, disasters and climate change at a global level: largely reflected in Part 3, 'Why focus on gender equality and women's leadership in disaster risk reduction and climate change adaptation?' as well as in references made throughout the report.
3. Analysis of gender and the Sendai Framework implementation by United Nations agencies, focusing on reporting under the UN Plan of Action on DRR for Resilience based on the 2020 reporting data and draft report that became available during the Study.
4. Engagement with the United Nations entities that participate in the UN DRR Focal Points group through consultations, a survey, and as members of a Study Task team.

For the consultations, a list of 25 priority entities were identified and invited to participate, and a total of 17 entities took part in these consultations. They were held as a series of small group or one-to-one videoconferences during May and early June 2021. Due to time zone differences and the numbers of interested staff, two or more meetings were held with some agencies. The consultations were conducted as guided conversations, around the themes discussed in Part 5.2, below, on the consultations. The text of the guiding questions is reproduced in Annex 1.

These interviews were limited to one hour in most cases, so the material that could be covered was at a relatively high level of summary and overview. The purpose was to identify trends and perceptions of gaps as well as good practices. They were undertaken on the basis that participants' individual views would not be reported, but that public information and good practices raised in the meetings could be cited or attributed to organizations. Some participants also sent additional resources following the meetings.

**Table 1: Participating UN Entities**

	Participating UN Entity	Consultations	Survey	Task team
1.	ESCAP	-	✓	-
2.	FAO	✓	✓	✓
3.	GCF	✓		-
4.	ILO	✓	✓	✓
5.	ITC	-	-	✓
6.	ITU	-	✓	-
7.	IOM	-	-	✓
8.	UNAIDS	-	-	✓
9.	UNDCO	-	✓	✓
10.	UNEP	✓	✓	✓
11.	UNDP	✓	✓	✓
12.	UNDRR	✓	✓	(Core Team)
13.	UNFPA	✓	✓	(Core Team)
14.	UNFCCC	✓	-	✓
15.	UNICEF	✓	-	✓
16.	UNIDO	✓	✓	✓
17.	UNOOSA / SPIDER	✓	✓	✓
18.	UN-OCHA	-	✓	-
19.	UNU	-	-	✓
20.	UNOPS	✓	-	✓
21.	UN Women	✓	✓	(Core Team)
22.	WFP	✓	✓	✓
23.	WHO	✓	-	✓
24.	WMO	✓	✓	✓
25.	World Bank/GFDRR	✓	-	✓

The Survey for the UN Agencies was developed specifically for the Study. All members of the UN DRR Focal Points Group and the Study Task Team were invited to complete the survey online. They were provided with a preview document to allow consultation with colleagues prior to completing the survey electronically. The original period given was two weeks until 21 May, but the timeframe was challenging for respondents and the survey was ultimately kept active until 3 June. There were 15 survey responses making it a response rate of 60% (=15/25).

Task Team members were also requested to provide key documents and information on good practice initiatives. Some shared very comprehensive lists and copies of documents through email or as part of the survey and most contributed some key document references to the Study resources.

A total of 22 United Nations entities participated in the Study survey or consultations or both. Others acted as a reference group for the Study as the Study Task Team, to review the Inception Report and Draft Final Report, making 25 in total.

The high level of participation was an invaluable resource, and the consultations and survey were a source of qualitative information for the Study that was not readily available by other means. This brief summary report has not been able to do justice to the wealth of material gathered and provided in the short period of the Study. This included many good practice examples, and only some of them are cited directly as examples. Of these, the published examples are documented in Annex 5, and these and other practical examples provided will continue to be used in the ongoing work of the UN DRR Focal Points Group and the Core Team partners.

Although the Study was focused on United Nations contributions, the Core Team also wished to hear from non-UN partners and other external actors working to support States and communities' disaster and climate resilience.

a) The External Stakeholder Survey aimed to collect feedback from experts and practitioner organizations outside the UN system, on how the UN system is doing in programming and partnerships to address gender equality and women's leadership in DRR. The survey was conducted with an aim to better understand:

- Where is the UN system's comparative advantage currently in promoting GEWEL-DRR;
- What are the main gaps in UN support for these objectives;
- How well UN entities are engaging with external partners on these issues; and
- Future priorities and recommendations for the UN system to address gaps and build partnerships on gender equality and women's leadership in DRR.

b) This external survey was distributed through a range of networks, the major ones of which were: Gender and Disasters Network (GDNET); the Global Network of Civil Society Organisations for Disaster Reduction (GNDR); the IFRC; ICVA; the UNDRR mailing lists on gender, Private Sector Alliance for Disaster Resilient Societies (ARISE), Stakeholder Engagement Mechanism (SEM) and Making Cities Resilient, and the UNFPA and UN Women international partners in DRR, DRM and local women's organizations. It was also sent to all UN DRR Focal Points with a request to send to their networks. The survey was open for 2 weeks and received a total of 167 responses from a wide cross-section of actors engaged in DRR from international to local level. The use of the survey data in the Study recognizes that this is a small sample size, and that the opportunistic sampling method would not in any event provide a random sample. However, it did provide perspectives from a wide cross-section of organizations working on gender, DRR and/or CCA and from global to local level (see survey analysis at 5.2 below).

## 2.3 Challenges and limitations

The main challenges and limitations were due to the short timeframe for the Study from 1 April to early June 2021. The logistics and delayed timing of UN entities' survey responses and availability for consultation meetings extended the data gathering stage to the end of May, condensing the period for analysis and writing up to the end of the Study period. The main impact of this was that the wealth of documents provided by participating UN entities could only be sampled rather than reviewed thoroughly for the report, and that the circulation of the draft report was briefly delayed.

The timing of the study also coincided with most UN entities' revision period for their multi-year strategic frameworks. As the new frameworks were not yet available, the Study did not include analysis of UN entities' strategic frameworks.

# Why focus on gender equality and women's leadership in disaster risk reduction and climate change adaptation?

## 3.1 Gender and Disasters

Disasters, whether caused by viruses or other biological hazards, climatic, seismological or technological hazards, are not experienced uniformly by everyone in our societies. Gender, income inequality, geography, age, ethnicity, social marginalization and other socio-economic factors will determine how such events impact people.<sup>3</sup> Disasters exacerbate many of the prevailing gender inequalities that exist in societies, and these are especially amplified for women and girls living with disabilities, and those in remote rural areas.

A major shock that has immediate adverse consequences for the population directly affected by it is also followed by social and economic disruptions that affect their access to health, welfare, other essential services, and supply chains, leading to job losses and impoverishment. These losses have the greatest impact on those already at a relative disadvantage. Gender inequality as it relates to women and girls is well documented globally, and no country has yet reached full gender equality. Women overall are at a relative disadvantage compared with men in terms of access to economic resources, services, institutions, decent employment and the wider benefits of development, as well as being under-represented in government and private sector planning and decision-making roles.<sup>4</sup>

The degrees and forms of pre-existing gender inequality vary with each context, but what is clear is that if United Nations and Member State efforts in prevention and preparedness, response and recovery aim to leave no-one behind, they need to take account of socio-economic resilience as it relates to sex and to gender roles and identities. The COVID-19

pandemic has brought into sharp focus how the cascading impacts of a disaster can worsen existing socio-economic disadvantage, including gender inequality. It has also shown, starkly, that if the response and recovery is not gender-responsive and does not include and empower women, the impacts of the disaster will compound or worsen existing gender inequalities.

Research in countries around the globe is now showing interrelated impacts of the pandemic that have fallen disproportionately on women and girls. These include an increase in gender-based violence, described by UN agencies notably UNFPA and UN Women and others as the "shadow pandemic," with disruption of women's health services, increased risks of GBV including harmful practices such as Child Marriage and Female Genital Mutilation (FGM), impoverishment due to loss of insecure employment and informal livelihoods, as well as a reduction in women's formal employment concentrated in the most-affected service sectors, as well as a vast increase in women's unpaid care responsibilities.<sup>5</sup>

A significant contribution during the COVID-19 pandemic was also made by the United Nations Independent Expert on Sexual Orientation and Gender Identity, who produced a ground-breaking set of guidelines to help States fulfil their obligations to prevent and mitigate the impact of COVID-19 on LGBT persons, the 'ASPIRE Guidelines on COVID-19 response and recovery free from violence and discrimination based on sexual orientation and gender identity.'<sup>6</sup> The Independent Panel for Pandemic Preparedness and Response established by the Director-General of the WHO in 2020, also noted in its 2021 report that, "accomplishing a change of paradigm to a resilient, equitable and

inclusive system for pandemic preparedness and response is an inevitably political exercise because it demands that respect for human rights and promotion of equality are brought to the foreground. Health and well-being require the intersectional nature of disadvantage and exclusion to be tackled.”<sup>7</sup>

While there are factors related to the pandemic that do not apply to other disasters, it also has much in common with large-scale national and regional disasters caused by weather and climate events (floods, storms, drought), earthquakes or volcanic eruptions, other human-made hazards, outbreaks of animal or plant pests and diseases outbreaks, industrial accidents or a combination of phenomena.

The data and the lessons learned from the pandemic are used in this section to highlight four key ways in which disasters can compound existing gender inequalities in the absence of a systematic and human rights based approach to addressing differential risks and needs according to sex and gender, and how meaningful participation of women can help to correct the balance. They are:

- i. Differential death and injury rates and indirect impacts on access to health care, including access to sexual and reproductive health services
- ii. Increased gender-based violence
- iii. Other forms of discrimination in preparedness, response and recovery services
- iv. Direct and indirect socio-economic impacts, including an increased unpaid care and labour burden on women and girls, and opportunity costs for the future.

### 3.1.1 Deaths, injuries and access to health care

**Covid-19:** The direct health impacts of the COVID-19 pandemic have been more severe for men overall, with one meta study showing that men who contracted the disease were almost three times more likely than women with COVID-19 to require intensive care treatment and were more likely to die from the illness.<sup>8</sup> This sex difference is not yet fully understood but appears to relate to the biology of the disease. For women, the greater health impacts have been indirect, although they have also had increased

exposure to the virus because they make up 70% of health workers (even more in long term care facilities) and they undertake family and other unpaid care roles for people who are ill.<sup>9</sup>

During COVID-19, sexual and reproductive health (SRH) services and supplies were also disrupted, including family planning, which puts the lives of women and newborns at risk. And there was an increased number of violence cases.<sup>10</sup> FAO notes this has particularly affected women and girls living in rural and remote areas where health facilities and services are not readily available.<sup>11</sup>

UNFPA has observed that sexual and reproductive health services in line with the Minimum Initial Service Package are often not included in the list of “essential services” provided in humanitarian response despite being life-saving.<sup>12</sup> For example, UNFPA found that during 2020, there were reports of continued denials of sexual and reproductive health and rights, including barriers facing women and girls’ access to sexual and reproductive health services; the fear of infections at health facilities; refusal of care; demotivated health workers without personal protective equipment; and reductions in community-level activities especially in areas with limited health-care facilities such as refugee and internally displaced persons camps/settlements.

Similar reports came from study by a group of women’s rights organizations working in eight countries in Africa, the Middle East and South Asia.<sup>13</sup> Another study estimated that 1.3 million women in India lost access to contraceptives and adoption services between January and June of 2020.<sup>14</sup> In Yemen, existing issues in the health system were compounded by the rapid spread of COVID-19, with far-reaching and life-threatening consequences for women and girls. Nearly half of health facilities were either not functioning or only partially functioning, and only 20% of them were providing maternal and child health services due to staff shortages, lack of supplies, inability to meet operational costs or damage due to conflict.<sup>15</sup>

Some key estimates from UNFPA of the cascading and longer-term health impacts of the COVID-19

pandemic on women and girls include that:

- It disrupted contraceptive use for about 12 million women with a consequence of nearly 1.4 million unintended pregnancies during 2020 across 115 low- and middle-income countries.
- It has likely caused one-third reduction in progress towards ending gender-based violence and one-third reduction in ending female genital mutilation by 2030.
- It could result in two million female genital mutilation cases occur over the next decade that would otherwise have been averted and an additional 13 million child marriages between 2020 and 2030 that otherwise would not have occurred.<sup>16</sup>

**Other disasters:** There can also be significant gender differences in terms of direct impacts of other types of hazard, especially sudden-onset events. Although there are some frequently cited figures on relative death or injury rates of women and men in disasters globally,<sup>17</sup> and the Sendai Framework Monitor is improving the collection of sex-disaggregated data, there is not yet sufficient data available to make such calculations at the global scale. Importantly, a meta-analysis of reports on disasters in 141 countries found that higher death rates for women were directly linked to their level of economic and social rights as compared to men. In societies where women and men enjoyed equal rights there were no significant differences in the number of deaths based on sex.<sup>18</sup>

Death and injury rates are highly specific to the type of hazard and the social context. Some examples have shown significant differences between men and women in terms of death and injury rates related to gendered work roles. For example, in the 2015 Nepal earthquake more women died but also fewer men were present due to working internationally;<sup>19</sup> and in the 2004 Indian Ocean Tsunami, significantly higher death rates amongst women in Aceh, Indonesia, and Cuddleshore, India, were to some extent explained by the fact that men and women were predominantly in different locations at the time the disaster struck due to their different work routines and locations, so their exposure to the hazard was different due to their gendered work and care roles.<sup>20</sup> By contrast, a recent study in Italy showed higher disaster death rates for men than women in working-age groups, attributed

to their greater exposure to floods and landslides and different risk-taking behaviours according to gender roles.<sup>21</sup>

Gendered work and social roles can lead to different exposure, decision-making and capacity to flee in the face of hazards, requiring both quantitative and qualitative data to make the best decisions for prevention, preparedness, response and recovery that recognizes and supports these differential needs equitably.

### 3.1.2 Gender-based violence

**Covid-19:** With COVID-19, intimate partner violence skyrocketed as women were trapped with abusers in their homes, tents and refugee camps. Reported cases of gender-based violence and the number of calls to dedicated hotlines rose by 60 to 700 per cent in different countries in the first months of the pandemic, and UNFPA estimates that for every 3 months the lockdown measures continue in some countries an additional 15 million cases of gender-based violence globally are expected.

**Other disasters:** Gender-based violence in disasters has been the focus of significant efforts by the United Nations and partners in raising awareness, most recently through the multi-partner initiative, the Call to Action on Protection from Gender-Based Violence in Emergencies and its associated Road Map,<sup>22</sup> as well as the and the Real-Time Accountability Partnership (RTAP) Action Framework on tackling gender-based violence in emergencies, a complementary initiative.<sup>23</sup>

The IASC Area of Responsibility (AoR) on GBV has produced detailed normative guidance for both generalists and specialists on prevention, mitigation and protection,<sup>24</sup> and the Shelter Cluster has focused on the safety of emergency and temporary shelter.<sup>25</sup> But the challenge remains for Governments, United Nations entities and partners to adequately prepare for action on GBV in emergencies, and to provide the necessary health, legal and psychosocial support services in response and recovery. Part of this challenge relates to the complexity and the social sensitivities around GBV, as an issue that is already present in all societies. In this sense it may not be seen as a disaster-specific risk, because domestic

violence, rape and sexual assault already occur in most contexts, but both of these forms of GBV increase in disaster and emergency contexts,<sup>26</sup> as well as in slower-onset disasters such as the pandemic and drought.<sup>27</sup>

Temporary shelter in emergencies is an area of particular concern, as it can inadvertently expose women and girls<sup>28</sup> and people of diverse sexual orientations and gender identities<sup>29</sup> to increased risk of harassment and assault. Economic drivers of GBV, in the form of impoverishment due to disaster losses and economic coping strategies such as child/early marriage, transactional sex, and trafficking,<sup>30</sup> are also very significant and need to be considered as a key element in recovery strategies. As these areas of support services are often under-resourced overall, United Nations entities and their partners can and do provide essential guidance on protection and surge capacity during emergencies.<sup>31</sup> The multi-partner global Call to Action on Protection from Gender Based Violence in Emergencies is already an important focus and includes self-reporting by NGOs, UN entities and other partners,<sup>32</sup> and the Real-Time Accountability Partnership (RTAP) Action Framework on tackling gender-based violence in emergencies is a parallel and complementary initiative.<sup>33</sup> However, this work also begins in the development context, requires effective prevention and preparedness strategies, and it also needs to extend further into recovery to have a sustained impact.<sup>34</sup>

### 3.1.3 Other forms of discrimination in response and recovery services

**Covid-19:** There appear to be some patterns concerning prioritizing health service provision during the pandemic that saw significantly reduced access for women to SRH and GBV services. This could be a form of indirect sex discrimination, but it is too early to reach conclusions until more data and analysis emerges.

**Other disasters:** Disaster impacts in general may be worsened by sex discrimination and/or a failure to understand different needs based on sex and gender in response and recovery operations. For example, important insights into how discrimination in relief assistance can disadvantage women came from the

work of the Nepal NGO, the Forum for Women, Law and Development, following the 2015 earthquakes. In some areas women heads of households experienced direct discrimination when local officials decided distribution of relief goods would be through male heads of household only. Other women experienced indirect discrimination through a lack of access to key documentation, for example, proof of title to marital property after their husband was deceased, which in some regions were only registered in the man's name, making ownership difficult to prove.<sup>35</sup>

A 2020 inter-agency evaluation on gender equality and the empowerment of women and girls in humanitarian action reveals that, although there have been improvements in gender-responsive support in protracted crises, "at the outset of humanitarian operations, nearly all humanitarian responses tend to be gender blind, although this does improve over time."<sup>36</sup> This points strongly to the need for preparedness and planning that is gender-responsive, so that differential needs based on gender can be met from the outset of a response and continued into recovery.

### 3.1.4 Socio-Economic impacts

**Covid-19:** The pandemic has affected economic sectors differently, and its unique impacts in the care and education sectors, health, retail, tourism and other service industries have particularly affected women because more women than men are employed in these areas. The loss of access to health and essential services, childcare and requirements for home schooling during COVID-19 lockdowns have also reduced women's capacity to participate in paid employment and increased the burden of women's unpaid care roles.<sup>37</sup> Given that women already perform 76 per cent of the total hours of unpaid care work, more than three times as much as men,<sup>38</sup> this has also been a significant barrier to women's continued participation in the workforce, both formal and informal.

The Global Gender Gap Report concludes that in the United States, "historically disadvantaged groups were more strongly impacted by COVID-19 and that the gender gap can be best understood through the prism of intersectionality with ethnicity and race."<sup>39</sup> It cites unemployment figures showing that, while

unemployment rose overall during 2020, women's unemployment rate increased more than men's (4%; 3.6%), it was a higher increase for Black or African-American women (4.9%) and the greatest increase in unemployment impact was for Hispanic or Latina women (6.2%). This impact was especially strong because the industries where more women work were most affected by the pandemic, including Accommodation and Food Services, Agriculture, Retail, Construction, Transportation and Warehousing – and these industries also offered fewer opportunities to work from home than other sectors.<sup>40</sup> Job losses disproportionately impacted Black and Hispanic workers from the beginning and they continue to face significantly higher unemployment rates than other workers, but proportionally more women than men lost their jobs due to both occupational segregation (i.e., women are disproportionately more likely to hold lower-wage service-sector jobs) and caretaking responsibilities (i.e., closed schools, limited day care options, and caregiving responsibilities for other family members in general).<sup>41</sup>

In some cases the socio-economic impacts for women have had a positive side. For example, in the United States, their increased unemployment resulted in a surge in entrepreneurialism by Black and Hispanic Women, who reported this was due to necessity, but many now plan to continue and not return to their previous type of employment (in part because they do not see the jobs returning and in part because entrepreneurship works better with their family care roles).<sup>42</sup> One private survey of over 300 companies in India in May 2020 also reported a surge in hiring women at the mid-management to senior level in 2020, with 43% of companies doing so, as compared to 18% in 2019. This is attributed to giving more women the opportunity to work from home, with flexible hours, which they can fit around their family care roles; many of the positions were created as work-from-home roles.<sup>43</sup> While positive for women qualified for these roles, it also suggests there are usually barriers to these women's workforce participation, and this could be a temporary effect.

A key message of the Global Gender Gap Report is the extent of 'labour market scarring', referring to the effect on women's future earning capacity of job losses and long-term unemployment triggered by the COVID-19 pandemic.<sup>44</sup> Similarly, such a 'scarring'

effect of interrupted educational opportunities may also have long-term consequences for women and girls' employment and other life opportunities. At least 11 million girls are at high risk of never returning to school as a result of the COVID-19 pandemic, signalling future generations of girls who have fewer opportunities, are less educated, and are more likely to marry early and be subjected to intimate partner violence.<sup>45</sup>

**Other disasters:** Differences in access to income and assets prior to a shock have a substantial effect on the immediate impacts of disasters (death and injury rates, loss of housing and livelihoods) and on people's resilience in response and recovery. Gendered socio-economic impacts relate to factors such as the gender pay gap, women's unpaid care roles, formality and informality in employment and livelihoods, labour market segmentation and the fact that women on average have less access to housing, land and property rights. This requires that prevention, preparedness and recovery is responsive to the different work roles and means of livelihoods of women and men in each context, as well as ensuring it does not reinforce gender stereotypes or discriminate against women and girls.

Globally, large numbers of women are engaged in micro, small and medium enterprises (MSMEs), but generally they are less involved as business owners than men, and are in smaller and less profitable enterprises,<sup>46</sup> including in developed economies.<sup>47</sup> Some of the reasons identified for women's lower participation as owners and lower profits from MSMEs globally include: gender stereotypes; less access to business education and training; unpaid principal care roles; reduced access to capital and finance due to lower asset based and frequently direct sex discrimination by financial institutions, and other factors.<sup>48</sup> These factors also impact women-led MSMEs' resilience to shocks from disasters, as few such businesses in developing economies have private insurance or savings.

In the agriculture sector, women in micro and small enterprises constitute a large proportion of the midstream agriculture value chains, with women dominating in the processing, distribution and marketing of food crops. However, they remain invisible to policy makers.<sup>49</sup> Micro and small business

livelihoods of women, including informal businesses, and also family food gardens that are not classified as agriculture, are also often not counted in disaster damage and loss assessments.

Women's economic resilience can be improved by consulting with them about what they need and taking measures such as supporting women-led MSME business development and profitability, providing access to insurance and recovery financing, counting their disaster losses for the purposes of recovery assistance, focusing on restoration and extension of women's livelihoods, and promoting women's empowerment and leadership in recovery. All of these factors and other gender-specific barriers contribute to women and girls having comparatively longer rates of recovery.

### 3.1.5 Observations

These examples illustrate how gendered work and social roles, and gender inequality, can play a role in disaster mortality, in economic loss, direct and indirect, and in recovery. A careful and nuanced gender analysis of these factors in different national and local settings is required to ensure appropriate prevention, preparedness, response and recovery measures are taken. For this to be effective, women need to be engaged as equal stakeholders in the development and implementation of DRM systems. This is the only way to ensure that DRM systems have the advantage of women's capacities, knowledge and experience in meeting all needs, including those specific to women and girls. United Nations entities and their partners can play a significant role in supporting Member States in their efforts to develop and implement DRR laws, policies strategies and plans that are gender-responsive and provide for representation of women at all levels.

