Midterm review of the Sendai Framework for Disaster Risk Reduction 2015-2030 Gender guidance

Why a gender-responsive Midterm Review?

Disaster risk is gendered. In every context, the vulnerability, exposure, and coping capacities of women, girls, boys, men, and people of diverse gender identities are different. Gender norms, roles, and inequalities increase women's exposure and vulnerability to disasters, putting them at higher risk. For example, in many settings, structural gender inequality limits women's access to resources and opportunities and impacts their autonomy to make decisions about their own lives, reducing their coping capacities and resilience to disasters. Gender also shapes the ways that different people experience and recover from disaster impacts.

Research identifies higher death rates among women and girls in many recent disasters and attributes this to gender inequalities such as differential access to risk communications, higher poverty rates of women in disaster prone areas (especially amongst female-headed households), and varying hazard exposure due to gendered work and care roles.[1] While women tend to bear the brunt of gender inequalities, this does not *always* translate into worse disaster outcomes for women, with men accounting for more deaths in certain contexts due to their overrepresentation in rescue professions.[2]

The COVID-19 crisis is a striking reminder of the gender dimensions of disasters. Women have been disproportionately impacted by the COVID-19 pandemic, with limited access to financial support and fiscal stimulus, a higher burden of unpaid and care work, and increased rates of gender based and intimate partner violence particularly during lockdowns. Yet despite this, and the fact that women were the main health service providers for COVID-19 response, women and other marginalised groups remain excluded from planning and decision-making structures - representing less than one quarter of all COVID-19 national committee members.[3]

In short - inadequate attention has been given to the ways in which gender inequality drives disaster risks and impacts. The Midterm Review of the Sendai Framework for Disaster Risk Reduction 2015-2030 therefore offers a unique opportunity to close critical **gender gaps** in disaster risk prevention, mitigation, preparedness, and recovery (see *Figure 1)*. Our collective progress to achieve the goal, outcome and targets of the Sendai Framework can be accelerated by promoting gender-responsive and inclusive disaster risk reduction (DRR).

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[1] https://wrd.unwomen.org/explore/library/gender-and-age-inequality-disaster-risk

[2] https://www.worldbank.org/en/topic/disasterriskmanagement/publication/gender-dynamics-of-disaster-risk-and-resilience

[3] https://wrd.unwomen.org/practice/listing-toolbox/covid-19-global-gender-response-tracker

Figure 1: Key considerations in gender-responsive Sendai Framework Implementation

Source: UN Women

Purpose of this guidance

The purpose of this document is to help countries consider and assess gender equality, social inclusion, and women's empowerment and leadership in disaster risk reduction as part of their national consultation and review process, and then integrate these findings into their voluntary national reports. This will ensure the Midterm Review process is gender-responsive and inclusive (see *Box 1)*. The guidance:

➔ **identifies key recommendations** for closing gender gaps and ensuring a gender-responsive and inclusive Midterm Review (MTR) process; and

➔ **shares gender guidance linked to the Sendai Framework Outcome, Goal, and Priorities** for Member States to consider when preparing voluntary national reports for the Midterm Review (MTR) (see *Table 1)*.

Box 1: What do we mean by gender-responsive and inclusive DRR and resilience?

Gender-responsive and inclusive disaster risk reduction addresses the underlying inequalities and power structures that drive the disproportionate disaster risk faced by women. This goes beyond awareness raising and *ad-hoc* consideration of the ways in which certainly groups including women, persons living with disabilities, children, migrants and refugees, the elderly, LGBTIQ+, etc., have specific needs and face specific vulnerabilities to disasters, and seeks to secure their leadership, empowerment, and address their needs and priorities in reducing risks and building disaster and climate resilience.

See: UN Women

Key recommendations for a gender-responsive mid-term review

1. **Ensure a gender-responsive methodology and process is adopted for the national consultations and review.** Design an all-of-society, multi-stakeholder, inclusive approach and consider equitable representation in coordination structures, diversity of stakeholders included in consultations, and ways in which women, girls and other marginalised groups and their representative organisations can meaningfully engage.

2. **Review how the relevant Guiding Principles have been applied and upheld in DRR efforts at all levels** (see *Box 2*) and how this has reduced (or exacerbated) disaster risks. Relevant principles include promoting and protecting all human rights; all-of-society engagement and partnership; inclusive, accessible, and non-discriminatory participation; a gender, age, disability, and cultural perspective; promotion of women and youth leadership; and risk-informed decision-making based on disaggregated data.

3. **Highlight progress in closing critical gender gaps identified in *Figure 1*,** drawing upon the perspectives, priorities, and issues identified by women, girls, and other marginalised groups during consultation; and identify remaining challenges, good practices, and opportunities.

4. **Identify the degree to which institutional set-up, coordination mechanisms, and cooperation mechanisms** are inclusive, gender-responsive and support women's voice, agency, and leadership.

Box 2: Key Sendai Framework Guiding Principles for gender-responsive DRR

❖ (c) Managing the risk of disasters is aimed at protecting persons and their property, health, livelihoods, and productive assets, as well as cultural and environmental assets, while promoting and protecting all human rights, including the right to development.

