

Gender-responsive and inclusive implementation of the Sendai Framework for Disaster Risk Reduction (2015-2030):

Toolkit



OVERVIEW

Source: the following guidance notes and tools were prepared by the UN Women East and South Africa Regional Office (ESARO), the Women's Resilience to Disasters (WRD) team Geneva, and the consultant Malashree Bhargava between September and December 2021.

Content: the toolkit comprises four guidance notes each targeted at a key stakeholder group, 20 tools on specific topics linked to gender-responsive implementation of the Sendai Framework, and accompanying training material.

Audience: the guidance notes and tools are tailored for four specific audiences: i) UN Women country staff; ii) UN Women regional staff; iii) women's machinery; and iv) disaster risk reduction machinery. Although written for stakeholders in East and South Africa, the guidance and tools have wider applicability to stakeholders globally.

Access: the tools and guidance can be accessed on the [Women's Resilience to Disasters Knowledge Hub](#).

A. List of Guidance Notes

The following guidance notes have been prepared to support gender-responsive implementation of the four Sendai Framework priorities and can be found on the [WRD Knowledge Hub](#).

Audience	
Guidance Note 1	Women's machinery - formal governance structures assigned to promote gender equality and improve the status and rights of women (e.g., Ministry of Women's Affairs, Ministry of Social Affairs, government gender focal points)
Guidance Note 2	Disaster Risk Reduction machinery - formal governance structures assigned to manage disaster and climate risks, support post-disaster recovery, and secure risk informed and resilience development (e.g., National Disaster Management Agencies, climate change departments, central development planning agencies, national line ministries)
Guidance Note 3	UN Women Regional staff (with a focus on East and Southern Africa)
Guidance Note 4	UN Women Country staff (with a focus on East and Southern Africa)

B. List of tools

The following tools have been prepared to support gender-responsive and inclusive implementation of the four Sendai Framework priorities.

Overview tools	
Tool 1	Rationale for gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction (DRR)
Tool 2	Overview of disaster risk reduction, disaster risk management, risk-informed development, and resilience
Tool 3	DRR machinery in Africa
Tool 4	Women's machinery in Africa
Priority 1: Understanding disaster risks	
Tool 5	Using gender data to inform monitoring and reporting of the Sendai Framework
Tool 6	Introduction to conducting Gender Analysis
Tool 7	Understanding the gender dimensions of risk - A checklist
Tool 8	Inclusion of Sexual orientations, Gender Identities and Expressions, and Sex Characteristics (SOGIESC) in Disaster Risk Reduction and Resilience
Priority 2: Strengthening disaster risk governance to manage disaster risk	
Tool 9	Legal basis for gender inclusion in SFDRR and resilience
Tool 10	Why and with whom to coordinate?
Tool 11	Gender inclusion in National and Local Platforms for DRR
Tool 12	Gender and DRR Tool for Parliamentarians
Tool 13	Sendai Framework Voluntary Commitments Platform
Tool 14	Guidance and tools for mainstreaming age and disability in DRR
Tool 15	Women's leadership in DRR
Priority 3: Investing in disaster risk reduction	
Tool 16	Gender-responsive investments in DRR
Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation, and reconstruction	
Tool 17	Gender-responsive early warning systems and early action
Tool 18	Gender-responsive disaster preparedness
Tool 19	Gender-responsive Humanitarian Action and Early Recovery
Tool 20	Gender in Post Disaster Needs Assessment (PDNA) and recovery processes



Photo: UN Women



TOOL 1: Understanding Gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction

Tool 1: Understanding gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction

What is the Sendai Framework for Disaster Risk Reduction (SFDRR)?

The [Sendai Framework for Disaster Risk Reduction 2015-2030](#) was the first major agreement of the post-2015 development agenda. It is the successor instrument to the [Hyogo Framework for Action \(HFA\) 2005-2015: Building the Resilience of Nations and Communities to Disasters](#). The Sendai Framework was the outcome of stakeholder consultations initiated in 2012 and inter-governmental negotiations from 2014 to 2015 led by the UN General Assembly. It provides the UN Member States with policy structure and concrete actions to protect development gains¹ from disaster risks linked to natural hazards or induced by human processes.²

Why is it crucial for disaster risk reduction (DRR) to be gender-responsive?

Women, girls, boys, men, and people of diverse gender identities have [distinct vulnerabilities](#) in specific context that shape the way they prepare for, experience, and recover from disaster impacts (see *Figure 1*). Recent research shows that women and girls are more exposed and vulnerable than men and boys to disaster risk and climate change impacts.³ Women and children are more likely than men to die during a disaster and where available, sex, age and disaggregated data (SADDD) where available, confirms their higher mortality⁴. Disasters exacerbate the pre-existing gender inequalities and causes disproportionate impacts on food security, health, education, livelihoods and overall physical and mental wellbeing of women and girls. Similarly, disaster-related food insecurity forces women and girls living in poverty into transactional sex, human trafficking, exploitation, violence, forced labor, and forced marriage.⁵

Yet women and girls have a great potential to reduce disaster and climate risk and build community and national resilience.⁶ They are critical agents of change and yet their voice, agency, and capacities remain unleveraged. Effective disaster risk reduction, preparedness, and recovery require meaningful and diverse participation, engagement and leadership, through an inclusive and accessible, all-of-society approach. If women are empowered to take on leadership roles, and to

¹ UNDRR (2021) What is Sendai Framework for Disaster Risk Reduction? <https://www.undrr.org/implementing-sendai-framework/what-sendai-framework>

² Hazards as: “a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydrometeorological and biological) or induced by human processes (environmental degradation and technological hazards).