## 3.2 Gender and Climate Change

### 3.2.1 Direct impacts

Climate variability caused by global warming sees more extreme, prolonged or frequent versions of rapid-onset weather-related hazards such as temperature extremes (hot or cold), drought and water shortages, storms, heavy rains and floods. It is already having

deep impacts on human lives, health, livelihoods, housing, infrastructure and natural ecosystems.<sup>50</sup> Climate-related disasters are predicted to push an additional 100 million people into extreme poverty by 2030,<sup>51</sup> and climate change represents one of the largest global health threats of the 21st century with immediate and long-term consequences for the most at-risk populations. This magnification of disaster risk is likely to also magnify the gendered impacts of these types of hazards.

The rapid pace of climate change in the next decade will also affect the reproductive, maternal and perinatal health outcomes. Pregnant women and newborns are increasingly being recognized as vulnerable populations in the context of climate change. The effects can be direct or indirect through heat stress, extreme weather events and air pollution, potentially impacting both the immediate and long-term health of pregnant women and newborns through a broad range of mechanisms.<sup>52</sup> Research studies are already suggesting that an increase of one degree Celsius in the week before delivery corresponds with a six per cent greater likelihood of stillbirth.<sup>53</sup>

There is an increasing need for strengthened adaptation and resilience building mechanisms to climate shocks, especially for women and girls.<sup>54</sup> Sea level rise and any decisions to relocate people as a result represent more acute and identifiable forms of climate adaptation. Sea level rise is already keenly felt in the Pacific and other small island states.<sup>55</sup> Spontaneous migration away from degraded environments is also now recognized as a driver of displacement. Climate related loss and change of livelihoods, as well as displacement and migration, increase risks of gender-based violence and harmful practices including child marriage.

The scientific projections of an increase in average global temperatures, even if global emissions targets are met, mean that the environment (ecosystems and the way people interact with them) will also face permanent changes.<sup>56</sup> Rural women and men increasingly face the challenge of having to adapt their production systems in the context of climate change and natural resource depletion. Global is changing what grows where, including crops and forests, which livestock and fish will be viable, sea level rise and

ocean acidification, whether water supplies can be sustained, as well as disease vectors such as malarial mosquitoes (which disproportionately impact young children) and plant pests moving into newly-warmer regions.<sup>57</sup> These will have a slower impact than the extreme weather events described above, and require long term adaptation responses.

### 3.2.2 Gender-Responsive Adaptation

CCA can take many forms, from local community initiatives in fishing, agriculture including crops, livestock, fisheries, aquaculture and forestry, to large-scale national infrastructure projects. It also includes government-sponsored relocation of communities or spontaneous migration from degraded or inundated land. Even in the absence of gender analysis, it is increasingly clear that CCA is not simply a set of technical solutions to manage environmental change, but a process of social governance. This involves governments, communities, the private sector and individuals making decisions about how to adapt to actual and projected changes, while continuing with their normal lives and businesses as much as possible.

The concept of maladaptation is also useful in considering gender and climate change. Not all decisions and practices in response to climate change are well made or positive in their effects. Some responses are poorly adapted to the local ecosystem and may worsen the environmental effects of climate change in the longer term. CCA can also be maladapted to the needs of the communities involved, or to sections of those communities, especially people who are already disadvantaged, including women.

Climate Change Vulnerability Assessments are tools that can be used as an initial step in the adaptation planning process, but they have traditionally focused on natural ecosystems and the vulnerability of the environment rather than human societies. However, national climate change assessments are now being done by entities such as the World Bank/GFDRR.<sup>58</sup> These look at broad socio-economic resilience and mainstream gender throughout, but also need to be based on gender analysis, or there is a risk they will miss overall impacts of harmful practices, sexual and reproductive health, gender-based violence risks, and

the need for positive measures.

### 3.2.3 Observations

There is a clear imperative for United Nations entities to consider the gender-dimensions of climate change policies, and support countries in integrating gender-responsive DRR/CCA into national, sectoral and local development strategies and plans and to develop or update national and local DRR strategies aligned with the Sendai Framework. Without women's leadership in climate action and governance and scaled-up action to address gender and health inequalities in climate change financing, policies and interventions, women and girls - already disproportionately impacted - will continue to be left behind in CCA.

## 3.3 Women's empowerment and leadership

**Covid-19:** Women have played an important role during the COVID 19 pandemic, as frontline healthcare workers, unpaid carers and members of community-based women's organizations. However, they have been notably absent from the national emergency mechanisms set up to advise governments and manage the pandemic. One review of 225 COVID-19 Task forces across 137 countries found that only 4.4% of them had gender parity.<sup>59</sup> A Care International study of 30 countries in June 2020 found that on average women made up only 24% of such committees, that there was little or no attention given to GBV and SRH services, and local women's rights and women-led organizations and leaders were "not being included in decision making around the humanitarian response, or receiving their fair share of funding."<sup>60</sup> The Care study noted that the countries that had more women in leadership positions in general, based on the Council on Foreign Relations Women's Power Index, were "more likely to deliver COVID-19 responses that consider the effects of the crisis on women and girls women."<sup>61</sup>

Additionally, the Feminist Humanitarian Network (FHN) reported that member organizations playing a key role in the COVID-19 response, including violence prevention at local level, were excluded from decision-making processes and funding, and

this undermined their leadership and impact.<sup>62</sup> In six of the eight countries that formed part of the research, the women's rights organizations also did not have access to donor funding.<sup>63</sup> Among the reasons they cited were that the organizations found the due diligence and reporting requirements of donors 'excessive and exclusionary' for community organizations and that reducing such organizations to the status of 'implementing partner' was often detrimental to these groups and their communities.<sup>64</sup> This is also a reminder that promoting women's leadership and localization require engagement with community-based women's organizations in a way that recognizes their expertise and autonomy and does not place undue compliance burdens on small voluntary organizations.

**Other disasters and climate change:** The capacity for women and women-led organizations to participate meaningfully and receive recognition as leaders are ongoing issues in all areas of DRR. It remains a male-dominated occupation in most countries, with few law or policy frameworks established to ensure women's inclusion in decision-making roles.<sup>65</sup> Similar patterns have been observed for national climate change laws regarding women's institutional involvement,<sup>66</sup> although recent national climate policies and strategies are beginning to include gender criteria and equality principles.<sup>67</sup>

Meaningful participation is not only about numbers, but also about decision-making power and leadership roles. However, gender proportions are also important in ensuring that women's presence is not simply token, that they have a 'critical mass' and a real opportunity to influence decisions and agendas.<sup>68</sup> The *Beijing Declaration* adopted an initial target of 30% participation of women in decision-making roles, specifically in parliaments, government ministries, trade unions, and the private sector. Originally formulated within ECOSOC in 1990,<sup>69</sup> this had optimistically envisaged 30% participation of women in such decision-making positions by 1995 and 50% by 2000.<sup>70</sup> The target was to be achieved through a wide range of strategies, including positive action, public debate, and training and mentoring for women as leaders. However, subsequent monitoring showed that, in the absence of specific strategies

such as minimum gender quotas for a given body or civil service, in many countries, little progress was made.

This history is a strong argument to advocate for gender parity, and as an interim measure to apply a 'two-thirds gender rule' for DRR/DRM and CCA institutions at global, regional and national levels.<sup>71</sup> At national level, this can be done directly in a DRM climate change or environment law, or through a gender equality law that includes quotas for the civil service, as in Mongolia.<sup>72</sup> Some DRM laws have relevant provisions about some form of proportional representation<sup>73</sup> while others focus on the representation of women's ministries or experts in national and local committees,<sup>74</sup> but these appear relatively rare, and yet without such mandates the numbers and leadership levels of women in DRM and CC are not increasing noticeably.

Gender parity is an important goal, and it is still rarely achieved in institutions and governments around the world, but it is not sufficient in itself because it provides formal equality – being in the room – without some of the other elements that are often necessary. So a second key element is to empower women and girls, including building women's technical and personal capacity and leadership skills. If they have not been accustomed to taking on these roles they may not have the background in governance or technical matters related to DRR and CCA. There will often need to be specifically targeted capacity development and a change in some of the ways of working within these institutions to make it possible for women to participate meaningfully.

### 3.4 The way forward – gender analysis and a human rights based approach

As discussed previously, gender roles and gender inequality in societies both contribute to inequalities in disaster and climate change impacts, and without positive measures to address pre-existing disadvantage, the responses to these risks in the form of DRR and CCA can exacerbate the inequalities

and not close the gap. Gender analysis that identifies specific and structural inequalities, especially as these relate to women and girls, allows a possibility to move beyond the concept of women as a vulnerable group when considering disaster risk reduction in its wider context.

An emphasis on gender inequality as a driver of risk is not an argument that women and girls or people of diverse genders are inherently vulnerable. It recognizes that social inequality is a major contributor to vulnerability to disaster and climate risk, and that gender inequality, particularly as it affects women and girls, is a risk driver and a multiplier of negative impacts with unique dimensions.

Using the concepts of gender equality and the related concepts of women's empowerment and leadership provides a structured analytical framework that helps to identify entry points to address differential disaster and climate risks faced by women and girls, by taking a human rights-based approach. This is one of the important things added by a resource developed by the Committee on the Elimination of Discrimination Against Women, as part of its responsibilities under the CEDAW Convention.<sup>75</sup> It undertook extensive consultations and research on DRR and climate change from a rights perspective. CEDAW General Recommendation 37 on gender-related dimensions of disaster risk reduction in the context of climate change supports a rights-based approach in the context of policy coherence. It dovetails with the three universal values of the SDGs: a human rights based approach, leave no one behind, and gender equality and women's empowerment (see further discussion in section 4.1 below).

Human rights are not only about protection from harm, but also about equal enjoyment of the benefits of development and the right to participate equally in civil, political, economic, social and cultural life. Women's empowerment is also about exercising these rights, and when it comes to DRR/CCA, this means being an integral part of the institutional frameworks for governing risk, and for steering risk-informed development. Recognition and promotion of women's capacities and leadership are key elements in moving towards greater equality and agency for women and girls.

In addition to the human rights approach as the basis for GEWEL in DRR and CCA, the Sendai Framework also recognizes women's full participation and leadership in DRR as a wider social benefit for building the resilience of nations and communities. It acknowledges the additional, and often different, social capital and skill bases that women and their organizations bring to DRR. It asks to recognize the leadership women already exercise in DRR, often through informal roles, and in local women's organizations, as well as in the political and private sector sphere. This recognition identifies the need to promote women's leadership, including through capacity development, which is now being done at global level through UN projects such as the Women's International Network for Disaster Risk Reduction (WIN-DRR) program of UNDRR and the Women's Resilience to Disasters (WRD) program of UN Women.<sup>76</sup>

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## 4.1 Supporting policy coherence to achieve gender equality and women's empowerment in Sendai Framework

Gender, as a recognized priority area, was something of a latecomer in the three main global agreements on risk-informed development in 2015. The Sendai Framework itself emphasizes the importance of gender inclusion and of sex-disaggregated data (paragraphs 19(g) and 25(a)). However, recognizing different capacities of Member States about data collection and reporting it was noted by the OIEWG (Paragraph 23, OIEWG report endorsed by UNGA) that while data disaggregation might be highly desirable, it might not be immediately feasible. Hence, the indicators, agreed by Member States for reporting through the Sendai Framework Monitor concerning deaths and affected people attributed to disasters, ask for aggregated numbers of persons as a requirement while encouraging reporting of sex, age, disability and income disaggregated data.

More broadly, while the Sendai Framework mentions gender equality and women's empowerment at many points, it does not address the underlying drivers of gender-based risk in disasters or provide a concrete basis for addressing it. These aspirational statements do not apply a gender analysis to identify the underlying structural disadvantage and inequalities, and the positive measures needed to address them. A recent article described this as "the missing half of the Sendai Framework"<sup>77</sup> and it has had consequences for the way gender and DRR has been addressed so far. For example, women are structurally excluded from positions of power in most national and local systems of DRR and CCA, by a series of factors including education and training, gender norms, direct and indirect discrimination in recruitment and promotion, and lack of recognition of the roles women already play. This is a major barrier

to implementing the inclusive intentions of the Sendai Framework. A theory of change to address this would include a very specific focus on who is making the decisions in DRR and CCA, why women are not there to any extent, and how to remove these threshold barriers to include and empower women and support women's leadership.

The CEDAW Committee has provided the important additional resource of its General Recommendation 37 on gender-related dimensions of disaster risk reduction in the context of climate change. It provides guidance to Member States on strengthening the inclusion and resilience of women with regard to disaster and climate risk.<sup>78</sup> The content of CEDAW Committee General Recommendation 37 is an important source of international norms on climate change and disaster risk in relation to women. It includes an explanation of how gender inequality and both direct and indirect (structural) discrimination, as they relate to women, are drivers of disaster and climate risk. This includes intersecting disadvantages, especially for women with disabilities, rural and poor women. It takes a rights-based approach, and one based on CEDAW, a binding treaty which has high international support, with 189 States parties.

General Recommendation 37 provides clear bases for action, including the need for increased participation and empowerment of women in DRR/CCA, and the wider need for positive measures to achieve equality (in contrast with formal equality, or treating everyone the same, which does not close the gaps to leave no-one behind, as men and women from various groups face different constraints and needs). It also highlights specific areas of concern, including the right to be free from gender-based violence, and other socio-economic rights related to education, health, social protection and an adequate standard of living. This is an important source of practical guidance on how gender analysis and a rights-based framework can inform GEWEL-DRR.

Other recent CEDAW general recommendations are also highly relevant to different aspects of DRR and CCA,<sup>79</sup> in particular:

- General Recommendation 34 on the rights of rural women, which requires governments to recognize, protect and promote the rights of rural women, recognizing their crucial contribution to poverty reduction, food security and nutrition, and agriculture development, as it relates to their rights to access productive resources and participation in decision-making processes.<sup>80</sup>
- General Recommendation No.35 on Gender-Based Violence against Women, which defines GBV against women as a form of sex discrimination and sets out the core positive human rights obligations of States to prevent it and provide support services and access to justice.<sup>81</sup>

Additionally, the sixty-sixth session of the UN Commission on the Status of Women, planned for March 2022, has as its priority theme: “Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes.”<sup>82</sup> This is likely to provide further engagement on disaster and climate change risk and gender, as it relates to women, through its agreed Member States conclusions.

Policy coherence with the 2030 Agenda, and particularly SDG 5 on gender equality and the empowerment for women and girls, potentially provides another solid pillar in realizing GEWEL in DRR. Some of the sub-goals are very relevant to DRR. For example, under target 5.1 to end all forms of discrimination against all women and girls everywhere, indicator 5.1.1 measures the existence of legal frameworks “to promote, enforce and monitor equality and non-discrimination on the basis of sex.”<sup>83</sup> This need does not refer only to legal frameworks on the subject of equality, but it also encompasses provisions *within* disaster risk management, climate change and environmental laws. Target 5.5 aiming at ensuring women’s full participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life is also highly relevant to DRR, and particularly to women’s leadership. It has already been the impetus for UNDRR establishing the Women’s International Network for Disaster Risk Reduction.

The indicators of progress under the other SDGs, including SDG 13 on climate change, also has specific requirements for sex-disaggregated data across a range of areas relevant to both disaster and climate resilience, an important aspect of the SDG reporting.<sup>84</sup> SDG monitoring will thus provide an increasing body of sex-disaggregated data that will support countries’ implementation of their obligations under the CEDAW Convention as well as the SDGs and the Sendai Framework.

The UNFCCC processes since 1992 and the 2015 Paris Agreement have gradually accrued a gender equality framework, although the original treaty did not include gender considerations. Years of activism by women’s organizations eventually led to the creation of a formal gender constituency at COP14 in 2008 which has driven the gender work program, and gender action plan and continues today as part of the UNFCCC processes.<sup>85</sup> The final Paris Agreement has relatively minor mentions of women and/or gender. The Paris adopting decision mentions the need for parties to consider a raft of human rights “as well as gender equality, empowerment of women and intergenerational equity,” and the Agreement has three minor references to gender and/or women (Paragraphs 7, 11, and 102).<sup>86</sup> In fact, tracking of the evolution of the Paris text reveals that references to gender in earlier drafts were progressively removed, again reinforcing the importance of including women and having gender expertise in delegations, as well as gender inclusion in international decision-making on climate change more broadly through mechanism such as the gender constituency.<sup>87</sup> It is therefore not surprising that it has taken time for country submissions on Intended/Nationally Determined Contributions (NDCs) under the Paris Agreement to begin to incorporate substantial gender elements, mostly as they enter their second NDCs, and mostly regarding adaptation.<sup>88</sup> National Adaptation Plans (NAPs) and National Communications under the UNFCCC are also important aspects of national policy frameworks on CCA, and these are an area of ongoing work by a number of UN entities to underpin gender mainstreaming and gender responsive approaches.

The gender infrastructure developed under the international climate change frameworks are of interest in the ongoing implementation of GEWEL under the Sendai Framework. The Cancun COP16 in

2010 recognized the importance of “gender equality and the effective participation of women;”<sup>89</sup> the Lima Work Programme on Gender was adopted in 2014;<sup>90</sup> and under this mechanism the Gender Action Plan (GAP) was developed and approved in 2017. It “seeks to advance women’s full, equal and meaningful participation and promote gender-responsive climate policy and mainstreaming a gender perspective in the implementation of the Convention and the work of Parties, the Secretariat, United Nations entities and all stakeholders at all levels.”<sup>91</sup> The UNFCCC and the UN Convention to Combat Desertification also have specific GAPs.<sup>92</sup>

Much of the focus of the UNFCCC Gender Action Plan has been on increasing women’s participation, while substantive and sectoral issues that are central to ensuring gender-responsive adaptation have been missed, as have the possibilities for gender-transformative adaptation through green jobs and access to new technologies. A recent analysis of gender issues in Nationally Determined Contributions (NDCs, the primary national instrument for implementing the Paris Agreement) undertaken by UNFPA also shows significant gaps in many critical sectors such as disaster risk-reduction and climate finance. However, as a mechanism for focusing action, and accompanied by an appropriate workplan, this model could be adapted to the Sendai Framework. It is a possible way to bring together the elements of CEDAW Recommendation 37 and the SDGs as well as the Sendai Framework in a structured and action-oriented way. This could build on the existing commitments that a number of UN entities and partners have already made towards gender equality and the elimination of gender-based violence.

## 4.2 Gender reporting under the UN Plan of Action on DRR for Resilience

The UN Plan of Action was adopted in 2013 by the Chief Executive Board (CEB) and revised in 2016 to align with the 2030 Agenda for Sustainable Development. It addresses the need for coherence and mutual reinforcement of the UN’s resilience building efforts,

and it seeks to effectively integrate UN operational preparedness and response capacities into national development arrangements. The UN Plan of Action emphasizes country and local level engagement and ensures that the UN system is responsive to the different country needs and contexts with regard to DRR.

The UN Plan of Action includes three Commitments:

- Commitment 1: Strengthen system-wide coherence in support of the Sendai Framework and other agreements, through a risk-informed and integrated approach
- Commitment 2: Build UN system capacity to deliver coordinated, high quality support to countries on disaster risk reduction
- Commitment 3: Disaster risk reduction remains a strategic priority for UN organizations.

On an annual basis, UN entities undertake voluntary reporting under the UN Plan of Action. Progress is reported against the UN Plan of Action Results-based Analytical Framework (the Results Framework) that determines concrete actions under each of the three commitments. The Results Framework includes a total of eight Results under the three Commitments, and 11 related outputs and output-indicators.

In December 2020, the UN General Assembly adopted a new Quadrennial Comprehensive Policy Review (QCPR) Resolution, providing guidance to the UNDS for the next four years (2020-2024) by setting out how the UN development system should be supporting countries to implement the 2030 Agenda and respond to COVID-19.<sup>93</sup> The QCPR resolution for the first time includes an articulated paragraph on DRR, which makes reference to the UN Plan of Action and calls on UN partners to ensure that planning instruments like the UN Sustainable Development Cooperation Framework are risk-informed. The prominent inclusion of DRR in the QCPR Resolution is an important milestone and opportunity to increase the visibility of the UN system’s support to countries on DRR.

The UN Plan of Action is a brief document that aims at encouraging a greater emphasis on disaster risk reduction, and its integration with climate change,

in the work of all UN entities. It speaks in general terms about these issues and does not include specific results or outputs regarding gender in UN system-wide DRR efforts. Based on the post-2015 frameworks, specifically SDG 5 on gender equality and empowerment for all women and girls, it is understood that UN agencies mainstream gender and DRR into their programming and reporting. However, it was noted that in the first year of reporting under the UN Plan of Action, there was minimal information on gender and DRR beyond the specialist agencies. The guidance note was then revised to include pointers on gender-related reporting, although the reporting template was not changed, and reporting on gender and DRR was again low. For the third reporting round, concluding in March 2020, the revised reporting template included specific opportunities to report on the gender dimension of the UN entities' work under all the results and outputs, as well as an open section to describe gender-related initiatives.

The 2021 Progress Report on the Implementation of the UN Plan of Action reports on all aspects of the results, including gender and DRR.<sup>94</sup> Its analysis finds that reporting on gender and DRR remains relatively low, and it seems to be regarded as optional, as many opportunities to enter these data were not completed.

At this stage it is difficult to gauge the extent to which UN Plan of Action reporting underestimates the level of engagement on GEWEL-DRR, but the surveys and consultations for the present study indicate that:

- The results framework for GEWEL-DRR is still evolving and is not yet well defined in terms of gender-responsive assessment criteria for reporting by agencies. The magnified impact of crises on women and girls, as well as their key role as agents of change and resilience builders is now well understood, but the potential role of the UN Plan of Action as an enabler framework for tracking collective and individual agency results for leveraging GEWEL-DRR is not being fulfilled.
- It appears there is a greater focus on GEWEL-DRR than is reflected in the reporting, but there are also many DRR and CCA initiatives and programs that do not yet mainstream gender issues effectively.

- The processes for completion of reporting under the UN Plan of Action do not always involve the entities' gender specialists, who tend to be more aware of how GEWEL-DRR is integrated across programs.

The analysis of gender reporting under the UN Plan of Action undertaken for this Study indicates that there is not yet systematic inclusion of GEWEL in DRR initiatives by a number of entities, but this may also indicate that gender initiatives are not yet sufficiently tracked by them. This indicates a need to further develop the capacities of UN entities for reporting and accountability frameworks on institutional and programmatic inclusion of gender equality and women's empowerment and leadership in DRR/CCA, at global, regional and country levels. For example, the UN entity DRR reporting in the current Plan of Action structure sees a range of types of responses on the gender questions that could be classified as:

- a. N/A
- b. Gender parity (numeric) or presence of women in management roles
- c. Gender at the level of underlying principles
- d. Mainstreaming gender equality and inclusion in methods, goals, targets and indicators
- e. Gender-responsive/transformational programs that aim to positively impact GEWEL.

Classification of initiatives according to this type of criteria, or a similar concept adapted to each entity, would assist reporting entities to disaggregate data and analyse their work in GEWEL and may encourage vetting of programs and projects at the planning stages for assumptions that gender criteria do not apply.

The findings and recommendations set out in this report provide more detail on the issue of GEWEL-DRR integration in institutional frameworks and programs and make practical recommendations for agencies. If these recommendations are implemented by all UN agencies, both the implementation and reporting on GEWEL-DRR are likely to increase substantially.