❖ (d) Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible, and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability, and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organised voluntary work of citizens.

❖ (e) Disaster risk reduction and management depends on coordination mechanisms within and across sectors and with relevant stakeholders at all levels, and it requires the full engagement of all State institutions of an executive and legislative nature at national and local levels and a clear articulation of responsibilities across public and private stakeholders, including business and academia, to ensure mutual outreach, partnership, complementarity in roles and accountability and follow-up

❖ (g) Disaster risk reduction requires a multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including by sex, age, and disability, as well as on easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge.

❖ (i) While the drivers of disaster risk may be local, national, regional, or global in scope, disaster risks have local and specific characteristics that must be understood for the determination of measures to reduce disaster risk.

Table 1: Guidance for reviewing progress and identifying opportunities for gender-responsive Sendai Framework implementation

PROGRESS AND TRENDS	OPPORTUNITIES AND GOOD PRACTICES
A. Sendai Framework Outcome and Goal *i.e., substantial reduction in the loss of lives, livelihoods, health, and assets (OUTCOME); and preventing new and reducing existing disaster risks (GOAL)*	
• **How has the loss of lives in recent disasters been gendered?** Are there disasters where the sex ratio of deaths was different to the sex ratio in the community? Are deaths from disasters reducing for both genders equally? • **How have livelihoods losses impacted men and women differently?** Have government programmes and policies for building resilient livelihoods benefited everyone? Are there targeted resilient livelihood programmes for women and what has their impact been? • **Is there evidence of gendered health impacts and indirect impacts from pandemics** such as increased care burdens? How has sexual and reproductive health and the prevention and response to gender-based violence been prioritised in disaster risk management? • **How else has the expected outcome of the Sendai Framework** been influenced by gender norms, roles, relations, and inequalities?	• **Establish political commitment for gender-responsive and inclusive DRR** to ensure reduction of risks and losses for all people. • **Build an enabling environment** including gender-responsive and inclusive legal and policy frameworks, strategies, plans, systems, budgets, processes, and tools to deliver on commitments. • **Strengthen women's leadership and empowerment** at all levels to ensure gender-responsive decision making and practice. • **Strengthen collection and use of disaggregated data** to monitor, evaluate, and report trends for all genders.
• **What steps have been taken** to ensure disaster prevention, risk reduction, preparedness, and recovery measures are inclusive of all high-risk groups in their design, implementation, monitoring, and evaluation? e.g., gender analysis, use of sex, age and disability disaggregated data (SADDD). • **How has a multi-stakeholder approach secured participation and leadership** from women and girls in all their diversity, as well as women's organisations and gender and women's ministries, and other representative organisations (including organisations for people living with disabilities) as well as people marginalised due to their sexual orientation and gender identity?	• **Strengthen capacity development** to ensure the systematic inclusion of women and girls in all their intersectionality and all high-risk groups in designing, implementing, and monitoring DRR measures. • **Mobilise international cooperation and support** for gender-responsive implementation e.g., climate finance for risk reduction/climate change adaptation/risk informed and resilient development.
A. Priority 1: Understanding the gender dimensions of disaster risk *i.e., the unequal distribution of risks and impacts, the impact of social norms, roles, and relations on the gender inequalities of risk, the specific vulnerabilities faced by women, and the indispensable role of women, including grassroots women and other marginalised groups, in reducing risks and building resilience*	
• **What disaggregated risk and impact data is collected and how is it used?** e.g., SADDD? What qualitative gender data is being used to inform decision-making? • **What disaggregated data is reported in the Sendai Framework Monitor?** What has been done to raise awareness and build capacity on disaggregated data reporting? • **Is gender analysis used to inform disaster risk reduction policies, strategies, and assessments** e.g., vulnerability/risk/capacity assessments, post-disaster needs assessments	• **Strengthen the collection of gender data** including disaggregated risk and impact data e.g., to understand risk/impact distribution. • **Mainstream gender analysis into assessments, tools, and templates** at all levels to understand the underlying drivers of disaster risk. • **Ensure awareness raising, capacity development, and inclusion**

PROGRESS AND TRENDS	OPPORTUNITIES AND GOOD PRACTICES
(PDNAs), damage/loss assessments, and community-based risk informed development assessments? ▪ **Are formal government structures assigned to promote gender equality and/or improve the status and rights of women, and women's representative organisations involved** in data collection, gender analysis, and gender-responsive assessments e.g., Gender and women's ministries, gender focal points, national/local women's CSOs?	**of gender stakeholders** at all levels for gender-responsive climate/disaster data collection, analysis, use and reporting e.g., National Statistics Offices, line ministries, women's organisations, gender and women's ministries. ▪ **Ensure inclusion of other marginalised groups** and their representatives (e.g., organisations for persons with disabilities).