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- <sup>77</sup> Zaidi, R. Zehra, and Maureen Fordham. "[The Missing Half of the Sendai Framework: Gender and Women in the Implementation of Global Disaster Risk Reduction Policy](#)." *Progress in Disaster Science* 10, no. April (2021): 100170.
- <sup>78</sup> CEDAW. "[General Recommendation No.37 on Gender-Related Dimensions of Disaster Risk Reduction in the Context of Climate Change \(CEDAW/C/GC/37\)](#)," March 13, 2018.
- <sup>79</sup> All are listed at OHCHR and CEDAW. "[Committee on the Elimination of Discrimination Against Women - General Recommendations](#)."
- <sup>80</sup> CEDAW. "General Recommendation 34 on the Rights of Rural Women (CEDAW/C/GC/34)." Committee on the Elimination of Discrimination against Women, 2016.
- <sup>81</sup> CEDAW. "General Recommendation No.35 on Gender-Based Violence against Women, Updating General Recommendation No. 19 (CEDAW/C/GC/35)." Committee on the Elimination of Discrimination against Women, July 26, 2017.
- <sup>82</sup> Commission on the Status of Women. "[CSW66 \(2022\)](#)." UN Women. Accessed June 11, 2021.
- <sup>83</sup> A/RES/70/1 (25 September 2015), p. 9.
- <sup>84</sup> UN Women (2018). *Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development*.
- <sup>85</sup> See: Resurrección, "[Persistent Women and Environment Linkages in Climate Change and Sustainable Development Agendas](#)." *Women's Studies International Forum* 40 (September 2013): 33–43.; and Morrow, Karen. "Changing the Climate of Participation: The Gender Constituency in the Global Climate Change Regime." In *Routledge Handbook of Gender and Environment*, 398–411, 2017.
- <sup>86</sup> African Working Group on Gender and Climate Change (AWGGCC). 2016. "[Gender Analysis of the Paris Agreement and Implications for Africa](#)".
- <sup>87</sup> African Working Group on Gender and Climate Change (AWGGCC). 2016. "[Gender Analysis of the Paris Agreement and Implications for Africa](#)", p. 2.
- <sup>88</sup> Gender Climate Tracker <https://genderclimatetracker.org/gender-ndc/quick-analysis> (accessed 09 June 2021).
- <sup>89</sup> UNFCCC COP 16. 2010. THE CANCUN AGREEMENTS: OUTCOME OF THE WORK OF THE AD HOC WORKING GROUP ON LONG-TERM COOPERATIVE ACTION UNDER THE CONVENTION, DECISION 1/CP.1, FCCC/CP/2010/7/ADD.1 (15 MARCH 2010), PARA 7 (WITH MENTION OF GENDER ALSO IN PARAS. 12, 72, 130).
- <sup>90</sup> UNFCCC COP 20. 2015. Lima Work Programme on Gender, Decision 18/CP.20, FCCC/CP/2014/10/Add.3 (2 Feb 2015), pp. 35–36.
- <sup>91</sup> UNFCCC COP22. 2017. The Gender Action Plan FCCC/CP/2017/11/Add.1, Annex to Decision 3/CP.23, FCCC/CP/2017/11/Add.1 (8 Feb 2018), para. 2.
- <sup>92</sup> UNCCD. "[Gender Action Plan](#)." UN Convention to Combat Desertification, 2017.
- <sup>93</sup> UNDRR, *Guidance Document for UN System Progress Reporting on Disaster Risk Reduction*. Geneva, 2021.
- <sup>94</sup> UNDRR, *Progress Report on the Implementation of the UN Plan of Action on DRR for Resilience*. Geneva, 2021. The report covers the implementation period 1 January to 31 December 2020.

## 5.1 United Nations Entities Survey

The United Nations entities survey was circulated online to all entities that are part of the UN DRR Focal Points Group, and 15 entities responded (see Table 1 under 2.2 above). Given that the survey was not subject to formal response processes by entities, the survey results are anonymised in this report, although the details were available to the researcher.

Although this group of 15 is only 30% of the 50 UN entities that are part of the UN DRR Focal Points network, they represent a good cross-section of agencies that have gender equality as a key pillar in their program mandates (UNFPA, UN Women); have mandates that focus on DRR/DRM or CCA (OCHA, UNDRR); and broad development entities, specialized and technical agencies for whom both gender and DRR/CCA are cross-cutting issues (FAO, ILO, ITU, UNDCO, UNDP, UNOOSA, UNEP, UNIDO, UNOOSA, WFP, WMO); as well as one regional UN entity (ESCAP). The survey questions and results are summarized in Annex 3.

### 5.1.1 Type and Level of activity in DRR and/or CCA and gender

A series of thematic questions were asked about the level of activity of the respondent UN entities in different aspects of DRR and/or CCA and gender. Each group of questions included baseline questions on overall levels of activity, followed by 2-4 questions on the degree of gender mainstreaming, how much focus was on gender equality or women's leadership and other related questions for each topic, such as engagement with women's ministries and organizations (See Annex 3, Figure A3-1).

Overall, the responses indicated that, with the exception of a small group of agencies with specific gender mandates, gender mainstreaming is not

occurring adequately in DRR/CCA activities. Also, while gender equality is a relatively high priority, few entities are focusing on women's leadership or engaging with women's organizations.

### 5.1.2 COVID-19 response

The survey included a group of questions on the COVID-19 pandemic. All 15 UN entity responses indicated that they had been active in supporting countries on pandemic preparedness and response since March 2020, and of these only seven indicated they had been involved in this area of work prior to 2020. However, only five agencies reported high or very high activity in the three general questions on whether their pandemic support (i.) mainstreamed gender and/or women's leadership, (ii.) focused on increasing gender equality, or (iii.) focused on women's leadership. All of these five had been engaged in pandemic preparedness and response prior to 2020, and this pattern suggests they already had established systems in place for gender-responsive support.

At the other end of the scale, five entities reported none-to-very-low activity in these measures of gender-responsiveness, and all of these were new to pandemic preparedness and response as a program area. The remainder had varied answers across these three areas, ranging from very low to high, and little can be drawn from these. The results suggest that, for UN entities entering this space for the first time in an emergency situation, their existing institutional systems did not prompt or require gender mainstreaming. Given what has now emerged on the disproportionate impacts of the COVID-19 pandemic on women and girls, this indicates a need for strengthening gender mainstreaming across areas of responsibilities, substantiated by a robust gender analysis of ongoing pandemic-related support activities to ensure that gender differences in needs are being met.

### 5.1.3 United Nations Entities' Institutional Readiness

The third group of questions concerned UN entities' institutional readiness on gender equality, women's empowerment and leadership. The term 'readiness' is used in this analysis of results, to encompass a range of specific questions asked on institutional policy commitments, resource allocation, implementation mechanisms, monitoring and evaluation, and staff capacity. These questions were asked because of the likely relationship between an entity's internal gender-responsiveness and its capacity to undertake gender assessments, gender mainstreaming and promote women's leadership in its DRR and CCA programming. They also go to the question of whether the United Nations system entities model the types of gender inclusion that the United Nations advocates at country level to improve resilience.

- 80% of responses indicated that the entity included specific gender targets or indicators for its own programs, and that these combined both quantitative and qualitative measures.
- Reporting on impacts of gender equality and/or women's leadership in programming was also reported as a significant but less consistent practice.
- Promotion of gender equality and women's leadership in entities' own policies was reported as very high for all of the following: governance bodies; organizational frameworks / strategic planning; organizational policies; and human resources policies and practices in general. A significant majority of 11 out of the 15 reported that these internal policies have been moderately successful, with three reporting high success and one low success.

This suggests that the respondent UN entities have largely strengthened their institutional capacity to establish gender equality frameworks, but that there is still considerable room for improvement in implementation. However, a more varied picture was presented in the UN consultations, concerning implementation.

These aspects of readiness for gender-responsive programming are also monitored by the reporting

system under the United Nations System-Wide Reporting Results UN-SWAP;<sup>95</sup> however, gender specialists normally complete this, and program staff are unlikely to be involved. There would be benefits for both DRR/CCA and gender specialists within entities to be more aware of each other's work and reporting, particularly in entities for which these are both cross-cutting mandates.

### 5.1.4 Partnerships and Collaborations

The final group of questions focused on partnerships and collaboration. All respondents reported collaborations with other UN entities on DRR/DRM/CCA in general, and nine of these reported such collaborations included gender-responsive and/or gender-mainstreamed DRR/DRM/CCA, and gender equality focused DRR/DRM/CCA. A smaller number, only four entities, reported that these collaborations included a focus on women's leadership in DRR/DRM/CCA. This is a positive finding on UN system collaborations on gender, although there is clearly scope for more combined action on promoting women's leadership.

Almost all respondents (14) also reported joint DRR/DRM/CCA projects, or engaging implementing partners external to the UN system. A much smaller proportion of these included gender-responsive and/or gender-mainstreamed, gender equality focused, or women's leadership focused DRR/DRM/CCA projects.

The UN entities reported that they engaged in partnerships equally across international, regional and national levels, and only to a slightly lower degree at sub-national and local/community levels. They also engage with a wide range of types of organizations, including all levels of inter-governmental and governmental bodies, civil society and the private sector to a more or less equal extent. This indicates a very good spread of activity at all levels that also supports localization. However, significantly lower engagement was reported with: gender and/or protection clusters; women's ministries; women's empowerment organizations; and women's service providers (e.g. crisis centres). This tends to suggest that engagement with organizations for the

advancement of women, or that focus on gender issues, is seen as an activity for gender specialist agencies, rather than a routine part of gender-responsive and inclusive DRR and CCA.

Finally, almost all said they also engage in regional or thematic platforms on DRR/DRM/CCA with stakeholders external to the UN system (e.g., networks, multi-stakeholder regional DRR platforms, including stakeholders such as Red Cross and Red Crescent Movement, I/NGOs, women's organizations, academic and technical, private sector, cities, parliamentarians). The majority reported these promote gender-responsive and/or gender-mainstreamed DRR/DRM/CCA, and gender equality in DRR/DRM/CCA; a large minority of one-third also promote women's leadership in DRR/DRM/CCA.

Although this is a significant degree of gender inclusion, a fully gender responsive United Nations system might expect much closer to 100% of such platforms to promote gender equality as well as mainstreaming, and there also clearly needs to be more focus on women's leadership. The approach proposed in this report is that all United Nations and partner efforts on disaster and climate risk reduction should be based on gender analysis and promote gender equality and women's leadership as a matter of course.

### 5.1.5 Observations on the UN Entities' Survey

The survey gives a positive picture of a significant level of activity on gender mainstreaming, somewhat less on gender-focused programs, and less again on women's leadership, although still very substantial.

Particular gaps that the survey suggests may need to be addressed by a number of agencies include:

- Institutional readiness in terms of effective implementation of agencies' own policies and frameworks on gender equality and women's leadership, as the basis for being more gender-responsive in programming, projects and external partnerships.
- More rigorous and qualitative monitoring and evaluation of gender mainstreaming, and

especially a need to focus on impact assessment through gender analysis.

- Greater engagement of generalist and technical agencies with women's organizations, women's ministries and gender experts at national and local levels, to ensure that gender equality issues are understood in each context and women's organizations are part of national and local efforts in DRR and CCA.

The experience in the COVID-19 response indicates, with hindsight, the importance of including gender analysis in all emergency and recovery program planning, especially when an agency is entering a field of operation that is new to them, as a number of entities have done during the pandemic crisis. An important question comes from the gaps between entities' overall DRR and CCA activities in each area and the extent of activity on gender mainstreaming in those same areas, and that question is "in what aspects of DRR and CCA is it not important to mainstream gender?"

## 5.2 United Nations Entity Consultations

### 5.2.1 The Consultations

A total of 17 entities were able to participate in the consultations during May and early June 2021 (FAO, GCF, ILO, UNEP, UNDP, UNDRR, UNFPA, UNFCCC, UNICEF, UNIDO, UNOOSA/SPIDER, UNOPS, UN Women, WFP, WHO, WMO, and World Bank).

Those who attended the consultation meetings were a mix of managers, gender specialists and staff working in humanitarian, DRR, CCA, and sectoral programs that aim at mainstreaming gender and DRR/CCA. A majority were gender specialists, and a high proportion of this group were in current gender specialist roles, but some of them had mixed portfolios, while others had moved into broader management roles. A number of the program staff had also gained gender expertise while in program roles, due to personal interest and taking up opportunities such as becoming gender focal points. These individuals were nominated by their entity's

Study Task Team Focal points, and overall 64 UN personnel participated from all global regions. As it happened, these were composed of 58 women and six men, which in percentage terms is 89% women and 11% men.

The consultation meetings were conducted as guided conversations around seven themes according to the discussion points sent to participants in advance (see Annex 1). In this overview of the consultations, reflecting how the conversations evolved in practice, these topics are grouped under the following five headings:

- 1) Relevance of institutional gender architecture
- 2) Gender mainstreaming and gender focused initiatives (themes 2 and 3)
- 3) Gender-responsive tools and guidance (theme 4)
- 4) Collaborations and Partnerships (themes 5 and 6)
- 5) Future thinking on GEWEL-DRR (theme 7).

### 5.2.2 Relevance of institutional gender architecture and mandates

During the consultations, it was clear that the overall institutional policies and gender architecture of an organization largely determines the extent to which they mainstream gender effectively into DRR or CCA programs and projects. There are different models used to do this. Some have more traditional gender parity or equality policies for their own human resources, with gender specialist staff focused on human resources, as in WMO.<sup>96</sup> They may then have separate policies (or sometimes none) on gender-responsive programming. Others combine these two in an integrated institutional approach to gender mainstreaming, which intentionally crosses over between human resources and programming.

In the integrated institutional approach, gender-responsive programming may be supported by the institutional gender specialists. FAO, ILO and UNDP, all large and long-established entities that mainstream gender, CCA and DRR, have global, regional and country level gender specialists, although they are often “wearing multiple hats” in regional and country level positions and the job percentage allocated to gender may not always be

possible for the staff to fulfil.<sup>97</sup> But in all these cases there is a long-established institutional culture of gender mainstreaming and established networks of gender focal points. FAO reports a particularly strong network of gender focal points based at headquarters and in field offices, for whom a portion of their job role is formally allocated to the gender component.

A good practice example of a technical agency using this model is UNIDO, which also has a gender architecture underpinned by an integrated gender policy and strategy.<sup>98</sup> In terms of resources it includes a six-person gender unit that provides capacity development and reviews programmatic activities. This is supported by an extensive and well-trained Gender Focal Point Network counting around 100 members, who work across all of UNIDO’s departments at Headquarters and offices around the world and have a percentage of their role allocated to gender-related tasks.<sup>99</sup> As with FAO, ILO and UNDP, the focal points are not gender experts, but they receive training. FAO also has a formal “technical network on gender”. UNEP also has gender focal points and has invested more in gender mainstreaming since the adoption of its gender policy in 2015.

Support for gender mainstreaming into programming can also be accessed from external sources. For example, the Green Climate Fund (GCF) has a fully integrated gender policy framework, including a requirement to assess all project funding applications against its gender policy;<sup>100</sup> it has only 1-2 gender specialist personnel in-house, but also contracts in gender specialist expertise on an ongoing basis for gender analysis of all funding proposals and projects. The GCF gender specialist also supports countries developing their National Adaptation Plans (NAPs) in line with the gender policy (a role that FAO, UNDP, UNFCCC and UNEP also play in their country level work).

In this case, the GCF gender policy has a very clear ripple effect, because all UN entities that apply for project funds, or support countries to do so, also need to comply with the policy, and this is a powerful effect because of the extent of the GCF resource allocations. For example, WFP indicated that the GCF and Adaptation Fund (AF) gender policies are

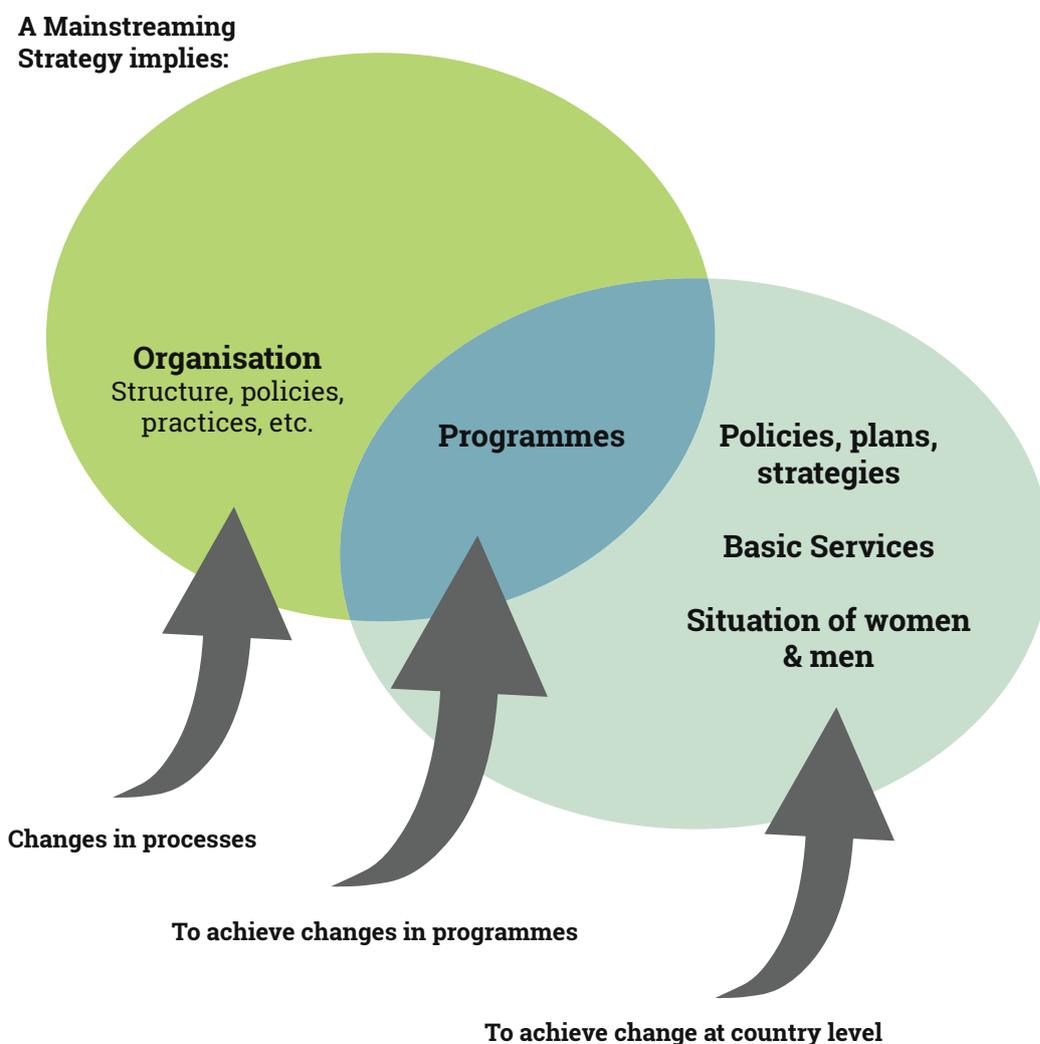
their main guides for gender-responsive project planning in relation to DRR/CCA because they are also the main sources of funds for that purpose. The gender policies of GEF, GFDRR and World Banks have a similar influence on project approvals through funding criteria.<sup>101</sup>

The relationships between these forms of institutional readiness for gender-responsive DRR and CCA programming are illustrated in UNEP's

Business Model for Gender Mainstreaming, within its 2015 Policy and Strategy for Gender Equality and the Environment.<sup>102</sup>

Interviewees reported that resources allocated to gender expertise in the institutional architecture clearly translate into effective mainstreaming of gender equality into programs and projects, including DRR/CCA. To this end, some sectoral entities that currently have more traditional human-resource-

**Figure 1: An illustration of the Three Spheres of Gender Mainstreaming (UNEP approach)**



Source: UNEP 2015 policy and strategy for gender equality and the environment  
Graphic p. 23 in Section II.

oriented gender parity or gender equality policies, could consider the integrated gender action plan models such as those that the GCF, UNEP and UNIDO have adopted and implemented since 2015.

### 5.2.3 Gender mainstreaming and gender focused initiatives

Participants reported that the main emphasis is on gender mainstreaming, with very few standalone gender-focused (or gender-transformative) initiatives in agencies that specialize in DRR or CCA and related sectors or technologies. However, the point was made by a number of participants that, in practice, there is often not a clear divide between gender-focused and gender-mainstreamed programs and projects, and that it is more of a continuum; that there can be gender-transformative elements in mainstreamed projects.

When asked about women's leadership, most said that it was not a particular focus area, and that perhaps it had declined as a priority. Good practice exceptions to this perceived trend that are specific to DRR are UNDRR's WIN-DRR program to encourage women's leadership in DRR at national, regional and global levels, and UN Women's WRD program, which increases women's leadership and agency across disaster prevention, preparedness and recovery worldwide.<sup>103</sup>

WHO is currently developing a Gender Mainstreaming Strategy for its Health Emergencies Programme, which reflects, among others, women's leadership as a core priority. Additionally, WHO supports gender disaggregated data collection and reporting for all emergencies and disasters. It is also currently formalizing a Gender Working Group under the WHO Health Emergencies Program (WHE), and this is linked up with its DRR work through the membership of the Head of the DRR Unit as a full time representative to it.

Overall, participants indicated that there is a growing emphasis on gender-responsive programming, to the extent that it could be described as a norm in most of these entities, including of course those that have core mandates on the promotion of gender equality, such as UNICEF, UNFPA, UN Women and the ILO. One

of the ILO functions is to promote the application of International Labour Standards, including those relating to gender equality in the world of work.<sup>104</sup> However, while the gender specialists interviewed appeared to share common ground on what it means to mainstream GEWEL into programming, and the types of inputs and accountabilities needed, both they and their program staff colleagues in sectoral and technical agencies reported wide variation in the capacity and awareness of program staff on how to mainstream gender effectively.

Overall, there appears to be inconsistent use or understanding of the fundamental principles for effective gender mainstreaming in DRR/CCA, which (1) take a human rights-based approach that seeks to analyse the root causes of problems and addressing policies and regulations that can contribute to sustainable systematic change;<sup>105</sup> and (2) use a system approach, which means addressing underlying causes that affect sector capacity to for gender-responsive DRR, including strengthening agency/organizational/sectoral commitment to gender responsive DRR related programming.

In addition, some program staff who do plan for gender mainstreaming and/or gender-focused programs and projects had difficulties getting practical support from their organizational gender specialists for two main reasons: (a) the gender specialists have such a broad brief across the organization that they do not have time to offer practical support to programs; or (b) the job roles and skill base of some institutional gender specialists are focused on human resources and institutional gender equality, and so they do not necessarily have programming knowledge and experience. Others feel well supported by gender units whose main focus is on providing support to interventions at regional and country level.

The compulsory UN online gender equality training was mentioned as providing a minimum level of awareness on gender, but was considered to be a first step only, one that needed to be followed up by additional and ongoing capacity development. Some entities also have their own mandatory online gender courses, including FAO, which also produced a new gender focal points handbook in 2021.<sup>106</sup> Joint training with UN Women was mentioned by a number

of other agencies for capacity development within the entity and for counterparts at country level. Other UN agencies such as UNFPA also have specific gender expertise notably on GBV and SRH and they train partners especially on GBV and SRH coordination in emergencies, preparedness, early/anticipatory action etc.

A number of participants also mentioned that, while gender responsive tools and guidance are essential for this work, these can be used in a superficial “tick-box” or inexpert way that does not achieve the objectives, and as yet there are often not sufficient accountability structures to monitor effectiveness and impact of gender mainstreamed projects. The larger and more decentralized entities also need to initiate these processes separately in the regional and country offices because there are not direct mechanisms to ensure implementation and accountability for a single global policy.

UN Country Teams can also provide a different type of UN system accountability on gender, supported by tools such as the 2019 UNCT Gender Equality Marker Guidance Note from the United Nations Sustainable Development Group;<sup>107</sup> the Resource Book for Mainstreaming Gender in UN Common Programming at the Country Level;<sup>108</sup> and the training on gender and women’s empowerment (GEWE)<sup>109</sup> and on human rights-based approaches (HRBA)<sup>110</sup> during United Nations Sustainable Development Cooperation Framework (UNSDCF) engagement. Such guidance is not specific to DRR/CCA, but if DRR is recognized as a subset of sustainable development, and since the tools are also applicable to integrated missions that include humanitarian agencies, it is not always necessary to have separate gender tools for DRR/CCA.

A number of participants also said that they had difficulty finding expert consultants on gender and DRR or CCA, so even if they had the budget they could not necessarily appoint someone. Some said they wanted a gender expert roster that any UN agency could recruit from directly. Such an expert roster is currently under development in the context of UN Women’s WRD program and is intended for launch in late 2021.

In summary, there appears to be a gap in capacity and implementation support for GEWEL in programming, especially in the entities whose core mandates are sectoral or technical. This can be characterized as a gap in institutional commitment for gender-responsive programming and projects. Suggestions were that all program staff needed to have more grounding in GEWEL, sufficient to recognize the need for gender assessments or mainstreaming, and to include the concepts in initial program planning. This nevertheless needs to be supported through gender specialist advice and review, whether from the institution’s own gender experts, contracting in ongoing expertise or including gender expertise in personnel profiles for programs and projects.

Some good practice strategies being used to address the need for advice and capacity development on GEWEL in DRR/CCA related programs and projects include:

- a. Integration of the institutional gender apparatus across both human resources and programming, under a high-level policy commitment and management leadership, as mentioned in 5.2.2 above;
- b. Use of a network of gender specialists within the organization at global and regional levels, supported by gender focal points in program areas, which has been a longstanding part of the structures for organizations such as FAO, ILO and UNDP, and more recently introduced for sectoral organizations such as UNEP, UNIDO, UNOPS and WHO. These come with the caution often mentioned, that gender focal points need both training and ongoing support from gender specialists, and they need time allocation for the additional roles so that they are able to perform it since such focal points have other main responsibilities. This also requires support and recognition by managers/leadership towards Gender Focal Points and their gender-related tasks to ensure effective gender mainstreaming;
- c. Contracting in ongoing gender expertise. For example, GCF assesses all funding proposals through the small gender office, but it also contracts in ongoing support through consultancy firms to support this work;
- d. Building gender assessments and expertise into budgets and personnel profiles for projects

and programs. A good practice example of this came from UNOPs in Amman, where the gender specialist had been able to include a gender assessment for infrastructure projects during the pre-start-up site assessment process and as part of the project budget; and

- e. Joint development and delivery of tailored training on gender in partnership with UN Women and/or UNFPA.

#### 5.2.4 Gender-responsive tools and guidance

Participants were able to share a wealth of tools, guidance and other resources that they were using or developing, which either mainstreamed gender or provided guidance on how to do it in DRR or CCA. The bibliography in Annex 5 to this report collates a selection of the recent initiatives and tools mentioned, provided, or otherwise identified.

In general, the views expressed were that there are many general DRR/CCA tools that mainstream gender well, but there is less publicly available guidance for program officers on how to mainstream gender into project planning and programming. It appears that much of this guidance is occurring through internal procedures for assessing projects and proposals under an integrated gender policy framework. There is also potential to share these tools more widely, as they have common elements that are relevant to a range of entities.

The limitations of relying on tools alone were also raised, with a common view that a certain level of expertise and awareness is required to use them effectively, and that program staff often preferred to seek advice from the gender specialist rather than using the tools.

#### 5.2.5 Collaborations and Partnerships

All of the participants reported numerous partnerships and collaborations with other UN entities and also with external stakeholders in DRR/CCA, including through multi-stakeholder partnerships. Generally, these were not specific to GEWEL, but they mainstreamed gender, such as the Insurance Development Forum, The Global Initiative on Decent Jobs for Youth, development of national emergency

telecommunications plans, national frameworks for climate services, regional climate outlook forums and typhoon committees.

Examples given of more specific partnerships on gender themes in the consultations and surveys were:

- Collaborations in training and capacity building where the agencies developed and undertook joint training with one of the gender specialized entities, such as the joint GFDRR and UN Women training on gender-responsive post-disaster needs assessments
- Engagement with the gender, diversity and inclusion mainstreaming in the Capacity for Disaster Reduction Initiative (the CADRI Partnership)
- Engendering the UN Plan of Action reporting process (UN Women, UNDRR, UNFPA)
- Country support partnerships such as the FAO-UNDP partnership on designing and implementing NAPs and NDCs that are gender responsive, as well as GCF and UNFCCC support for this process
- Involvement with global and regional DRR Platform gender-specific sessions
- Joint programs with FAO, IFAD, UN Women and WFP on gender equality and women's empowerment in CCA
- UNDRR stakeholder engagement mechanisms, including a stakeholder group on women and gender, and global and regional level coordination mechanisms on gender such as the Gender in Humanitarian Action Working Group, and issue based coalitions on gender equality/women's empowerment.
- The Call to Action on Protection from Gender-Based Violence, which has a new framework and multiple partners, both UN and non-UN
- The Risk-informed Early Action Partnership (REAP) that brings together an unprecedented range of stakeholders across the climate, humanitarian and development communities with the aim of making "1 billion people safer from disaster by 2025".
- Vienna Discussion Forum Series 2019 edition that focused on gender-based violence including in humanitarian contexts, and 2020 edition that focused on gender-responsive crisis preparedness and responses (UNIDO).

### 5.2.6 Future thinking on GEWEL-DRR

The short period for each meeting allowed little time for discussion of what are the next steps, but a number of very thoughtful comments were made, which this report and recommendations have aimed to capture. Some specific areas that came through in these comments relating to the UN system itself are set out in Table 2.

Three repeated themes on priority areas for DRR/CCA action at country level were:

- **Localization:** It was stated many times that the UN needs to work with women-led local organizations, but challenges included how to adapt compliance frameworks to enable work with small local

women’s organizations; how to meet UN needs for effectiveness and these organizations’ need for autonomy and empowerment as local leaders. There were also different views about where the UN comparative advantage lies in this area, whether it should focus more on supporting networks of existing organizations, or building capacity within them, and how this is done without changing the nature of the organizations and the reasons they exist. Others said it is important to work with women’s groups and community based organizations but to avoid “gender ghettos” and silos.

- **Women’s economic resilience:** This was identified as a relatively undeveloped but high priority area for UN action on DRR and CCA. Suggestions

**Table 2: Comments on Future thinking on GEWEL in the UN System**

UN entity institutional actions	UN Collaboration	Support for gender specialism
Put the resources behind the policies - “what we say is what we do”.	Have ‘embedded’ gender experts on loan from gender specialist agencies to sectoral and technical agencies, and vice versa, to build system wider expertise in gender-responsive programming.	More provision for gender specialist support in entities’ core funding as well as non-core programs and projects.
Require gender parity in conferences, training, panels and delegations, for both internal and external participants.	Can we have a UN-SWAP type mechanism for DRR gender investments?	Establish gender specialist and focal points networks in United Nations global and regional hub cities.
Is each country office doing it the same way even within one entity? Where is the accountability for this?; and, why are women’s ministries so under-represented as local partners?	The UN system needs to join this together - we should not have to advocate on gender every time there is a major disaster response.	We need a UN system-wide roster of experienced gender specialists that all entities can access without going through another agency’s clearance system.
Build gender needs assessment into all project planning, including for infrastructure projects; and more extensive and sophisticated use of gender tagging within project design.	We need shared understanding on: gender, environment, CC and peace nexus; the importance of gender equality in CC, “not just as a right but because it is the best way to solve the climate crisis.”	The main issue is human resources to do what we know needs to be done. There is a risk of burnout for those working on gender in UN entities.
We need more monitoring of gender indicators in project implementation; measure gender compliance and impact at the end of projects; and use gender audits.	Find out why many program teams don’t like to use the extensive tools on gender mainstreaming. What do they want or need? More one- pagers and elevator pitches?	If UN entities rely on consultants to do the project planning, how do we ensure in-house capacity for implementation?

were: it needs to include programs that contribute to climate resilience, reconstruction and rehabilitation of infrastructure, and include in these job opportunities for women's empowerment that focus on increasing gender equality and decreasing discrimination; and there needs to be a stronger commitment to this area of work.

- **Women's leadership:** Suggestions were: the UN should support women's leadership development/training in a more robust way; leadership needs to encompass local, national and international, as well as formal and informal roles; and there is also a need to work with men and masculinities in areas that support women's and men's resilience and freedom from violence.

## 5.3 External Stakeholders Survey

The External Stakeholder Survey aimed to collect feedback from experts and practitioner organizations outside the UN system, on how the UN system is doing in programming and partnerships to address gender equality and women's leadership in DRR. It was conducted with an aim to better understand:

- Where the UN system's comparative advantage currently is in promoting GEWEL-DRR;
- What are the main gaps in UN support for these objectives;
- How well UN entities are engaging with external partners on these issues; and
- Future priorities and recommendations for the UN system to address gaps and build partnerships on gender equality and women's leadership in DRR.

As noted in the Methodology, the survey was distributed through a range of networks. It was open for two weeks and received a total of 167 responses from a wide cross-section of actors engaged in DRR from international to local level. The top six types of organizations of respondents were: 41% reported civil society organizations; 12% in academia/research; 11% in government;<sup>111</sup> 9% private sector; 6% Red Cross/Red Crescent; and just over 4% women's

organizations. The Survey results are summarized in Annex 4.

### 5.3.1 UN Support for Country Pandemic Preparedness and Recovery

#### Working with the United Nations on the COVID-19 pandemic

Two-thirds of respondents had been aware of or worked with a UN organization supporting countries with pandemic preparedness and recovery. When asked questions concerning the extent of gender-responsiveness of these support efforts, there was a wide variation in replies across all four gender questions (see Figure A4-3 in Annex 4). The gender questions asked whether the activities:

- 1) Mainstream gender equality and/or women's leadership (over 52% said moderate to high);
- 2) Focus on increasing gender equality (57% said moderate to high);
- 3) Focus on women's leadership (49% said moderate to high); and
- 4) Are co-developed with women's organizations, women's ministries and/or women in communities (44% said moderate to high).

Overall, these ranked gender inclusion at substantial level. However, the extent of variation indicates a perception that there is scope to increase the gender-responsiveness of UN agencies' COVID-19 preparedness and recovery. Based on this data, the aspects that received less focus were women's leadership, and co-development with women's organizations. These results are remarkably similar to the UN system agencies' self-reporting in the UN surveys, as described section 5.1 above, both in terms of variation and a lesser focus on women's leadership, with the least focus on co-development with women's organizations, etc. (for details see Figure A3-2 in Annex 3).

### 5.3.2 Priority Partner Organizations

#### The types of organizations the UN should choose as partners

Based on results, respondents indicated the UN organizations should give the highest priority to

partnering with the following organizations to accelerate gender equality and women's leadership in DRR, answers are presented as an average score based on a 4-point scale. The top six nominated organization types were:

- Women's organizations (average of 3.38)
- Government ministries - women/gender (average of 3.37)
- Civil society/NGOs - national/international (average of 3.3)
- Multi-stakeholder partnerships on DRR/DRM/CCA (average of 3.29)
- Government - local/subnational (average of 3.28)
- Government ministries – CC and environment (3.18).

### 5.3.3 Priority DRR Activities and Actions

#### Priority gender equality and women's leadership activities in DRR to build resilience at country level:

Respondents were given a list of activities in DRR and asked to rank them according to a 4-point scale to indicate the priority the UN should give to each activity at country level.

The top six priorities chosen were:

- Women's leadership in community DRR
- Women's leadership in community CCA
- Gender-responsive laws, policies, and strategies
- Women's participation and leadership in institutions
- Training on gender-responsive analysis, programs, mainstreaming
- Support governments on sex and age disaggregated data

#### Priority prevention, preparedness, response and recovery actions to accelerate gender equality and women's leadership in DRR at country level:

Respondents were given a list of prevention, preparedness, response, and recovery actions and asked to rank each of them according to a 4-point scale to indicate the priority the UN should give to each action at country level to accelerate gender equality and women's leadership.

The top six priorities chosen were:

- Humanitarian assistance - gender-responsive
- Prevention and mitigation of gender-based violence in disasters
- Women's economic resilience in disaster recovery
- Post disaster needs assessments - gender-responsive
- Emergency shelter plans - gender-responsive
- Vulnerability and capacity assessments – gender-responsive

### 5.3.4 UN Tools and Guidance

**Using UN Tools and Guidance:** A total 55% of respondents had used or contributed to tools or guidance material from UN organizations (e.g., manuals, guides, methodologies, booklets, online/digital). While this is a majority, it also means that 45% had not done so. This is interesting to note considering 96.1% of respondents answered that they work in a field relevant to this study: DRR, CCA, gender equality or women's leadership.

This indicates a gap in these external stakeholders' use of tools and guidance material developed by UN organizations in DRR areas. There could be a range of reasons for this, potentially including but not limited

to lack of access, may not reflect local contexts/cultures, lack of knowledge tools/guidance exist, tools/guidance may not reflect practical advice/actions etc. This deserves further investigation, given how much investment there is in tools and guidance by the United Nations system.

**Experience of either mainstreaming and/or a focus of gender equality or women's leadership in UN tools and guidance:** Based on their personal experience, respondents were given the option to describe the extent to which the UN tools and guidance focused on, or mainstreamed gender equality or women's leadership. Respondents perceived that, to some extent, there is a focus on, or mainstreaming of gender equality or women's leadership in some tools/guidance. However, they report inconsistency, or suggest it may often be too general in nature. There were many comments expressing that in some cases, gender equality and women's leadership were either excluded, not prioritized or the tools/guidance lacked the ability to translate into tangible change or actions.

A brief summary of these comments include: gender equality and women's leadership has some focus but the tools and guidance lacked community context and practical implementation, which reduces the overall usefulness in achieving desired or long-term results; there's a need to address the needs of women with disabilities and women in rural areas where access to digital facilities and technology is limited; it is important to account for age, ethnicity, sexual orientation, gender identity and social status; results are dependent on the capacity of the implementers; in some cases UN tools in mainstreaming women's leadership are used in addition to locally developed tools.

### 5.3.5 UN DRR Partnerships and Projects

**Working with the UN on DRR partnerships/projects:** A total of 62% of respondents had worked with the UN on a DRR partnerships/project, at a mix of global to national and local levels. They reported that objectives on gender equality and women's leadership are not included in all TORs for UN DRR partnerships and projects. There is a perceived gap, evident by the 43.5% of respondents reporting that objectives on gender equality or women's leadership were only included in some TORs or not at all. This

data highlights that there is perceived scope for the UN to increase the use of gender equality and women's leadership in its TORs.

**The extent to which UN DRR partnerships/projects have focused on aspects of gender equality and women's leadership:** Respondents were asked to what extent the UN DRR partnerships/projects focused on the following aspects of gender equality and women's leadership in DRR:

- 1) Leave-no-one-behind in DRR/DRM/CCA
- 2) Gender-responsive capacity development
- 3) Gender-responsive programs/projects
- 4) Promotion of women's leadership in DRR/DRM/CCA
- 5) Intersectionality or diversity in DRR/DRM/CCA.

Results indicate that UN partnerships/projects are seen as moderately to highly gender responsive overall according to these criteria.

**The inclusion of women as personnel in UN partnerships and projects on DRR:** Based on the experience of respondents, 83% indicated that the UN partnerships or projects included both men and women as personnel, and 66% also indicated that women were included in the leadership or governance teams on UN DRR partnerships or projects. However, there is still a perceived gender gap with 23% of respondents indicating women were not included in leadership on partnerships or projects, and 7% indicating that women were not included at all.

**Good practices or new learnings on gender equality and women's leadership from working on UN DRR partnerships or projects:** Based on the experience of 69 respondents, a total of 80% stated that good practices or new learnings emerged from working with the UN on a DRR partnership or project. However, there is a gap as 20.3% of responses indicated that no good practices or new learnings emerged. This could be due to a lack of focus being placed on gender equality or women's leadership through the design and implementation of the partnerships or projects. This data indicates there may be a need for further research into the effectiveness of UN DRR partnerships/projects.

### 5.3.6 Observations on the External Stakeholder Survey

The survey results present the UN in a positive light overall. The data indicate that the external stakeholders, which did not include deliberate surveying of governments and was a majority of NGOs, generally perceive the UN to be taking moderate to high action on focusing on and mainstreaming gender equality and women's leadership in DRR. However, the results do indicate perceived gaps and potential scope for UN organizations to improve in some areas.

Particular gaps that UN entities may wish to address include:

- A greater focus on and mainstreaming of gender equality and women's leadership in the UN support of countries with pandemic response.
- There may need to be further research into the effectiveness of UN tools and guidance in DRR. Respondents indicated that the DRR/CCA tools and guidance were often too general in nature and either gave low priority to, or completely omitted, gender equality and women's leadership.

- The perceived gender gap in women in leadership or governance positions in UN partnerships.

External stakeholders also expressed the view that, to accelerate gender equality and women's leadership in DRR, the UN should prioritize partnering with:

- Women's organizations
- Government ministries - women/gender
- Civil society/NGOs - national/international
- Multi-stakeholder partnerships on DRR.

Overall, the written responses highlight the importance of the UN collaborating with and focusing on the local level. A survey of Member States would be of interest to understand whether governments share this perspective.

The key findings from the Study overall are set out below, followed by a set of specific recommendations in Part 7. Not all findings require action as this section aims to reflect positive findings and good practices as well as gaps.

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<sup>95</sup> UN Women. "[Promoting UN Accountability \(UN-SWAP and UNCT-SWAP\) | How We Work: UN System Coordination.](#)" Accessed May 21, 2021.

<sup>96</sup> World Meteorological Congress. "WMO Gender Equality Policy." 2015.

<sup>97</sup> Source: UNDP and ILO consultations.

<sup>98</sup> UNIDO. "[Strategy for Gender Equality and the Empowerment of Women, 2020–2023.](#)" Accessed June 7, 2021.

<sup>99</sup> Source: UNIDO consultation interview

<sup>100</sup> Green Climate Fund. "[Updated Gender Policy and Gender Action Plan 2020–2023.](#)" 2019.

<sup>101</sup> GEF. "[Policy on Gender Equality \(GEF/C.53/04\).](#)" Washington D.C, USA: Global Environment Facility, 2017.

<sup>102</sup> UNEP. "[Gender Equality and the Environment: Policy and Strategy.](#)" 2015.

<sup>103</sup> UNDRR. "[Women's International Network on Disaster Risk Reduction - Promoting Women's Leadership in the Asia-Pacific Region - World.](#)" March 2021.

<sup>104</sup> [ILO Conventions on gender equality.](#) Key Conventions and Recommendations on gender equality in the world of work, including in disaster settings, include: the Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Workers with Family Responsibilities Convention, 1981 (No. 156), the Maternity Protection Convention, 2000 (No. 183), the Domestic Workers Convention, 2011 (No. 189), the Violence and Harassment Convention, 2019 (No. 190), as well as the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205).

<sup>105</sup> For example, as set out in: UNFPA. "[A Human Rights–Based Approach to Programming: Practical Implementation Manual and Training Materials.](#)" Accessed June 12, 2021.

<sup>106</sup> FAO. "Achieving Gender Equality and Women's Empowerment in Agriculture and Food Systems - A Handbook for Gender Focal Points." 2021.

<sup>107</sup> UNSDG. "[UNCT Gender Equality Marker Guidance Note.](#)" United Nations Sustainable Development Group, 2019.

<sup>108</sup> USDG. "[Resource Book for Mainstreaming Gender in UN Common Programming at the Country Level.](#)" United Nations, 2017.

<sup>109</sup> UN Women. "[Manual for Facilitators: Gender-Responsive United Nations Sustainable Development Cooperation Framework Engagement | Digital Library: Publications.](#)" 2020.

<sup>110</sup> UNFPA. "[A Human Rights–Based Approach to Programming Practical Implementation Manual and Training Materials.](#)" Accessed June 12, 2021.

<sup>111</sup> Although the target audience was stated in the survey introduction, it was open to the public and a range of government officials chose to complete it. Nevertheless the vast majority of respondents were non-State and non-UN actors engaged in DRR, CCA or gender and development. Details are provided in Annex 4.

# Key findings and practical entry points to increase United Nations effectiveness on gender equality and women's leadership in DRR and CCA

## 6.1 Sendai Framework monitoring needs greater accountability on gender

At the international policy level the Sendai Framework does not currently provide sufficient structure for meaningful guidance for operationalizing and reporting on GEWEL in DRR.<sup>112</sup> The mid-term review is an opportunity to undertake a gender-responsive review with the aim to improve this framework. The Global platform in DRR in 2022 will also give relevant stakeholders an opportunity to discuss this before the mid-term review of the Sendai Framework is completed in 2023.

The development of Gender Action Plan, as has been done for the Paris Agreement, UNFCCC<sup>113</sup> and some environment sector treaties and agreements,<sup>114</sup> would also more clearly define the actions and accountabilities for gender-responsive implementation of the Sendai Framework.

See: **Recommendation 1 – Review gender-responsive implementation of the Sendai Framework, and Recommendation 2 – Enhance gender reporting on DRR under the UN Plan of Action.**

## 6.2 Gender in United Nations support for creating national enabling environments towards gender equality and women's leadership in DRR and CCA

It is important to adopt system-wide and joined approaches for integrating gender-responsive DRR and climate change adaptation into United Nations development efforts. The United Nations system and related organizations have intensified their capacity to support countries to integrate disaster and climate resilience into national, sectoral and local development strategies and plans, and to develop or update national and local DRR strategies/plans aligned with the Sendai Framework, but many more initiatives and stronger commitment are required towards investing in women's leadership and gender equality.

These national frameworks are key elements of the national enabling environments for DRR/CCA at country level, which establish both the institutional frameworks and the national priorities for implementation of the Sendai Framework and climate change adaptation. If these processes are not based on gender analysis of risks and needs, and on sex-disaggregated qualitative and quantitative data, and if they do not provide for meaningful participation and leadership roles for women, then the outcomes are often "gender blind". This means they may simply replicate existing inequalities, or even prove maladaptive and worsen existing disadvantage, leaving women and marginalized people further behind.

While this is a support role to sovereign states, and the legislatures or governments are the decision-makers, UNCTs and resident missions often play a significant role in establishing frameworks through bringing in international guidance and technical experts, and through relationships with country partners and other stakeholders. However, based on the Study findings, it appears that the United Nations system is not yet providing a consistent approach to GEWEL in its support for DRR/CCA at country level. For example, based on the consultations and UN surveys, UN entities that provide technical advice to governments to support development and implementation of national laws, strategies, plans and programs on DRR and CCA, do not necessarily mainstream gender into their own advice and processes.