B. Priority 2: Strengthening gender-responsive risk governance
i.e., build gender-responsive decision-making and governance systems to provide an enabling environment for sustained and transformative gender-responsive action

▪ **Are there commitments for women's leadership and representation** at all levels of DRR/resilience government structures? Are these implemented, monitored, enforced and reported on? ▪ **How are women represented in the national and local mechanisms** responsible for decision-making, planning and investments for prevention, mitigation, preparedness, and recovery? ▪ **Are processes in place to ensure** women's meaningful participation in DRR processes and mechanisms e.g., planning and review? ▪ **Are DRR/DRM/resilience laws, policies, strategies, and plans non-discriminatory, gender-responsive and inclusive** and informed by gender data/analysis? At what levels do they exist (national/local)? ▪ **Is gender-responsive implementation** of national and subnational frameworks reported and tracked? Are good practices documented and shared? ▪ **Have custom indicators been developed in the Sendai Framework Monitor** to report progress?	▪ **Uphold relevant global and regional frameworks supporting gender in DRR** e.g., Committee on the Elimination of all forms of Discrimination Against Women (CEDAW) General Recommendation 37. ▪ **Agree commitments and/or minimum standards** to ensure women's leadership and representation at all levels of DRR/resilience government structures. ▪ **Promote gender balance and targets for capacity development** and strengthen mentoring schemes for women leaders. ▪ **Ensure national parliaments** have developed non-discriminatory DRR/DRM/climate change/resilience laws that promote gender equality. ▪ **Update policies, strategies, and planning frameworks** for DRR/DRM, climate change, risk informed/resilient development to incorporate the needs, priorities, and capacities of women in all their diversity.

C. Priority 3: Investing in gender-responsive risk reduction and resilience
i.e., ensure sufficient budget, expenditure, and financing for building the resilience of women and high-risk groups

▪ **Are national DRR/resilience budgets gender-responsive?** Have gender budgeting guidelines been developed and implemented? (e.g., gender tagging) ▪ **How do disaster agencies collaborate with gender stakeholders** to ensure gender-responsive DRR/DRM allocation and expenditure frameworks? ▪ **Is there sufficient capacity** to roll-out gender-responsive budgeting?	▪ **Develop gender-responsive budget guidelines and tools** to increase investment including line ministry budget allocations and expenditure frameworks. ▪ **Build gender-responsive budgeting capacity development** for all key stakeholders including financial officers.

PROGRESS AND TRENDS	OPPORTUNITIES AND GOOD PRACTICES
▪ **Have gender targets been established** for disaster/resilience agencies at all levels? ▪ **Is sustained financing provided to women's organisations** to meaningfully participate in risk reduction and resilience? ▪ **Are adequate targeted investments made to ensure DRR efforts leave no one behind?**	▪ **Develop target allocations** of DRR budget for gender equality and social inclusion (e.g., 15% of disaster agency budgets). ▪ **Secure funding for women's organisations** (national and grassroots) to meaningfully participate in gender-responsive DRR and climate change.

D. Priority 4: Progress in gender-responsive disaster preparedness for effective response and to 'build back better' in recovery, rehabilitation. and reconstruction
i.e., reducing gender inequality through risk-informed decision-making that reduces the drivers of risk

▪ **Are socio-economic indicators monitored continuously** in close coordination with line ministries to assess impacts on high-risk groups, including for slow-onset disasters? ▪ **How does preparedness planning integrate the priorities and needs identified by women?** Are women and their representatives involved in planning and do preparedness efforts utilise their capacities? ▪ **What progress has been made in insuring risk information and communications** are accessible to women and other high-risk groups? ▪ **Are women and gender stakeholders** involved in the design of early warnings and early action planning? Do disaster agencies coordinate with gender and women's ministries and stakeholders? ▪ **Are sufficient resources allocated for identifying and addressing the diverse needs of high-risk groups** (e.g., pregnant women, persons with disabilities)? ▪ **How is gender and social inclusion incorporated into post-disaster needs assessments?** Is it stand-alone or integrated across all recovery processes and sector assessments, strategies, and financial allocations?	▪ **Ensure gender-responsive/inclusive indicators are developed and monitored** to support early action. ▪ **Ensure gender stakeholders are central** to design, implementation, and evaluation to ensure gender-responsive and inclusive risk forecasting, communications, preparedness, plans, and early warning systems. ▪ **Ensure women and girls in all their diversity are included in emergency drills** at all levels and have access to risk communications. ▪ **Support integration of gender and social inclusion across post-disaster recovery processes**, coordination mechanisms, strategies, plans and budgets to respond to women's priorities and needs.

F. Collaboration, partnership, and cooperation

▪ **How do DRR/DRM/resilience actors work with gender stakeholders** e.g., gender and women's ministries, gender focal points, women's organisations, and other representative groups? ▪ **Are coordination mechanisms and partnerships at all levels inclusive?** e.g., working groups, local and national DRR platforms, clusters, community climate/disaster committees ▪ **Do standard operating procedures (SOPs)** outline coordination structures, collaborative actions, and roles at all levels between NDMOs and Women's/Social Affairs ministries for collaboration on gender-responsive DRR?	▪ **Establish/strengthen coordination** between DRM/DRR/resilience agencies and gender and women's ministries and identify gender focal points in ministries/agencies at all levels. ▪ **Ensure gender balance and equal representation** of women and their representatives in national and local platforms for DRR. ▪ **Secure women's leadership and safe and meaningful participation** in coordination mechanisms at all levels.