United Nations agencies and other partners that support these processes at country level are often in a position to provide advice and resources, and develop the national and institutional capacities, and it is important that this support role is overtly gender responsive. One of the roles of UN entities in this environment is to bring knowledge of international norms and good practices. Their role may also include convening stakeholders in new configurations, but the low level of engagement with women's ministries or women's organizations in the DRR/CCA work suggests that women's organizations still tend to fall outside the perceived stakeholder groups on DRR/CCA.

United Nations tools and guidance can also contribute to this country level work, if the other UN entities are aware of them. For example, the forthcoming UNDP "Key Elements to Include Gender Equality and Women's Empowerment in Climate Policies and Nationally Determined Contributions (NDCs)."<sup>115</sup> GCF also focuses substantially on supporting gender-responsive National Adaptation Plans, as well as applying its rigorous gender policy and action plan framework to all GCF project funding applications.<sup>116</sup> FAO and partners have also developed and used gender-responsive processes and tools to support climate-and-disaster risk adaptive national policies on food and agriculture.<sup>117</sup> The Study did not identify similar United Nations guidance for mainstreaming GEWEL into national or local strategies on DRR, and

UNDRR and partners may wish to consider specific ways to support more gender-responsive processes and capacity development.

In the context of disaster risk, the focus of United Nations agencies and partners in gender-based violence (GBV) and sexual and reproductive health (SRH) has been on the humanitarian contexts of response to disasters, climate changes (especially El Nino and La Nina) and complex emergencies. This includes extensive work on normative tools and operational support on GBV prevention and maintenance of SRH services, primarily for women and girls, for preparedness, early/anticipatory actions and emergencies.

See: **Recommendation 3 - Ensure system-wide and joined approaches for integrating gender-responsive DRR and CCA in support to Member States.**

### 6.3 The development of a disaster recovery continuum on women's health and violence prevention

The COVID-19 "shadow pandemic" for women and girls has highlighted the need to make women's health and GBV UN system-wide priorities. These issues have a critical impact on the health, safety, dignity and wellbeing of women and girls in disasters. This is a cross-sectoral issue that requires prioritization in preparedness, early action/anticipatory actions and recovery planning through collective efforts.

Building on the COVID-19 lessons learnt, the United Nations system needs to take a cross-sectoral approach on prevention of and response to gender-based violence and associated psychosocial support, and on the continuity of sexual and reproductive health services during disaster preparedness, response and recovery. These supports also need to be provided to women in communities affected by slow-onset disasters and climate displacement and be recognized as a key priority in early and ongoing response and recovery operational planning.

See: **Recommendation 4 - Establish a UN system-wide approach to gender responsive DRR that includes women's sexual and reproductive health and GBV prevention, response and recovery.**

## 6.4 Improved institutional mechanisms toward gender equality are needed to enable gender-responsive programming

The reporting by UN entities under the UN Plan of Action currently does not indicate systematic inclusion of GEWEL in DRR initiatives by most reporting entities, but this may also indicate that gender-responsive and transformative initiatives are not yet sufficiently tracked within agencies because this does not correlate with the level of gender activity reported in the UN Survey responses, or the UN consultations, or the external stakeholders survey. So, despite the surveys and consultations for this Study, this question is not yet fully answered. But this does indicate a need to further develop United Nations system reporting and accountability frameworks on institutional and programmatic inclusion of gender equality and women's empowerment and leadership in DRR/CCA, at global, regional and country levels.

A number of the Study consultation interviews also indicated that the extent of integration of gender equality into DRR/CCA programs and projects in direct support to Member States by United Nations technical and sector specialized agencies varies widely within and between agencies; and when it occurs it is often driven by motivated individuals as much as institutional culture and accountability. Further, these interviews indicated that not all personnel have the capacity, or awareness, to fully implement the gender requirements in program and project planning tools, and that there are limited accountability mechanisms or impact assessments to monitor progress.

Based on the consultations, surveys and institutional policy approaches reviewed, there is a strong

relationship between United Nations entities' institutional policies and gender architecture, and the extent to which they mainstream gender effectively into DRR/CCA programs and projects. Importantly, this includes allocation of resources for gender specialist inputs within the institutions, in order to provide specialist advice or monitoring and also to develop a greater breadth and depth of program staff capacity.

It is clear that United Nations system entities are highly engaged with normative work and international and regional partnerships in gender equality and women's leadership, and also in DRR and CCA. However, the institutional gaps between these workstreams appear to reduce the United Nations' effectiveness in supporting risk-informed sustainable development that mainstreams gender equality and empowerment of women and girls in line with SDG 5.

The concepts of women's leadership and women's empowerment also appear to be receiving very little attention in most United Nations entities' normative work and direct support to Member States in DRR/CCA. Some interviewees perceived a decline in these aspects of gender equality, although the Women's Resilience to Disasters program recently launched by UN Women<sup>118</sup> and the WIN-DRR Women's International Network on Disaster Risk Reduction supported by UNDRR are now building women's leadership in national and international roles in DRR.<sup>119</sup>

There is also potential to adapt indicators and reporting under the UN System-wide Action Plan (UN-SWAP) on Gender Equality and the Empowerment of Women. Version 3 of UN-SWAP is under development and this could support the nexus between institutional preparedness on gender and mainstreaming gender in DRR/CCA.<sup>120</sup> An additional gender indicator for the UN Plan of Action results framework can also be considered.

See: **Recommendation 5 – Promote UN entity institutional readiness and capacity development on GEWEL-DRR.**

## 6.5 Women Count: sex-disaggregated data and gender statistics on impacts and participation

In her opening address to “Counting women: using disaggregated data to build a resilient and inclusive Blue Pacific” Conference of Pacific Women in May 2021, Mami Mizutori, Special Representative of the United Nations Secretary-General (SRSG) for Disaster Risk Reduction, stated: “Good data collection sits at the heart of our understanding of disaster and climate risks and it is vital to ensure that gender equality is embedded in national and local strategies for disaster risk reduction.”<sup>121</sup>

Her remarks reinforce the need to look afresh at the question of sex-disaggregated data and DRR with two issues in mind. The first is that quantitative sex-disaggregated data are still not reported in many countries, even on disaster deaths, injuries, and direct loss and damage. The second is that relevant gender statistics go far beyond quantitative measures of direct disaster impacts. It includes sex-disaggregated baseline data on the pre-existing socio-economic and political assets that underpin resilience, qualitative measures of direct and indirect disaster impacts by gender, and, importantly, data on women’s participation and leadership in DRR staffing and institutional governance from national to local level.

The Sendai Framework Monitor receives numeric data under the Sendai Framework Targets A-D based around indicators concerning mortality, personal injury and damage to dwellings and livelihoods, direct economic losses (agriculture including crops, livestock, forestry, fisheries and aquaculture; productive assets; housing sector; critical infrastructure; cultural heritage), and losses due to disaster damage to critical infrastructure and services (health, education and other critical services and infrastructure as decided by each Member State).<sup>122</sup> While countries are encouraged to provide these data in a sex-disaggregated form for some indicators, the Sendai Framework targets and indicators themselves do not ask for it, and many

countries report only aggregated data. However, it is encouraging to note that at least 44 countries have reported some form of sex-disaggregated data as of April 2021, although this is not yet published by country due to the need to complete validation processes.<sup>123</sup> There are significant United Nations and partner efforts to support countries with better disaster data collection and analysis so that they are able to use it in managing risk and building resilience.<sup>124</sup>

There was a widely expressed view during the consultation that the deficit in sex-disaggregated data reflects a lack of national or local government capacity in data collection, but some United Nations and partner experience at country level, including with post-disaster needs assessments (PDNAs), does not always bear this out. PDNAs always face time pressure, and, as one expert interviewee indicated, at that point it is too late to collect new data, but the availability of baseline gender and sex disaggregated population also reflects priorities in national census data collection and its analysis, and availability across sectors. In other cases, it may also be a decision on priorities for the use of time and resources, both at the collection point and at the reporting stage, in an environment where sex-disaggregated data is not yet the prevailing norm. It is important to scrutinize this question more closely, and to undertake qualitative research on the barriers to States reporting sex-disaggregated data under the Sendai Framework, as part of a strategy to set new norms for quantitative gender data collection and analysis in relation to disasters.

Sex-disaggregated data need to be available not only to measure direct and indirect disaster impacts and losses, but also to calculate relative risk, different needs, to tell us who is participating meaningfully in DRR and CCA at national or local level, and whether these measures are effective in increasing the resilience of communities.<sup>125</sup> More of this kind of data, in particular qualitative gender analysis, would help to understand the extent and nature of gender empowerment or exclusion in DRM/DRR and CC institutions at local, national and regional levels, and what kinds of support can help to better include and empower women for the benefit of all.

This approach also ties in with the broader “Women Count” initiative of UN Women on gender data relating to the Sustainable Development Goals.<sup>126</sup> As the “Pacific Roadmap on Gender Statistics” describes it, “gender data refers to statistics that capture the specific realities in the lives of women and men.”<sup>127</sup> Accordingly, it includes (1) sex-disaggregated data, (2) statistics for gender specific indicators (e.g., indicators such as maternal mortality ratios or prevalence of prostate cancer are gender-specific but do not require sex disaggregation) and (3) data for indicators that capture gender issues implicitly (e.g. the share of households not using clean cooking fuels, because the use of unhealthy fuels affects women disproportionately, as they spend more time in the household and are usually in charge of cooking).

See: **Recommendation 1 – Review gender-responsive implementation of the Sendai Framework; and Recommendation 6 – Support removal of barriers and promote sex-disaggregated disaster data reporting by Member States.**

## 6.6 Sharing of good practices and gender-specific tools and guidance materials

There are many gender mainstreaming good practices and tools being developed and used by United Nations entities in DRR/CCA, but these investments are not yet widely known between agencies.

Additionally, the external stakeholders’ survey indicated that 45% of the respondents in the sample had not used United Nations tools, and since many of these are intended for country and external users, this may indicate a communication gap, or a functional gap between what is needed and what is provided. This is an important general finding that requires further investigation and suggests different methodologies may be needed to assess the need for certain tools and then to design them to suit the needs of the intended end-users, as well as sharing them in ways that are accessible to people working at sub-national

and local levels. For example, if guidance tools are very long and complex, and not available in local languages, their potential use requires high levels of education including a high degree of competence in another language. They also may not suit cultural learning styles in some countries. Potentially shorter guides in more languages, or different media or forms of presentation could be more effective.

Some internal guidance could also potentially be shared more widely with other United Nations entities and external users. These are all important investments in building resilience, and global efforts would benefit from more consistent sharing in a variety of languages. The Women’s Resilience to Disasters (WRD) open source Knowledge Hub being developed by UN Women aims to facilitate such sharing within the UN systems and between partners and researchers.<sup>128</sup>

See: **Recommendation 7 – Review all UN system DRR/CCA tools and methodologies to ensure they are gender-responsive.**

## 6.7 Gender in general DRR/CCA tools and guidance

Aside from supporting countries to develop effective enabling environments, United Nations entities are deeply engaged with capacity development and operational support across all aspects of disaster and climate risk prevention, preparedness, response, recovery, and reconstruction, as well as risk assessments, post-disaster needs assessments, data, technology, investment, and risk financing. Tools, guidance, methodologies, research, training, and other capacity development are central to these efforts in support of Member States’ and partners’ investments in resilience. It was not possible to review a representative range of the United Nations tools and guidance on all these different aspects of DRR and CCA, but the consultations and both the surveys indicated that the following issues frequently arise:

- The tools themselves may be focused on technical aspects such as the probability of hazards occurring, the impacts on the natural environment, or economic damage and loss assessments, without describing how these relate to risk reduction and needs of affected communities, and thus do not provide an opening for a gender-responsive approach the risk of communities of hazards.
- UN program staff are not aware of, or not trained in, the use of gender-specific tools.

Based on the UN Consultations finding that tools and guidance are not always well shared, and the external stakeholders' survey finding that 45% of respondents (90% working in DRR/CCA and/or gender in development) had not used UN tools or guidance, there appears to be need for UN entities to review this issue. There may also need to be further research into the effectiveness of UN tools and guidance in DRR, as external survey respondents indicated that the DRR/CCA tools and guidance were often too general in nature and either gave low priority to, or completely omitted, gender equality and women's leadership.

COVID-19 reminded everyone that there is a gender dimension that has to be addressed in all plans, policies and programs, including disaster risk reduction. Greater United Nations investment in gender responsive and proactive preparedness and early actions that fully address GBV are keys for successful outcomes in the long run. In particular, GBV response and sexual and reproductive health services are essential life-saving services in disaster risk plans. Finally, COVID-19 also demonstrates that women caring for others, and as the majority of frontline health and social welfare responders, play a particularly important role in this pandemic. They have the skills and knowledge to lead disaster risk reduction and must be part of any strategic contingency planning process.

Building on lessons learnt from COVID, some UN agencies have identified that it is essential to prioritize gender equality much more in the existing tools related to disaster risk assessments in all sectors, contingency planning, implementation, and monitoring activities through governance policies,

formal and informal protocols and programs. UN actions should also ensure a cross-sectoral approach for gender mainstreaming including the prevention of and response to gender-based violence and the continuity of sexual and reproductive health services.

Based on UN Women's mapping and analysis of what still needs to be developed, a list of key tools and methodologies that are being developed or need to be developed include:

- Gender-responsive legal and policy frameworks
- Gender-responsive budgets
- Measuring women's leadership in DRR
- Disaggregated data collection and use
- Gender-responsive early warning systems
- Gender-responsive preparedness
- Women's resilient livelihoods and businesses.

Based on this, a strong need for centralization of tools was identified. Potentially, the new Women's Resilience to Disasters Knowledge Hub, currently under development and a joint product with UNDRR, may provide a solution.

**See Recommendation 7 – Review all UN system DRR/CCA tools and methodologies to ensure they are gender-responsive.**

## 6.8 Need for innovation in building women's economic resilience

Women and girls are also often the hardest hit by the socio-economic impacts of both sudden- and slow-onset disasters and climate change. Destruction of infrastructure such as water and electricity supply, transport, communications, health, education and care services, often imposes an increased domestic burden on women, as household work is made more difficult, and the responsibility of caring for children and the elderly falls disproportionately on women.<sup>129</sup> The deaths, injuries or out-migration of men, or the separation of families when fleeing as refugees or when internally displaced, mean sudden shifts of responsibilities, with women needing to find ways of sustaining their dependents.<sup>130</sup>

Preparing for and supporting women's economic resilience and sustainable livelihoods in disaster recovery<sup>131</sup> and climate change adaptation remains an area where there is a need for greater focus, going beyond basic livelihoods recovery following disasters, in line with ILO Recommendation No. 205 on Employment and Decent Work for Peace and Resilience (2017). This could be done in collaboration with a number of stakeholders and partners, including workers' and employer and business membership organizations. It also includes ensuring that disaster risk financing, insurance and climate change funds are gender-responsive and accessible to women and building resilience of women-led MSMEs. There is a need for innovation to do this in prevention, preparedness, and recovery as well as climate change adaptation. This could be done both through institutional and policy-level support as well as through downstream activities.

Preparing for and supporting women's economic resilience in disaster recovery<sup>132</sup> and climate change adaptation remains an area where there is a need for greater focus, going beyond basic livelihoods recovery following disasters. It also includes ensuring that disaster risk financing, insurance and climate change funds are gender-responsive and accessible

to women and building the resilience of women-led MSMEs. There is a need for innovation to do this in prevention, preparedness, response and recovery as well as climate change adaptation.

In this area, in general, the ILO Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205) provides guidance to governments, workers' and employer and business membership organizations and other key stakeholders.<sup>133</sup>

The ILO has identified the need to work specifically on disaster prevention and preparedness related to women's livelihoods, employment, enterprises and businesses, both formal and informal. This can include risk reduction measures aimed at MSMEs, such as capacity building for business continuity management in order to enable enterprises to prepare for and stay in operation in a sustainable manner in crisis situations. It is also essential that forecast-based financing, and anticipatory actions for disaster mitigation, disaster risk financing and insurance, and CCA funding are gender-responsive and accessible to women and girls. An example is capacity building of community-based financial services providers such as women's village banks.

Gender-responsiveness in business development services such as Business Continuity Management Training, or financial services, requires:

- a. In terms of service delivery, that the needs for care services for workers with family responsibilities are taken into account, that policies are in place to ensure non-discrimination of service users and the special targeting of women users, and that the services are safe; and
- b. In terms of service content, that for training services skills gaps between women and men are assessed and addressed and that for financial services, that the specific constraints that women may face in accessing finance, such as collateral requirements, are addressed.

Resilient infrastructure related to DRR and CCA can provide employment opportunities for women as well as men, and the infrastructure itself needs to be gender-responsive. This means ensuring that:

- a. In terms of the immediate employment opportunities that are provided by infrastructure projects, women have equal access to these job opportunities and are treated equally at work (e.g., non-discrimination, equal pay policies) and not subjected to violence or harassment.
- b. Ultimately, that women's infrastructure needs are met, including priority-setting about which types of infrastructure will be reconstructed first, for example, large roads may serve the socio-economic needs of men in their gendered work roles, but women may see more immediate need for footpaths, health centres, schools and childcare facilities.

Socio-economic resilience also requires skills-development that can help to reskill those whose livelihoods are threatened by climate change and/or disaster. This may also include supporting gender-responsive employment services that can play an important role in disaster response, for instance by linking affected women with work and job-training programs, or by providing the basis for improved local capacity to ensure the continuation and/or expansion of core services that are gender-responsive. ILO notes that to make such programs gender-responsive requires that:

- a. Skills gaps between women and men are assessed and addressed;
- b. In terms of the training process, the needs for care services for workers with family responsibilities are taken into account, policies are in place to ensure non-discrimination in trainee selection, and training services are safe; and
- c. In terms of the training content, that gender equality is covered as a topic in addition to technical topics, and women and men are not channelled into gender-stereotyped curricula but the training instead serves to break down stereotypes.

See: **Recommendation 8 – Increase the focus on and use innovative approaches to build women's economic resilience through climate change adaptation and disaster prevention, preparedness, response and recovery.**

## 6.9 Localization and women's organizations

Local women-led organizations are often the first responders during a crisis. They have strong networks and trust within the community, which helps them identify the most vulnerable groups that need assistance. They also have the expertise with past emergencies that makes their leadership and participation critical for an effective DRR programming and policies.

One of the discussions that came through the consultations was the question of how locally the UN system should work. The general view was that local efforts were needed on GEWEL, but mostly to support local women's organizations and to work with them as partners, but not to replace them. Some other issues that arose with these strategies, including that local civil society organizations could rarely satisfy UN financial compliance requirements to act as implementing partners or contractors in projects. Another issue was that investing in capacity development in local women's organizations was an ongoing process, because staff or activists who received training usually found paid employment with other organizations.

The agencies that specialize in gender issues appeared from the consultations and survey to be the main ones working at local level on GEWEL. They aimed to work with local women's organizations and also to facilitate their local representatives: to attend and have a voice in global fora on DRR; to be included in strategic planning for new DRR policies, preparedness, national contingency plans and post-disaster plans; and to have a space to consult widely with relevant local stakeholders, including NGO/CSO consortia and women's networks, for effective programming and policies.

See: **Recommendation 9 – Engage directly with women's organizations in climate change adaptation and disaster prevention, preparedness, response and recovery as a key element of localization.**

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- <sup>112</sup> Zaidi and Fordham. "[The Missing Half of the Sendai Framework: Gender and Women in the Implementation of Global Disaster Risk Reduction Policy](#)." *Progress in Disaster Science* 10, no. April (2021): 100170.
- <sup>113</sup> UNFCCC. "[The Gender Action Plan](#)." United Nations Climate Change. Accessed July 26, 2019.
- <sup>114</sup>
- <sup>115</sup> Quesada-Aguilar. "Key Elements to Include Gender Equality and Women's Empowerment in Climate Policies and Nationally Determined Contributions (NDCs) [DRAFT - EMBARGOED]." United Nations Development Programme, NDC Support Programme, June 2021.
- <sup>116</sup> Sources: (1) on the processes, the GCF Study consultation; and (2) Green Climate Fund. "Updated Gender Policy and Gender Action Plan 2020–2023." Incheon, Republic of Korea: Green Climate Fund, 2019. ]]
- <sup>117</sup> Most recently: (1) FAO, IFAD and WFP. [Gender Transformative Approaches for Food Security, Improved Nutrition and Sustainable Agriculture – A Compendium of Fifteen Good Practices](#). 2020.; (2) FAO. [Gender-Responsive Disaster Risk Reduction in the Agriculture Sector - Guidance for Policy-Makers and Practitioners](#). 2016.; and (3) "A Gender-Responsive Approach to Disaster Risk Reduction (DRR) Planning - Guidance for Supporting Rural Women and Men to Build Resilience in the Face of Disasters." 2016.
- <sup>118</sup> "[Women's Resilience to Disasters Knowledge Hub](#)." Accessed June 6, 2021.
- <sup>119</sup> UNDRR. "[Women's International Network on Disaster Risk Reduction - Promoting Women's Leadership in the Asia-Pacific Region - World](#)." Bangkok, Thailand, March 2021.
- <sup>120</sup> UN Women. "[Promoting UN Accountability \(UN-SWAP and UNCT-SWAP\) | How We Work: UN System Coordination](#)." Accessed May 21, 2021.
- <sup>121</sup> Ms. Mami Mizutori, Special Representative of the United Nations Secretary-General (SRSG) for Disaster Risk Reduction, Opening Message to "[Counting women: using disaggregated data to build a resilient and inclusive Blue Pacific](#)" 5 May 2021, 14th Triennial Conference of Pacific Women.
- <sup>122</sup> [Sendai Framework Indicators](#) (Accessed 28 May 2021).
- <sup>123</sup> Update from UNDRR Sendai Framework Monitor provided to the Study.
- <sup>124</sup> UNDRR. [Global Assessment Report on Disaster Risk Reduction 2019](#). Geneva, Switzerland: Nations Office for Disaster Risk Reduction, 2019., Chapter 9, pp. 264-286; and Abreu-Lopes et al. [Gender Equality and Big Data: Making Gender Data Visible](#). New York: UN Women: Global Pulse, 2018.
- <sup>125</sup> UN Women. "[Gender and Climate Change under the Gender Action Plan \(GAP\). Submission by the United Nations Entity for Gender Equality and the Empowerment of Women \(UN Women\)](#)." Submission by UN Women. April 2018.
- <sup>126</sup> UN Women Data Hub. "[Women Count](#)." Accessed May 31, 2021.
- <sup>127</sup> SPC, and UN Women. "[Pacific Roadmap on Gender Statistics](#)." 2020. P. 17.
- <sup>128</sup> "[Women's Resilience to Disasters Knowledge Hub](#)." Accessed June 6, 2021.
- <sup>129</sup> Asian Development Bank, [Balancing the Burden? Desk Review of Women's Time Poverty and Infrastructure in Asia and the Pacific](#). 2015; and Mignon Duffy, "[Women-dominated child and home care work is critical infrastructure that has long been devalued](#)", *The Conversation*, 10 May 2021.
- <sup>130</sup> ILO, Employment Policy Brief, "[Building a Gender-Equitable Future Through Employment Intensive Investment Programmes](#)". 2019.
- <sup>131</sup> GFDRR et. al., "[Gender Equality and Women's Empowerment in Disaster Recovery](#)." Disaster Recovery Guidance Series. Washington, DC: World Bank Global Facility for Disaster Reduction and Recovery. 2018.
- <sup>132</sup> GFDRR et. al., "[Gender Equality and Women's Empowerment in Disaster Recovery](#)." Disaster Recovery Guidance Series. Washington, DC: World Bank Global Facility for Disaster Reduction and Recovery. 2018.
- <sup>133</sup> ILO. "[Recommendation R205 - Employment and Decent Work for Peace and Resilience Recommendation](#), 2017 (No. 205)." 2017.

These recommendations are in three parts.

- **Part A: United Nations System Collective Action on GEWEL under the Sendai Framework.**

These address system-wide challenges that require collective action by UN system entities to support gender equality and women's empowerment and leadership in DRR under the Sendai Framework, including establishing clearer norms and accountabilities.

- **Part B: United Nations entities' institutional readiness for gender-responsive programming on DRR/CCA.**

These recommendations address individual UN system entities' key policy frameworks, resource allocation for gender expertise and wider capacity development that contribute to institutional readiness for gender-responsive DRR and CCA programming.

- **Part C: United Nations entities' support to Member States.**

These recommendations highlight specific aspects of United Nations entities' engagement with Member States and other stakeholders, where changes to tools, guidance or their implementation are likely to have the greatest impact on increasing gender equality and women's empowerment and leadership in DRR/CCA.

## Part A. Recommendations on United Nations System Collective Action on GEWEL-DRR under the Sendai Framework

### Recommendation 1 – to review gender-responsive implementation of the Sendai Framework

It is recommended that the United Nations takes the opportunity of the forthcoming mid-term review of the Sendai Framework to call for a stronger focus and dedicated gender-responsive and gender-transformative actions in its implementation, including by triggering systematic work planning on gender equality and women's empowerment and leadership in DRR (GEWEL-DRR). Proposed mechanisms to do this include:

#### 1.1 Gender-responsive mid-term review and reporting process

- a. Ensure the mid-term review process itself is gender-responsive, by agreeing specific GEWEL-DRR objectives and ensuring equitable and meaningful participation of women, women-led, and women's rights organizations in all Sendai Framework implementation assessment processes at global, regional and national levels;
- b. Establish a global consultative group of gender experts, with a majority from the global south, to ensure that the mid-term review includes necessary partners to incorporate GEWEL in the process, and encourage the formation of similar groups in each region; and
- c. Building on the existing SFM targets and indicators that request reporting on sex, age, income and disability disaggregated data, aim to enable Member States to provide disaggregated data, informed by the work undertaken by the global and regional working groups on disaster-related statistics.

#### 1.2 Gender work planning and implementation

Call for a gender work plan, as a priority, and explore with Member States the potential to agree a Sendai Framework gender action plan to carry implementation through to 2030; assign a convening role to relevant United Nations entities to progress a gender work plan. Comparable models are seen in the global gender action plans agreed for the climate change and biodiversity conventions, and integrated approaches or implementation with these plans should also be considered.

## **Recommendation 2 – to enhance gender reporting on DRR under the UN Plan of Action**

It is recommended that the Senior Leadership Group on DRR for Resilience supports improved reporting on GEWEL-DRR under the UN Plan of Action by:

- a. Undertaking a review of existing reporting indicators in the current reporting template to identify gaps and opportunities for integrating GEWEL and to confirm the need for a dedicated GEWEL-DRR indicator;
- b. Creating a new mechanism for tracking GEWEL-DRR results by entity, including the possibility of integrating GEWEL-DRR into the forthcoming revision of the UN-SWAP 2.0 indicators, or developing a specific gender marker or scorecard on GEWEL-DRR under the UN Plan of Action; and
- c. Providing guidance to the reporting entities to involve gender focal points/advisors in their reporting on implementation of the UN Plan of Action.

## **Recommendation 3 – to ensure system-wide and joined approaches for integrating gender-responsive DRR and CCA in support to Member States**

It is recommended that all CEB entities work collectively, based on their comparative advantages, to ensure that all UN work that supports national enabling environments for DRR or CCA – technical support, capacity development, funding, partnerships or networks with national organizations – address systematically two key dimensions of GEWEL:

- a. Advocate for greater representation of women’s ministries and organizations, as well as meaningful participation of women and a minimum proportion of women (e.g. based on a two-thirds gender rule) in all national, sub-national and local platforms, institutions and policy and contingency planning processes on DRR and CCA; and
- b. Ensure that all technical support and project partnerships they resource systematically mainstream GEWEL into the objectives and terms of reference, include situational gender analysis for the policy or risk governance issues being addressed, are gender-responsive in method and include accountability through monitoring and evaluation of gender-related outputs and impacts, including accountability to women and girls.

## **Recommendation 4 – to establish a UN system-wide approach to gender responsive DRR that includes women’s sexual and reproductive health and GBV prevention, response and recovery**

It is recommended that, building on COVID-19 lessons learnt, the United Nations system:

- a. Ensures a cross-sectoral approach on prevention of and response to gender-based violence, including psychosocial support, and on the continuity of sexual and reproductive health services during disaster preparedness, response and recovery.
- b. Ensures that gender-based violence, psychosocial support and sexual and reproductive health in emergencies and recovery, and in communities affected by slow-onset disasters and climate displacement, is recognized as a key priority through collective efforts in preparedness, early action/anticipatory actions, early and ongoing response and recovery operational planning.

## **Part B. Recommendation on United Nations Entities’ Institutional Readiness for GEWEL-DRR**

### **Recommendation 5 – to promote UN entity institutional readiness and capacity development on GEWEL-DRR**

It is recommended that each CEB entity reviews the issue of GEWEL-DRR implementation from the perspective of their own institutional readiness and capacity by:

- a. Reviewing their strategic framework and monitoring system to ensure it integrates GEWEL-DRR indicators so that their contribution to Sustainable Development is risk-informed;
- b. Reviewing their institutional architecture and resource allocation on gender equality and gender mainstreaming to determine whether it provides sufficient leadership, policy support and expertise in gender analysis to support gender-responsive and gender-transformative program development and planning on DRR, including preparedness, contingency planning and early action/ anticipatory action frameworks;
- c. Undertaking a gender assessment of their institutional preparedness for consistent planning, implementation and reporting of GEWEL based on sectoral areas of responsibilities, staff capacities and training, checklists and guides, monitoring and evaluation, as well as gender parity guidelines for conferences and panels, etc.;
- d. Initiating any necessary organizational changes to strengthen capacity to ensure they are able to model the GEWEL DRR principles already adopted by the United Nations system across a range of international frameworks and to bring these capacities to the table in all their work with Member States, national counterparts and other partners and stakeholders.

## Part C. Recommendations for United Nations Entities' Support to Member States

United Nations support to Member States should not be limited to governments, but also include support to, for example, workers' and employer and business membership organizations, women's organizations, and other civil society organizations working in different areas and with different groups, indigenous and tribal peoples, people with disabilities and other relevant groups in the national context.

### Recommendation 6 – Support removal of barriers and promote sex-disaggregated disaster data reporting by Member States

It is recommended that all CEB entities whose work supports Member States on disaster and climate data and research:

- a. Address the issue of gender data broadly and include both quantitative and qualitative socio-economic data as the basis for gender analysis to plan effective climate change adaptation and disaster prevention, preparedness, response and recovery measures;
- b. Engage in norm-setting for sex and age disaggregated data collection and analysis by ensuring all capacity development and technology support for DRR and CC data systems include sex and age disaggregated data collection and analysis as a key objective;
- c. Address continuing barriers to the availability of gender data in each country context, including wider systems issues such as linkages between subnational and national data collection systems; and
- d. Support rigorous qualitative research on gender and DRR/CCA at country level and collect and share best practices and lessons learnt on gender data.

### Recommendation 7 – Review all UN system DRR/CCA tools and methodologies to ensure they are gender-responsive

It is recommended that all CEB entities review the key DRR/CCA tools, guidance and processes that they have developed, or use, or participate in, to ensure that they are gender-responsive, appropriate to the contexts where they are intended for use, and widely shared with other UN and partner organizations. This recognizes the central role of tools, guidance, methodologies, research, training and other capacity development in United Nations entities' support for Member States' and partners' investments in resilience, noting that:

- a. If the general DRR/CCA tools and guidance are not gender-responsive, including practical guidance and accountability for program and project staff on gender mainstreaming, they can inadvertently contribute to ongoing gender inequality and exclusion of women;
- b. If United Nations entities are not aware of or do not use specific tools developed for gender-responsive DRR/CCA, this is a missed opportunity to achieve GEWEL in DRR/CCA;
- c. If non-UN stakeholders are not aware of, or not using the relevant UN tools and guidance, there may also need to be further research made into the target audiences and their needs.

## **Recommendation 8 – Increase the focus on and use innovative approaches to build women’s economic resilience through climate change adaptation and disaster prevention, preparedness, response and recovery**

It is recommended that all CEB entities strengthen their existing, or initiate a new, focus on innovative approaches to strengthening women’s economic resilience, given the clear links between women’s resilience to disasters and climate change and equality of access to employment and decent work, livelihoods, business and financial services, assets, social protection, and education and training. This requires:

- a. Planning for and supporting women’s economic resilience, sustainable livelihoods, social protection and education and training opportunities in disaster recovery and climate change adaptation;
- b. Specifically working on disaster prevention and preparedness related to women’s livelihoods, employment, enterprises and businesses, both formal and informal, including measures such as capacity-building for business continuity management, and gender-responsive employment services and skills development for those whose livelihoods are threatened by climate change and/or disaster;
- c. Ensuring disaster risk financing, including risk-informed and shock-responsive social protection and insurance, forecast-based financing/anticipatory actions, and climate change funds, are gender-responsive and accessible to women and girls, and include local capacity building such as community-based financial services providers / women’s village banks;
- d. Ensuring that employment-intensive investment in resilient infrastructure offers equal employment opportunities to women and that its design and delivery is gender-responsive, offering solutions for women and communities affected by disasters and climate change.

## **Recommendation 9 – Engage directly with women’s organizations in climate change adaptation and disaster prevention, preparedness, response and recovery as a key element of localization**

It is recommended that all operational CEB entities working at national and local levels in DRR and CCA:

- a. Work with local women’s organizations and networks to empower and build their capacity as advocates, and innovators;
- b. Facilitate UN compliance mechanisms and capacities to engage and resource local women’s organizations as implementing partners and contracted entities;
- c. Support representatives of local women’s organizations to attend and input into national and global fora on DRR and CCA, including strategic planning for new DRR and CCA policies, preparedness and national contingency plans, early/anticipatory actions and post-disaster plans, and that they have a space to consult widely with relevant local stakeholders, including of NGO/CSO consortia and women’s networks for effective programming and policies; and
- d. Focus on sharing challenges, lessons learnt, and good practices in the context of empowering local women’s organizations and ensuring their voice, agency, and leadership in disaster risk reduction.



## ANNEX 1

### UN consultations list and scope

A total of 17 entities participated in the consultations. These were held as a series of small group or one-to-one videoconferences during May and early June 2021. Due to time zone differences and the numbers of interested staff, two or more meetings were held with some agencies.

	Participating UN Entity	Consultation participants
1	FAO	Dono Abdurazakova, Illaria Sisto, Indira Joshi, Kae Mihara, Wirya Khim
2	GCF	Sebelwongel Negussie
3	ILO	Mito Tsukamoto, va Majurin, Emanuela Pozzan, Firehiwot Tadese, Alexandra Hallqvist
4	UNDP	Andrea Quesada, Bharati Sadasivam, Ioana Creitaru, Rita Missal
5	UNDRR	Animesh Kumar, Branwen Millar, Fanny Langella, Jenty Kirsch-Wood, Rajul Sengupta, Sandra Amlang
6	UNEP	Molly Kellogg, Silja Halle
7	UNFCCC	Nicholle Koko Warner, Wiebke Bender
8	UNFPA	Angela Buscheri, Emily Krasnor, Isabella Flisi, Lola Valladares, Maryline Py, Sujatat Tuladhar, Tomoko Kurokawa, Zilda Carcamo
9	UNICEF	Maguette Ndiaye
10	UNIDO	Alfredo Cueva, Carmela Centeno, Nicolas Schmidt
11	UNOOSA	Coen Bussink, Markus Woltran, Shimrit Maman, Shirishkumar Ravan
12	UNOPS	Gamuchirayi Bakasa, Sarah Gjerding, Agustela Nini, Alba Agoli, Beatrice Teya, Diane Felicite Magnikeu Ngamo
13	UN Women	Lucretia Ciurea, Maria Holstberg, Michiyo Yamada, Nina Lozinschi, Rahel Steinbach, Tanja Tuominen, Thuyanh Tran, Toni Brodber
14	WFP	Cecilia Roccato, Giorgia Pergolini
15	WHO / Global Health Cluster	Adrienne May Rashford, Clara Rodriguez, Lynne Harrop, Qudisia Huda, Tasiana Samba Mzozo
16	WMO	Erica Allis, Johannes Kratzheller
17	World Bank	Anna Kuriakose, Arjola Aliman, Victoria Stanley

## Text of Guiding Topics for Consultations with UN Entities

### 1. Institutional structures and resources:

- Institutional arrangements or workstreams in your UN entity that focus on DRR or CCA
- Any unit, position or workstream that focuses on gender equality and/or women's leadership in DRR/CCA
- Level of human and financial resources dedicated to promoting gender equality and/or women's leadership in DRR/CCA
- Any changes since 2015 (e.g., new units, positions, budgets)

### 2. Gender mainstreaming in programs and projects:

- Extent of routine gender mainstreaming and/or gender-responsive approaches into program and project planning, budgeting, implementation and/or evaluation for DRR/CCA in your UN entity
- How mainstreamed gender elements are tracked or evaluated, and how well this works
- Any plans to increase gender mainstreaming in program/project implementation
- Any areas of your UN entity's work in DRR/CCA where gender is not relevant, or gender mainstreaming is not applicable

### 3. Gender-focused initiatives:

- The process in your UN entity for beginning initiatives that focus on gender equality and/or women's leadership in DRR/CCA
- Any gender-focused initiatives since 2015
- Barriers to implementing gender-focused programming or projects (e.g. is it seen as another UN entity's job, or there are competing priorities)

### 4. Gender-responsive tools and guidance

- If your UN entity produces tools and guidance on any aspects of DRR/CCA (e.g. risk or needs assessments)
- If the general tools and guidance on DRR/CCA include priorities related to gender equality or women's leadership; if not, whether there are plans to review them
- If your UN entity produces tools and guidance that focus on gender analysis, gender mainstreaming, gender-responsive implementation in on DRR/CCA?
- If your UN entity produces tools and guidance that focus on women's leadership in DRR/CCA?

### 5. UN system collaborations

- Notable collaborations with other UN system organizations on gender equality and/or women's leadership in DRR/CCA (global, regional, national, or local)

### 6. External stakeholder collaborations

- Notable collaborations with non-State organizations on gender equality and/or women's leadership in DRR/CCA (global, regional, national, or local)
- Notable collaborations with regional organizations of States on gender equality and/or women's leadership in DRR/CCA

### 7. Where do we go from here?

- Is your UN entity already focused enough on gender equality and/or women's leadership in DRR/CCA?
- Are other relevant UN entities focused enough on gender equality and/or women's leadership in DRR/CCA?
- If not, what might be some catalysts to increase priority and attention to these issues?

# ANNEX 2

## Acronyms

CC	Climate Change
CCA	Climate Change Adaptation
CEB	United Nations Chief Executives Board
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEDAW Committee	Convention on the Elimination of all Forms of Discrimination Against Women Committee (CEDAW treaty monitoring body)
CSW	United Nations Commission on the Status of Women
DRR	Disaster risk reduction
DRM	Disaster risk management
FAO	Food and Agriculture Organization of the United Nations
GCF	Green Climate Fund
GEM	Gender Equality Marker
GEWE	Gender Equality and Women's Empowerment
GEWEL-DRR	Gender Equality and Women's Empowerment and Leadership in DRR
GFDRR	Global Facility for Disaster Reduction and Recovery
GTG	Gender Theme Group
IASC	Inter-Agency Standing Committee
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
ITU	International Telecommunication Union
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	United Nations Human Rights Office of the High Commissioner
JWPs	Joint Work Plans
LNOB	Leaving No One Behind
M&E	Monitoring and Evaluation
QCP	Quadrennial Comprehensive Policy Review of operational activities for development of the UN system
RC/HC	Resident Coordinator/Humanitarian Coordinator

RCO	Resident Coordinator Office
RGs	Results Groups
SDGs	Sustainable Development Goals
Sendai Framework	Sendai Framework for Disaster Risk Reduction 2015-2030
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCCD	United Nations Convention to Combat Desertification
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction (former UNISDR)
UN DRR FPG	United Nations Disaster Risk Reduction Focal Points Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNFCCC	United Nations Framework Convention on Climate Change and its Secretariat
UNHABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
UNICEF	United Nations Children Fund
UNSDG	United Nations Sustainable Development Group (former UNDG)
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNGA	United Nations General Assembly
UNOOSA	United Nations Office for Outer Space Affairs
UNOPS	United Nations Office for Project Services
UN-SWAP	UN System-wide Action Plan for Gender Equality and the Empowerment of Women
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme
WHO	World Health Organization
World Bank	World Bank Group
WMO	World Meteorological Organization

# ANNEX 3

## United Nations Entities' Survey

### A3.1 The Survey

The United Nations online survey was circulated to all entities that are part of the UN DRR Focal Points Group, with an initial two week response period, eventually extended by a further 10 days. The purpose of the survey was to obtain a rapid indication of entities' level of activities in DRR and/or CCA and gender to supplement reporting under the UN Plan of Action on DRR for Resilience, the document review and consultations. As the survey was voluntary it is likely that there is some positive bias in the sample of UN entities, in favour of those already inclined to give more importance to gender inclusion, given the subject matter of the Study and survey.

Fifteen entities responded. Although this group of fifteen is only 30% of the 50 UN entities that are part of the UN DRR Focal Points network, they do represent a good cross-section of agencies that: have gender equality as a key pillar in their program mandates (UNFPA, UN Women); have mandates that focus on DRR/DRM or CCA (OCHA, UNDRR); and broad development entities, specialized and technical agencies for whom both gender and DRR/CCA are cross-cutting issues (FAO, ILO, ITU, UNDCO, UNDP, UNOOSA, UNEP, UNIDO, WFP, WMO); as well as one regional UN entity (ESCAP).

The UN DRR Focal Points and/or the gender specialists nominated by them coordinated the survey responses. As the survey period was short, due to the project timelines, the responses were generally not made through formal internal processes, and so their responses are not reported by entity name. However, each entity was allocated a randomized respondent number from 1 to 15 that represents the same entity throughout the data analysis, with the objective of allowing visual representations of the variability between entities. The survey data will be more thoroughly examined at a later stage, in particular the long form comments and additional information and links provided, but high-level analysis for this report has enabled the following observations.

### A3.2 Type and Level of activity in DRR and/or CCA and gender

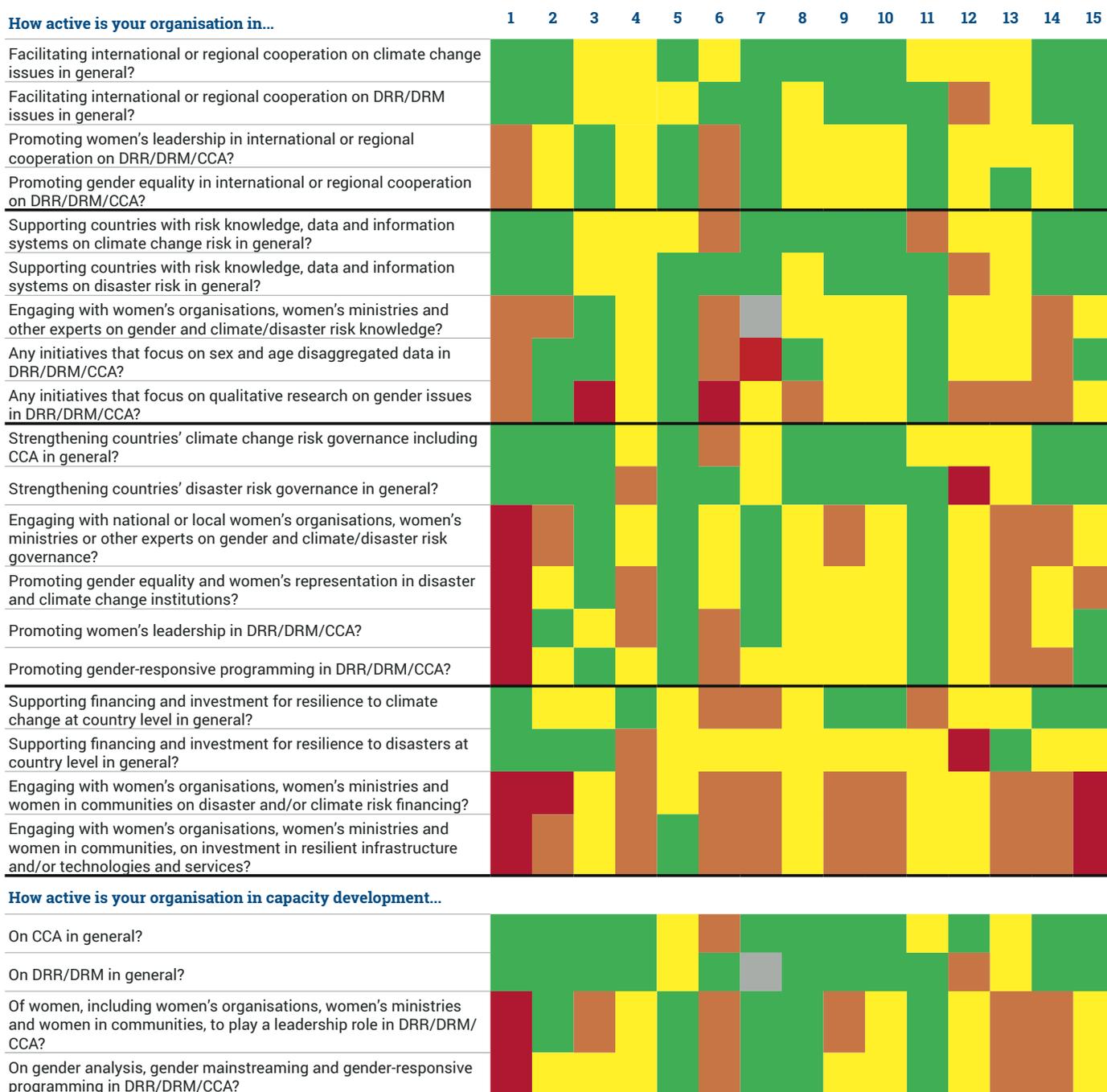
A series of thematic questions (2-6) were asked about the level of activity of the respondent UN entities in different aspects of DRR and/or CCA and gender. Each group of questions included baseline questions on overall levels of activity, followed by 2-4 questions on the degree of gender mainstreaming, how much there was any focus on gender equality or women's leadership and other related question for each topic, such as engagement with women's ministries and organizations. (The questionnaire is available from the Study Core Team agencies). Figure A3-1 shows the responses by agency, with each column number representing one agency. This shows the variability between responses on different question, with gradations from green (showing high activity) to red (showing no activity).

Figure A3-1 illustrates that, on **facilitating international or regional cooperation** on climate change or DRR/DRM issues in general, 14 of the 15 respondent entities reported high to very high activity levels. The activity level on gender issues was lower overall, but still significant, and none reported no activity. Specifically:

- i. On promoting women's leadership in international or regional cooperation on DRR/DRM/CCA there were five high, eight moderate, and two low activity reported; and
- ii. On promoting gender equality in international or regional cooperation on DRR/DRM/CCA the responses were similar but this time with six reporting high activity.

This indicates that, across the board, the 15 respondent agencies are active in supporting gender inclusion in international or regional cooperation.

**Figure A3-1: Responses by Entity on Level of activity in DRR and/or CCA and gender (each numbered column represents 1 entity)**



On levels of activity in **supporting countries with risk knowledge, data, and information systems** on disaster and climate change risk in general, Figure A3-1 shows that most reported moderate-to-high activity overall (with three reporting low activity in either DRM/DRR or CCA, no doubt reflecting a degree of specialization between these areas). However, the picture was more mixed on the gender-related questions, with the majority reporting moderate activity and the others fairly evenly split between high and low levels on the issues of:

- i. Engaging with women's organizations, women's ministries and other experts on gender and climate/disaster risk knowledge (3 high, 7 moderate, 4 low, 1 N/A);
- ii. Initiatives that focus on sex-and-age disaggregated data in DRR/DRM/CCA (6 high, 5 moderate, 3 low, 1 not at all);
- iii. Any initiatives that focus on qualitative research on gender issues in DRR/DRM/CCA (3 high, 5 moderate, 5 low, 2 not at all).

Of these, quantitative sex-and-age disaggregated data is receiving the most attention overall, and qualitative research on gender issues the least. The extent of engagement with women's ministries and organizations by two-thirds of the entities is a positive indication of real efforts to integrate gender concerns into risk knowledge, data, and information systems, although there is clearly room to increase this engagement.

Activities levels related to **strengthening countries' climate change and/or disaster risk governance** in general were rated as moderate to high by all except one (with some difference between climate change and disaster), as illustrated in Figure A3-1. But on the four gender questions there was considerable variability. These related to (i.) engaging with national or local women's organizations, women's ministries etc. (ii.) promoting gender equality and women's representation in disaster and climate change institutions, (iii.) promoting women's leadership in DRR/DRM/CCA, and (iv.) promoting gender-responsive programming in DRR/DRM/CCA. For example, one agency that reported high activity on risk governance for both disasters and climate change, also reported no activity under the four gender questions. Around half reported moderate activity on the four gender issues, with the others fairly evenly split between high and low levels. This shows clearly that there are some approaches to country level support that do not see gender equality, women's leadership or engagement with women as an essential element of risk governance, although it is positive that most reported doing do this to at least a limited degree.

**Capacity development** in CCA and DRR/DRM saw a similar pattern, with the vast majority reporting high activity levels in either or both, as seen in Figure A3-1. But on engagement with women's organizations etc. the responses were polarized between high and low activity, suggesting this is an area of divergence in practice. And on capacity development on gender analysis, gender mainstreaming and gender-responsive programming in DRR/DRM/CCA, the vast majority reported low to moderate activity, with three high and one no activity. This suggests the need for a much greater focus on capacity development that is specifically aimed at planning and running gender-responsive programming.

On supporting **financing and investment for resilience to disaster or climate change at country level** in general, Figure A3-1 shows that fewer agencies reported high activity (6 for climate change and 4 for disasters) and the remainder were more evenly spread between low and moderate. Almost all the answers on the two gender questions were low to moderate activity, including three with no activity on engaging with women's organizations etc. on financing, and two with no activity with women on infrastructure and technology. This data suggests that financing and infrastructure investment for resilience is a more specialized activity, but also that gender concerns and engagement with women are not a significant part of it. Only one agency reported high activity on one of the gender questions. However, it should also be noted that the UN system entities most engaged in this area of financing, in particular the World Bank and the Green Climate Fund, were not survey respondents (although both participated in the consultations).

### A3.3 COVID-19 response

The survey included a group of **questions on the pandemic** (Questions 7-10) and the responses are illustrated in Figure A3-2. All 15 UN entity responses indicated that they had been active in supporting countries on pandemic preparedness and response since March 2020, and of these only seven indicated they had been involved in this area of work prior to 2020. This suggests that biological hazards, at least in terms of communicable diseases affecting people, had not been integrated into these agencies' work although they are included in the hazard scope of the Sendai Framework. However, only five agencies reported high or very high activity in the three general questions on whether their pandemic support (i) mainstreamed gender

and/or women's leadership, (ii) focused on increasing gender equality, or (iii) focused on women's leadership. All of these five had been engaged in pandemic preparedness and response prior to 2020, and this pattern suggests they already had established systems in place for gender-responsive support.

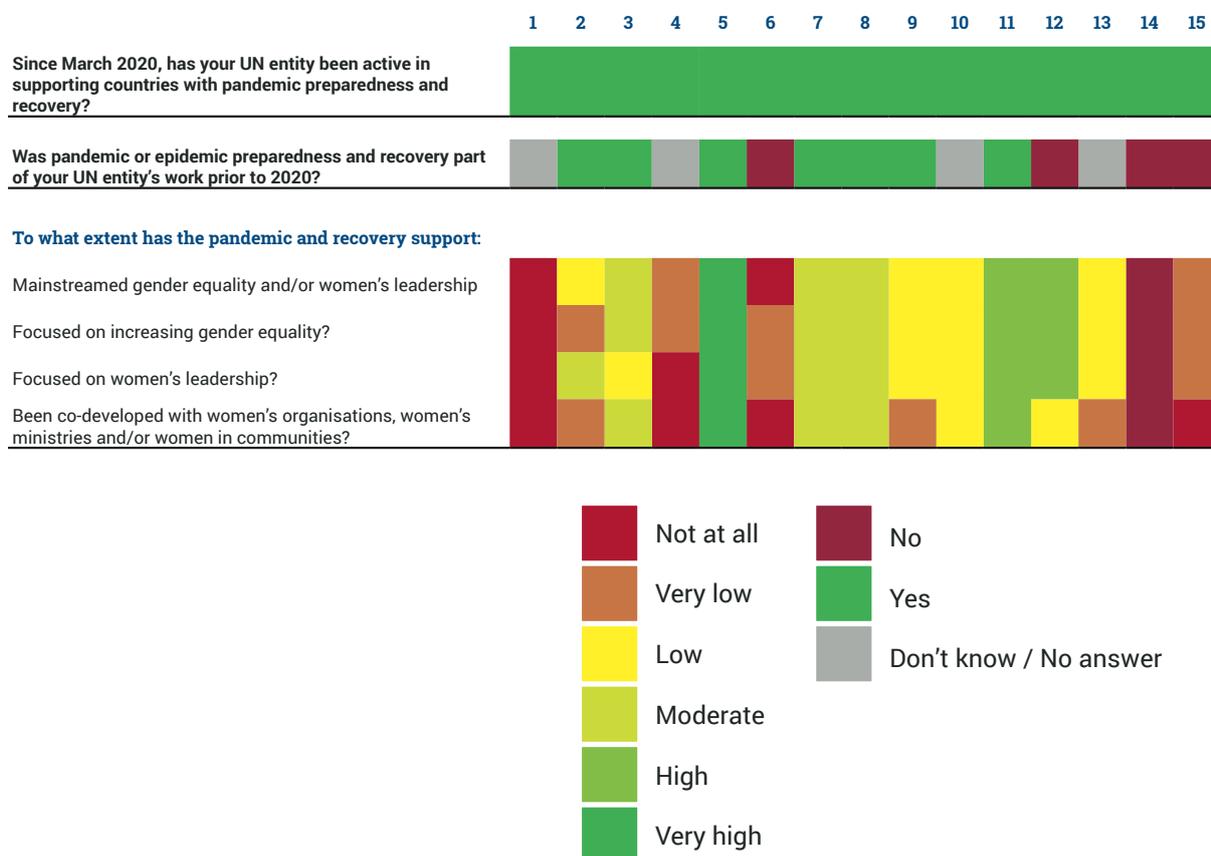
At the other end of the scale, five entities reported none-to-very-low activity in these measures of gender-responsiveness, and they were also all agencies that were new to pandemic preparedness and response. The remainder had varied answers across these three areas, ranging from very low to high, and little can be drawn from these.

Figure A3-2 shows the responses by entity, with each column number representing the same agency as in Figure A3-1. This shows the variability between responses on different question, with gradations from green (showing high activity) to red (showing no activity). It provides a clear visual representation that all agencies were involved in the pandemic response, but the extent of gender inclusion is very variable, and in all but one case shows that it is reportedly lower than the overall level of activity.

These results suggest that, when UN entities entered this space for the first time in an emergency situation, their existing institutional systems did not prompt or require gender mainstreaming in their response. Given what has now emerged on the disproportionate impacts of the COVID-19 pandemic on women and girls, this indicates a need for strengthening gender mainstreaming across areas of responsibilities, substantiated by a robust gender analysis of ongoing pandemic-related support activities to ensure that gender differences in needs are being met.

The same top five also reported high or very high activity on whether their response was co-developed with women's organizations, women's ministries and/or women in communities, while the other 10 reported none-to-low on this question. While these may reflect their sectoral counterparts or whether they have a country presence, at least four of the entities reporting none-to-low activity on co-development with women are sector-based entities that usually have a country office in developing countries, but apparently did not have links with the national institutions on gender equality or women's organizations in this work.

**Figure A3-2: Gender in the COVID-19 response**



Overall, this reflects a similar pattern to the responses on the previous group of questions on activity levels in DRR, CCA and resilience building, where UN entity engagement in a general area of work was often not gender-inclusive, suggesting it is not part of standard practice in a number of entities.

### A3.4 United Nations Entities' Institutional Readiness

The third group of questions (11-17) concerned **UN entities' institutional readiness on gender equality, women's empowerment and leadership**. These questions were asked because of the likely relationship between an entity's internal gender-responsiveness and its capacity to undertake gender assessments, gender mainstreaming and promote women's leadership in its DRR and CCA programming. They also go to the question of whether the United Nations system entities model the types of gender inclusion that the United Nations advocates at country level to improve resilience.

At a high-level analysis 80% of responses indicated that the entity included **gender targets or indicators** for its own programs, and that these combined both quantitative and qualitative measures, with more reporting use of quantitative measures than qualitative, but a majority reported using both.

Reporting on **impacts of gender equality and/or women's leadership in programming** was also reported as a significant but less consistent practice. On a 6-point scale, four out of the 15 entities rated this activity as 5 or 6, but the average was 3.8 reflecting the range of responses along the scale.

Promotion of **gender equality and women's leadership in entities own policies** was reported as very high for all of the following: governance bodies; organizational frameworks / strategic planning; organizational policies; and human resources policies and practices in general. A significant majority of 11 out of the 15 reported that these internal policies have been moderately successful, with three reporting high success and one low success. This suggests that the respondent UN entities have largely put their own houses in order on gender equality frameworks, but that there is still considerable room for improvement in implementation.

These aspects of readiness are also monitored by the reporting system under the United Nations System-Wide Reporting Results UN-SWAP;<sup>134</sup> however, gender specialists normally complete this and program staff are unlikely to be involved. There would be benefits for both DRR/CCA and gender specialists within entities to be more aware of each other's work and reporting, particularly in entities for which these are both cross-cutting mandates. For example, as noted in relation to reporting on the UN Plan of Action in 4.2, above, when that report is compared with the information given in this survey and in the consultations, it appears to under report gender-responsive activities in DRR. Institutional readiness for GEWEL in DRR may also need to address internal silos within UN entities.

### A3.5 Partnerships and Collaborations

The final group of questions (in addition to long form comments and documents at the end of the survey) were questions on partnerships and collaboration (Questions 18-28). All respondents reported **collaborations with other UN entities on DRR/DRM/CCA** in general, and nine of these reported such collaborations included gender-responsive and/or gender-mainstreamed DRR/DRM/CCA, and gender equality focused DRR/DRM/CCA. A smaller number, only four entities, reported that these collaborations included a focus on women's leadership in DRR/DRM/CCA. This is a positive finding on UN system collaborations on gender, although there is clearly scope for more combined action on promoting women's leadership.

Almost all respondents (14) also reported **joint DRR/DRM/CCA projects, or engaging implementing partners external to the UN system**. A much smaller proportion of these included gender-responsive and/or gender-mainstreamed, gender equality focused, or women's leadership focused DRR/DRM/CCA projects (seven gender responsive, four equality focused,

three leadership focused. The UN entities reported that they engaged partnerships equally across international, regional and national levels, and only to a slightly lower degree at sub-national and local/community levels. They also engage with a wide range of types of organizations, including all levels of inter-governmental and governmental bodies, civil society and the private sector to a more or less equal extent. This indicates a very good spread of activity at all levels that also supports localization. However, significantly lower engagement was reported with: gender and/or protection clusters (six of the 15); women's ministries (five of the 15); women's empowerment organizations (seven of the 15); and women's service providers (e.g. crisis centres) (two of the 15). This tends to suggest that engagement with organizations for the advancement of women, or that focus on gender issues, is an activity for gender specialist agencies, rather than a routine part of gender-responsive and inclusive DRR and CCA.

Within these partnerships, 10 respondents reported that they use **targets or indicators on gender that are quantitative** (counted, measured, and expressed using numbers), and eight reported using **qualitative indicators** (descriptive and conceptual, categorized by traits or characteristics). But on the question of measuring the impacts of projects on gender equality or women's leadership, the responses were neutral overall, in the sense that, on a scale of 1-6 from 'gender impacts are not measured' to 'detailed gender assessments are completed', the 13 responses clustered around the median (neutral).

Finally, almost all said they also engage in **regional or thematic platforms** on DRR/DRM/CCA with stakeholders external to the UN system (e.g., networks, multi-stakeholder regional DRR platforms, including stakeholders such as Red Cross and Red Crescent Movement, I/NGOs, women's organizations, academic and technical, private sector, cities, parliamentarians). The majority reported these promote gender-responsive and/or gender-mainstreamed DRR/DRM/CCA, and gender-equality in DRR/DRM/CCA; a large minority of one-third also promote women's leadership in DRR/DRM/CCA. Although this is a significant degree of gender inclusion, a fully gender responsive United Nations system might expect much closer to 100% of such platforms to promote gender equality as well as mainstreaming, and there also clearly needs to be more focus on women's leadership. The approach proposed in this report is that all United Nations and partner efforts on disaster and climate risk reduction should be based on gender analysis and promote gender equality and women's leadership as a matter of course.

### A3.6 Observations on the UN Entities' Survey

The survey gives a positive picture of a significant level of activity on gender mainstreaming, somewhat less on gender-focused programs, and less again on women's leadership, although still very substantial. Particular gaps that the survey suggests may need to be addressed in a number of agencies include:

- Institutional readiness in terms of effective implementation of agencies' own policies and frameworks on gender equality and women's leadership, as the basis for being more gender-responsive in programming, projects and external partnerships.
- More rigorous and qualitative monitoring and evaluation of gender mainstreaming, and especially a need to focus on impact assessment through gender analysis.
- Greater engagement of generalist and technical agencies with women's organizations, women's ministries and gender experts at national and local levels, to ensure that gender equality issues are understood in each context and women's organizations are part of national and local efforts in DRR and CCA.

The experience in the COVID-19 response indicates, with hindsight, the importance of including gender analysis in all emergency and recovery program planning, especially when an agency is entering a field of operation that is new to them, as a number did due to the pandemic crisis. An important question comes from the gaps between entities' overall DRR and CCA activities in each area and the extent of activity on gender mainstreaming in those same areas, and that question is "In what aspects of DRR and CCA is it not important to mainstream gender?"

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<sup>134</sup> UN Women. "Promoting UN Accountability (UN-SWAP and UNCT-SWAP) | How We Work: UN System Coordination." Accessed May 21, 2021. <https://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability>.

# ANNEX 4

## External Stakeholders' Survey

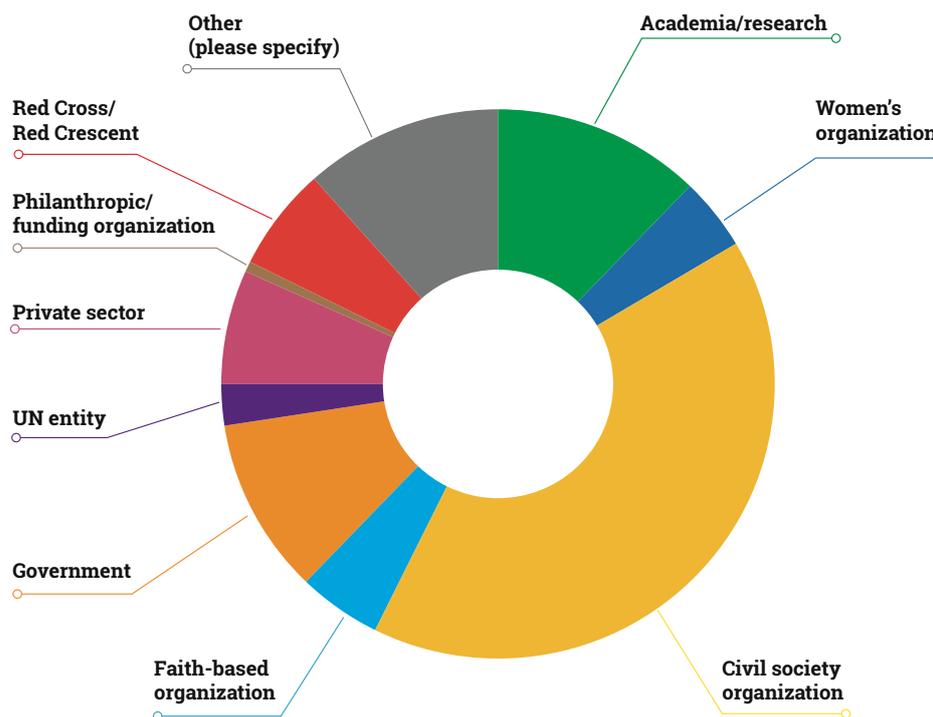
The External Stakeholder Survey aimed to collect feedback from experts and practitioner organizations outside the UN system, on how the UN system is doing in programming and partnerships to address gender equality and women's leadership in DRR. It was conducted with an aim to better understand:

- Where the UN system's comparative advantage currently is in promoting GEWEL-DRR;
- What are the main gaps in UN support for these objectives;
- How well UN entities are engaging with external partners on these issues; and
- Future priorities and recommendations for the UN system to address gaps and build partnerships on gender equality and women's leadership in DRR.

### A4.1 Respondent Information

As noted in the Methodology, the survey was distributed through a range of networks. It was open for two weeks and received a total of 167 responses from a wide cross-section of actors engaged in DRR from international to local level.

Figure A4-1: Respondent Information

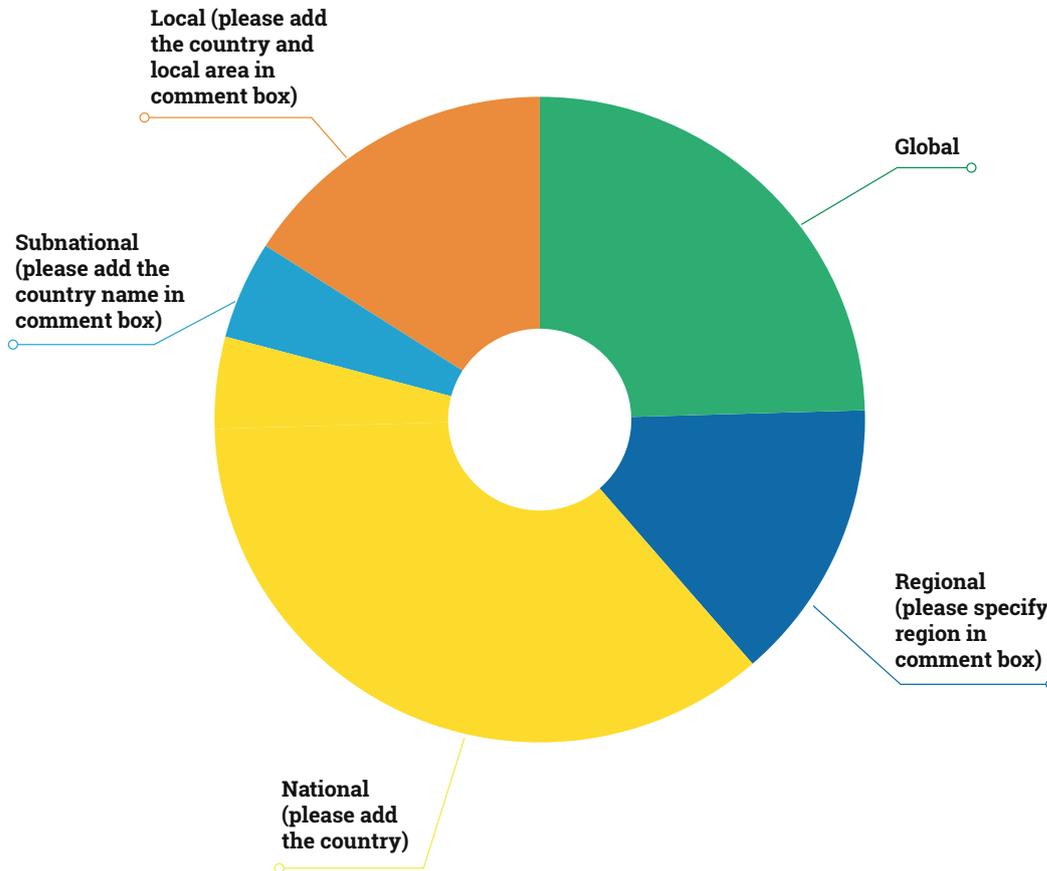


Top six types of organizations: Of respondents, 41% reported working in civil society organizations, followed by 12% in academia/research, 11% in government, 9% in the private sector, 6% Red Cross/Red Crescent and just over 4% women's organizations. See Figure A4-1.

It is important to note that this was an open survey, so although it stated the target group as non-State and non-UN people or groups working in gender and/or DRR/DRM or CCA, four respondents reported working for a UN organization, and 18 in government. However, overall, 86.6% of responses were from

the target demographic, meaning the results predominantly reflect the perspectives of stakeholders external to the UN and are relevant. Responses were approximately 50:50 from individuals and organizations; and 55% women, 39% men, 4% preferred not to say and 2% identified as other genders, so there was a good population balance.

**Figure A4-2: Global Level at which Respondents Work**



The geographical focus was also broad, with almost two-thirds reporting they work at national, sub-national or local level, and the remainder distributed between global and regional work, as illustrated in Figure A4-2.

On types of organizational work areas, respondents could indicate whether they work in any or all of four designated areas of work. The top response was DRR/DRM (83%), followed by gender equality (59%), then women’s leadership (40%). Only 4% reported working in CCA.

In a preliminary question, respondents were asked to rank the importance of promoting gender equality and/ or women’s leadership for increasing overall resilience to disasters and climate change. On a 6-point scale the average response was 5.6, falling between “very important” and the top possibility of “extremely important.” This indicates that the people who chose to complete the survey (which was voluntary and self-selecting) saw GEWEL-DRR as highly important for overall resilience.

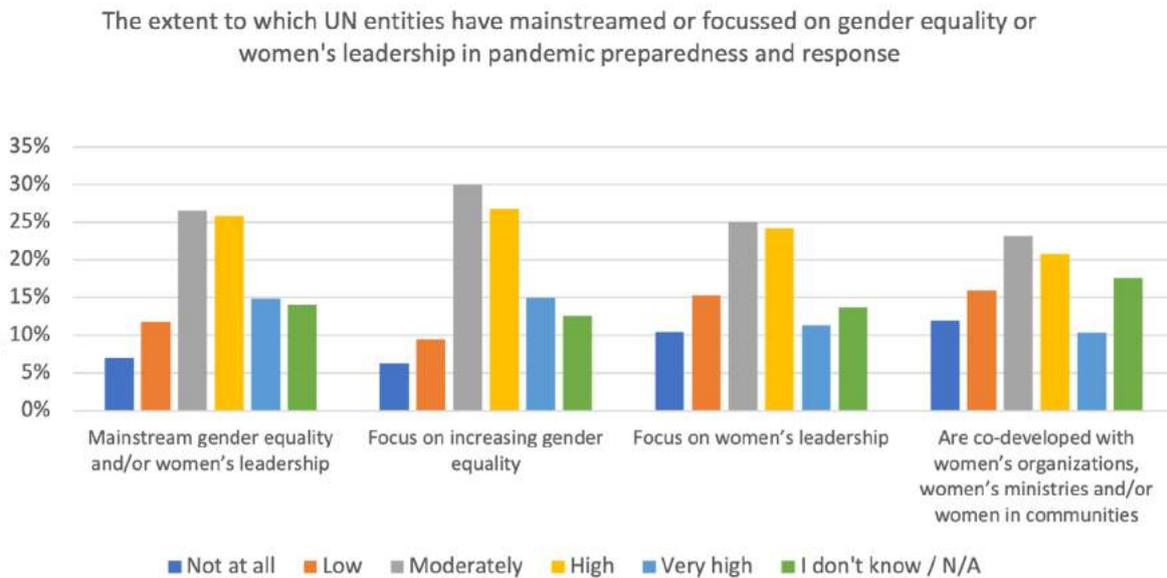
## A4.2 UN Support for Country Pandemic Preparedness and Recovery

### Working with the United Nations on the COVID-19 pandemic

Since March 2020, 64% of respondents had been aware of or worked with a UN organization supporting countries with pandemic preparedness and recovery. When asked questions concerning the extent of gender-responsiveness of these support efforts, there was a wide variation in replies across all four gender questions, as illustrated by Figure A4-3. The gender questions asked whether the activities:

- 1) Mainstream gender equality and/or women’s leadership;
- 2) Focus on increasing gender equality;
- 3) Focus on women’s leadership; and
- 4) Are co-developed with women’s organizations, women’s ministries and/or women in communities.

**Figure A4-3: Ratings for gender-responsiveness of UN COVID-19 preparedness and recovery**



In all categories of gender inclusion, the majority opted for “moderately” or “high”, and a significant group ranked each one “very high”, but there were a significant number of replies of “not at all” or “low” in each case. This is a somewhat positive result, with each category rating on average between 3 and 4 on the 5-point scale, so that is moderately gender responsive overall, according to these criteria. However, the extent of variation indicates at least a perception that there is scope to substantially increase the gender-responsiveness of UN agencies’ COVID-19 preparedness and recovery. Based on this data, the aspects that received less focus were women’s leadership, and co-development with women’s organizations.

These results are remarkably similar to the UN system agencies’ self-reporting in the UN surveys, as described in Figure A3-2 in Annex 3 above, both in terms of variation and a lesser focus on women’s leadership, with the least focus on co-development with women’s organizations etc.

### A4.3 Priority Partner Organizations

#### The types of organizations the UN should choose as partners

Based on results, respondents indicated the UN organizations should give the highest priority to partnering with the following organizations to accelerate gender equality and women’s leadership in DRR, answers are presented as an average score based on a 4-point scale. The top six nominated organization types were:

- Women’s organizations (average of 3.38)
- Government ministries - women/gender (average of 3.37)
- Civil society/NGOs - national/international (average of 3.3)
- Multi-stakeholder partnerships on DRR/DRM/CCA (average of 3.29)
- Government - local/subnational (average of 3.28)
- Government ministries – CC and environment (3.18)

The full breakdown of all organization types and respondent’s indication of priority is presented in Figure A4-4.

**Figure A4-4: Priority ratings for partner organizations to accelerate gender equality and women’s leadership in DRR.**



The other possibilities given that were not ranked in the top 6 were: Red Cross and Red Crescent – national/international; Private sector; Government ministries – budget & planning; Government ministries – DRR/DRM; Regional intergovernmental organizations (for e.g., AU, ASEAN, CARICOM, EU, OAS, SARCC, SPC etc.); and Technical/academic. However, all of them were perceived as significant, and DRR/DRM ministries came a close seventh with an average of 3.17.

The rankings see a strong focus on women’s entities (ministries and organizations), civil society and the types of partnerships that engage civil society, as well as local level government. Given the civil society focus of the sample that is not surprising, but it also indicates a willingness of civil society to engage with the United Nations system and a view that such partnerships are appropriate and productive to promote GEWEL-DRR.

## A4.4 Priority DRR Activities and Actions

### Priority gender equality and women's leadership activities in DRR to build resilience at country level

Respondents were given the following list of activities in DRR and asked to rank them according to a 4-point scale to indicate the priority the UN should give to each activity at country level. Table 1 shows the overall ranking that emerged when this question was collated.

**Table A4-1: Break down of priority activities in DRR based on a 4-point scale (note top six priority activities are highlighted in green):**

	Activities	Average
1	Women's leadership in community DRR	3.42
2	Women's leadership in community CCA	3.39
3	Gender-responsive laws, policies, and strategies	3.38
4	Women's participation and leadership in institutions	3.38
5	Training on gender-responsive analysis, programs, mainstreaming	3.32
6	Support governments on sex and age disaggregated data	3.29
7	Gender-responsive planning for resilient infrastructure and services	3.27
8	Gender-responsive risk financing and insurance	3.27
9	Maintain sex and age disaggregated databases	3.23
10	Support gender budget tracking systems in countries	3.18
11	Guidance/tools on gender-responsive analysis, programs, mainstreaming	3.15
12	Support research on gender, disasters, and climate change	3.30
13	Broker partnerships and collaborations	3.00

The top six priorities, highlighted in green, primarily relate to women's participation and leadership in the practical aspects of DRR/DRM and CCA, first at community level, then in the laws, policies and institutions that govern risk. The emphasis is on developing women's capacity in the system, and the capacity of the systems to become gender responsive through training. The small differences in the average scores of each activity suggests that all these actions are perceived to be significant to resilience at country level.

**Priority prevention, preparedness, response and recovery actions to accelerate gender equality and women's leadership in DRR at country level:** Respondents were given the following list of prevention, preparedness, response, and recovery actions and asked to rank each of them according to a 4-point scale to indicate the priority the UN should give to each action at country level to accelerate gender equality and women's leadership. Table 2 shows the average ranking that respondents gave on how high a priority they thought the UN should place on each one, on a scale of 1-4.

**Table A4-2: Break down of priority activities based on a 4-point scale below (note top six priority activities are highlighted in green):**

	<b>Actions</b>	<b>Average</b>
<b>1</b>	<b>Humanitarian assistance - gender-responsive</b>	<b>3.51</b>
<b>2</b>	<b>Prevention and mitigation of gender-based violence in disasters</b>	<b>3.50</b>
<b>3</b>	<b>Women’s economic resilience in disaster recovery</b>	<b>3.43</b>
<b>4</b>	<b>Post disaster needs assessments - gender-responsive</b>	<b>3.41</b>
<b>5</b>	<b>Emergency shelter plans - gender-responsive</b>	<b>3.40</b>
<b>6</b>	<b>Vulnerability and capacity assessments – gender-responsive</b>	<b>3.38</b>
7	Early warning systems - gender-responsive	3.37
8	Contingency plans, evacuations - gender-responsive	3.35
9	Disaster reconstruction funding and compensation schemes - gender-responsive	3.33
10	Risk assessments - gender-responsive	3.31
11	Guidance/tools on gender-responsive analysis, programs, mainstreaming	3.15
12	Support research on gender, disasters, and climate change	3.30
13	Broker partnerships and collaborations	3.00

The top six priorities, highlighted in green, predominantly reflect the need to support women at all stages of the disaster cycle. It should be noted that, again, there are only small differences in the average scores of each action, suggesting that all these actions are seen as significant to accelerating gender equality and women’s leadership in DRR.

Survey respondents had the option to leave a comment, noting additional activities and suggestions for the UN to consider. In summary responses included: implementing regenerative income and resettlement activities; increasing gender-responsiveness in science and technology; the need to identify and respond to the needs of women with disabilities, who are traditionally excluded from programming; the need to reduce community violence pre-disaster; and to collaborate and centre communities to ensure programs, design, methodologies, policy, standards, and frameworks are all community and gender-sensitive.

## **A4.5 UN Tools and Guidance**

**Using UN Tools and Guidance:** A total 55% of respondents had used or contributed to tools or guidance material from UN organizations (e.g., manuals, guides, methodologies, booklets, online/digital). While this is a majority, it also means that 45% had not done so. This is interesting to note considering 96.1% of respondents answered that they work in a field relevant to this Study: DRR, CCA, gender equality or women’s leadership.

This indicates a gap in these external stakeholders’ use of tools and guidance material developed by UN organizations in DRR areas. There could be a range of reasons for this, potentially including but not limited to lack of access, may not reflect local contexts/cultures, lack of knowledge tools/guidance exist, tools/guidance may

not reflect practical advice/actions etc. This deserves further investigation, given how much investment there is in tools and guidance by the United Nations system.

**Experience of either mainstreaming and/or a focus of gender equality or women's leadership in UN tools and guidance:** Based on their personal experience, respondents were given the option to describe the extent to which the UN tools and guidance focused on, or mainstreamed gender equality or women's leadership. Respondents perceived that, to some extent, there is a focus on, or mainstreaming of gender equality or women's leadership in some tools/guidance. However, they report inconsistency, or suggest it may often be too general in nature. There were many comments expressing that in some cases, gender equality and women's leadership were either excluded, not prioritized, or the tools/guidance lacked the ability to translate into tangible change or actions.

A brief summary of these comments include: gender equality and women's leadership has some focus but the tools and guidance lacked community context and practical implementation, which reduces the overall usefulness in achieving desired or long-term results; there's a need to address the needs of women with disabilities and women in rural areas where access to digital facilities and technology is limited; it is important to account for age, ethnicity, sexual orientation, gender identity and social status; results are dependent on the capacity of the implementers; in some cases UN tools in mainstreaming women's leadership are used in addition to locally developed tools.

#### A4.6 UN DRR Partnerships and Projects

**Working with the UN on DRR partnerships/projects:** A total of 62% of respondents had worked with the UN on a DRR partnerships/project. Respondents were asked to indicate all levels at which these partnerships or projects occurred. Based on the data, 33% of respondents indicated the partnerships or projects occurred at a national level, 26% of indicated occurrence at a global level; 18% indicated occurrence at a regional scale, 17% indicated occurrence at local/community levels, and 5% at subnational levels. This indicates that the respondents were most likely to be working with the UN at national level, but also at global level.

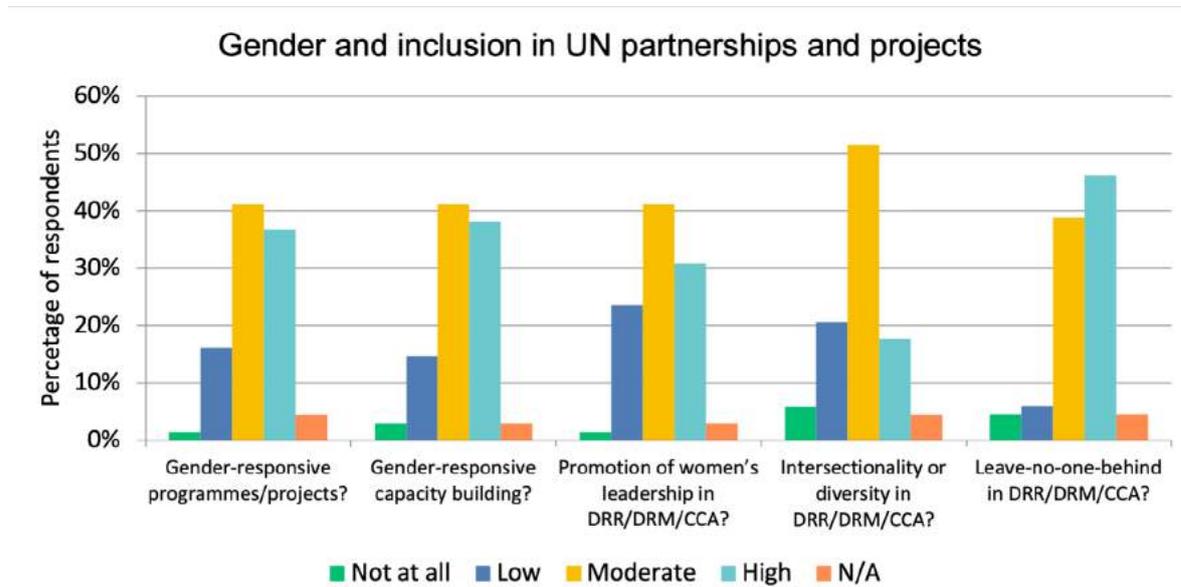
**Objectives on gender equality or women's leadership included in the terms of reference (TOR) for the UN partnerships or projects:** The respondents reported that objectives on gender equality and women's leadership are not included in all TORs for UN DRR partnerships and projects. There is a perceived gap, evident by the 43.5% of respondents reporting that objectives on gender equality or women's leadership were only included in some TORs or not at all. This data highlights that there is perceived scope for the UN to increase the use of gender equality and women's leadership in its TORs.

**The extent to which UN DRR partnerships/projects have focused on aspects of gender equality and women's leadership:** Respondents were asked to what extent the UN DRR partnerships/projects focused on the following aspects of gender equality and women's leadership in DRR:

- Leave-no-one-behind in DRR/DRM/CCA
- Gender-responsive capacity building
- Gender-responsive programs/projects
- Promotion of women's leadership in DRR/DRM/CCA
- Intersectionality or diversity in DRR/DRM/CCA.

Results indicate that UN partnerships/projects are seen as moderately to highly gender responsive overall according to these criteria. In all categories the majority opted for "moderately" or "high", but there was a significant number of replies of "low" in each case, except for "Leave no one behind in DRR/DRM/CCA", which had a small number of "low" responses. The aspects reported to have a lesser focus were "Promotion of women's leadership in DRR/DRM/CCA" and "Intersectionality or diversity in DRR/DRM/CCA." The results are illustrated in Figure 8 below.

Figure A4-5: Extent of focus on gender and inclusion in UN partnerships/projects



Survey respondents had the option to leave a comment describing their experiences, a brief summary includes: the level to which aspects are focused on depends on the specific project/agency; one respondent indicated that a gender balanced approach was mandatory in the program model but there was low to no linking of gender issues with the development planning; gender-sensitive programming is missing from the human resources of projects, with a specific example of the rights of women humanitarian workers typically being overlooked.

**The inclusion of women as personnel in UN partnerships and projects on DRR:** Based on the experience of respondents, 83% indicated that the UN partnerships or projects included both men and women as personnel, and 66% also indicated that women were included in the leadership or governance teams on UN DRR partnerships or projects. However, there is still a perceived gender gap with 23% of respondents indicating women were not included in leadership on partnerships or projects, and 7% indicating that women were not included at all. This suggests that overall, women are included in UN DRR partnerships and projects, but are still under-represented in leadership positions.

**Good practices or new learnings on gender equality and women's leadership from working on UN DRR partnerships or projects:** Based on the experience of 69 respondents, a total of 80% stated that good practices or new learnings emerged from working with the UN on a DRR partnership or project. This indicates that overall, working with the UN on DRR partnerships or projects is beneficial to participants and reinforces that the UN is well placed to lead and facilitate positive change for gender equality and women's leadership in DRR. However, there is a gap as 20.3% of responses indicated that no good practices or new learnings emerged. This could be due to a lack of focus being placed on gender equality or women's leadership through the design and implementation of the partnerships or projects. This data indicates there may be a need for further research into the effectiveness of UN DRR partnerships/projects.

**Suggestions/good practice examples to use in future UN partnerships or projects:** Respondents were asked if they would like to leave a comment to describe a specific example or suggestion to generate and use good practices in future UN partnerships or projects. A summarized version of key points made by respondents that relate to gender and inclusion include: it is important to collaborate with, and focus on communities by developing monitoring and evaluation in collaboration with community from the onset of projects; to ensure communities have ownership of projects or programs; to increase the capacity and development of women in the community and generally in DRR; to utilize existing networks for information dissemination; to capture good practices for future implementation; implement good information governance, with effective data and information cycles, including planning of future use before collecting data, and disaggregated data; to conduct/implement more gender research and gender policies; and to increase collaboration with women's organizations in multi-stakeholder partnerships.

**Increasing overall impact by working with the UN on a DRR partnership/project:** When asked to what extent working with the UN on partnerships or projects in DRR resulted in enhanced positive impact, respondents' reported experience is that:

- Increasing the resilience of states and communities (average of 4.8 on a 6-point scale)
- Supporting gender equality and women's leadership in DRR (average of 4.6 on a 6-point scale).

#### **A4.7 Written Comments on Accelerating Gender Equality and Women's Leadership**

**Initiatives/practices that the UN should consider to close gaps or accelerate GEWEL- DRR:** Respondents were asked if they would like to leave a comment describing any initiatives or practices that UN organizations should consider to close gaps or accelerate gender equality and women's leadership in DRR. Respondents left varied responses. A summary of key points is as follows:

- It is important to have clear national and local agendas for women's participation and leadership, including quotas for women's participation in general and particularly in governance or political roles.
- There is a need to support internally displaced persons by improving monitoring and reporting mechanisms and ensuring the availability and use of disaggregated data on sex/gender, age, disability, orphans, pregnancy, children and lactating mothers.
- More support and funding are required for mothers and children, sexual and reproductive health rights, women's and youth organizations, women's leadership and decision making and to prevent gender based violence and trafficking.
- It is important to account for community contexts, including socio-economic conditions, cultural beliefs and traditional practices.
- The UN should increase partnerships with NGOs.
- The UN should strengthen women's organizations and networks particularly at grassroots levels;
- There is a need to strengthen capacity of local and community organizations and governments, and women at all levels (particularly women with disabilities).
- Implement good information governance, including disaggregated data.
- Increase opportunities for girls in science, technology, engineering and mathematics (STEM) and for women in business.
- Increase communication of information and share best practices, apply gender sensitive early warning, early action approaches.

#### **A4.8 Observations on the External Stakeholder Survey**

The survey results present the UN in positive light overall. The data indicates that the external stakeholders, which did not include deliberate surveying of governments and was a majority of NGOs, generally perceive the UN to be taking moderate to high action on focusing on and mainstreaming gender equality and women's leadership in DRR. However, the results do indicate perceived gaps and potential scope for UN organizations to improve in some areas.

Particular gaps perceived by this group of external stakeholders that UN entities may need to address include:

- There may need to be a greater focus on and mainstreaming of gender equality and women's leadership in the UN support of countries with pandemic response. Only 64% of respondents were aware the UN was supporting countries in this area and it was highlighted that women's leadership and co-developing pandemic preparedness and recovery with women's organizations receive less of a focus.
- There may need to be further research into the effectiveness of UN tools and guidance in DRR. Respondents indicated that the DRR/CCA tools and guidance were often too general in nature and either gave low priority to, or completely omitted, gender equality and women's leadership.
- Overall, 83% of respondents reported that women were included in UN DRR partnerships and projects, and 66% indicated women were involved in leadership or governance positions. This

suggests that overall, women are included on UN DRR partnerships and projects, however there is still a perceived gender gap, with 23% of respondents indicating that women were not included in leadership or governance positions.

Overall, external stakeholder survey respondents said that, to increase country resilience and accelerate gender equality and women's leadership at the country level, the UN should prioritize:

- These top three DRR activities: women's leadership in community in DRR; Women's leadership in community CCA; Gender-responsive laws, policies and strategies.
- These top three prevention, preparedness, response actions: Humanitarian assistance - gender-responsive; Prevention and mitigation of gender-based violence in disasters; Women's economic resilience in disaster recovery.

This contrasts somewhat with the priorities named in the UN system survey, which gave lower priority to women's leadership and to engagement with women's organizations as ways to support gender-responsive DRR/CCA. The top three activities nominated also included GBV prevention and mitigation, which is identified as a priority in the recommendations under Part 7.

They also expressed the view that, to accelerate gender equality and women's leadership in DRR, the UN should prioritize partnering with:

- Women's organizations
- Government ministries - women/gender
- Civil society/NGOs - national/international
- Multi-stakeholder partnerships on DRR.

This was supported by many of the written responses that also indicated the UN should partner with more women's organizations in multi-stakeholder partnerships. Overall, the written responses highlight the importance of the UN collaborating with and focusing on the local level. A survey of Member States would be of interest to understand whether governments share this perspective.

# ANNEX 5

## Selected Good Practice Examples and Bibliography

### A. Good Practice Examples from the United Nations System

1. Good Practice Integrated Institutional Gender Policy Frameworks
2. UN System and Treaty Gender Monitoring Systems
3. Gender-based Violence and Women's Sexual and Reproductive Health in Disasters – Good Practice Tools, Guidance and Initiatives
4. Gender-Focused DRR and CCA – Good Practice Tools Guidance, Methodologies and Initiatives
5. Gender-Mainstreamed DRR and CCA – Good Practice Tools Guidance, Methodologies and Initiatives
6. Databases and Resource Sharing on Gender DRR and CCA

### B. Selected Bibliography of Recent Publications on Gender, DRR and CCA

7. COVID-19 and Gender Research
8. Other Recent Research and Resources on Gender, DRR, CCA

### A. Good Practice Examples from the United Nations System

This is a selected list of good practice examples from UN partnerships or entities working in DRR, CCA and gender. It focuses on material produced since 2015.

#### 1. Good Practice Integrated Institutional Gender Policy Frameworks

**Good examples of sector and technical UN entity gender policies that support institutional readiness for both internal gender equality and gender-responsive programming in DRR/CCA:**

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## 3. Gender-based Violence and Women's Sexual and Reproductive Health in Disasters – Good Practice Tools, Guidance and Initiatives

### 3.1 Call to Action and Real-Time Accountability Partnership (RTAP) on GBV in emergencies:

Call To Action. "[Call to Action on Protection from Gender-Based Violence in Emergencies 2021-2025 Road Map](#)." Call to Action, 2020.

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RTAP. "Real-Time Accountability Partnership (RTAP) Action Framework: Tackling Gender-Based Violence in Emergencies." Accessed May 22, 2021.

### 3.2 Tools and Guidance on GBV and Women's Sexual and Reproductive Health in Disasters:

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