³ UN Women and UNICEF (2019) Gender and Age Inequality of Disaster Risk <https://wrd.unwomen.org/explore/library/gender-and-age-inequality-disaster-risk>

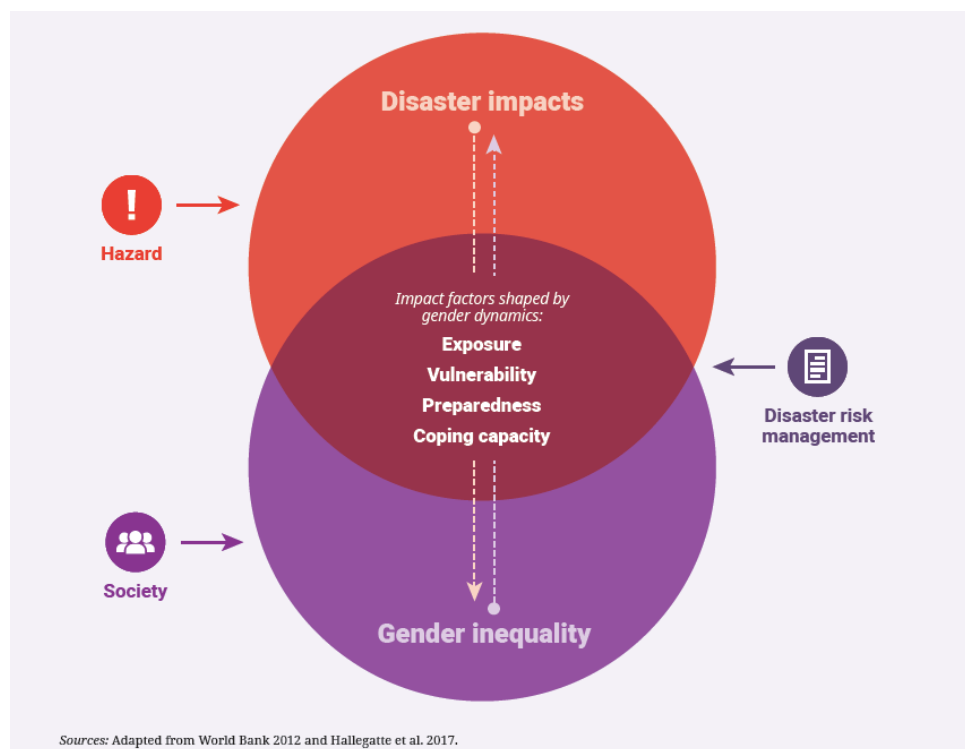
⁴ United Nations (2014) Gender Responsive Disaster Risk Reduction A contribution by the United Nations to the consultation leading to the Third UN World Conference on Disaster Risk Reduction Version 2: https://www.preventionweb.net/files/40425_gender.pdf

⁵ ADB and UN Women (2018) Gender Equality and the Sustainable Development Goals in Asia and the Pacific, Baseline, and pathways for transformative change by 2030

⁶ UN Women (2021) Suggested Commitments for Addressing Gender Gaps in Disaster Risk Reduction and Resilience: *Technical Support Paper*. <https://wrd.unwomen.org/explore/library/suggested-commitments-addressing-gender-gaps-disaster-risk-reduction>

advocate for gender-responsive governance mechanisms and processes; then underlying social norms and inequalities driving unequal risk can be challenged, and women's skills, knowledge, resources, experience, and expertise leveraged. This is the focus of UN Women's signature intervention the [Women's Resilience to Disasters](#).

Figure 1: Gender dimensions of disaster risk and resilience



Source: [World Bank \(2021\)](#)

Who are the stakeholders for Sendai Framework?

The State has the primary role to reduce disaster risk, but that responsibility should be shared with other stakeholders including the private sector, civil society organizations, international and national NGOs, United Nations, Red Cross, community-based organizations, women and human rights organizations, academia and media.

Gender in Sendai Framework

The [Sendai Framework for Disaster Risk Reduction \(2015-2030\)](#) underlines [women's participation and leadership](#) as critical for effectively reducing disaster risk and designing, resourcing, and implementing gender-sensitive policies, plans, and programmes to build resilience. It calls for the integration of gender, age, disability, and cultural perspective in all policies and practices, and a *"people-centered preventative approach to disaster risk."* It calls for the *"design and implementation of inclusive policies and social safety-net mechanisms, through community involvement, livelihood enhancement programmes, and access to basic healthcare services, including maternal, newborn and*

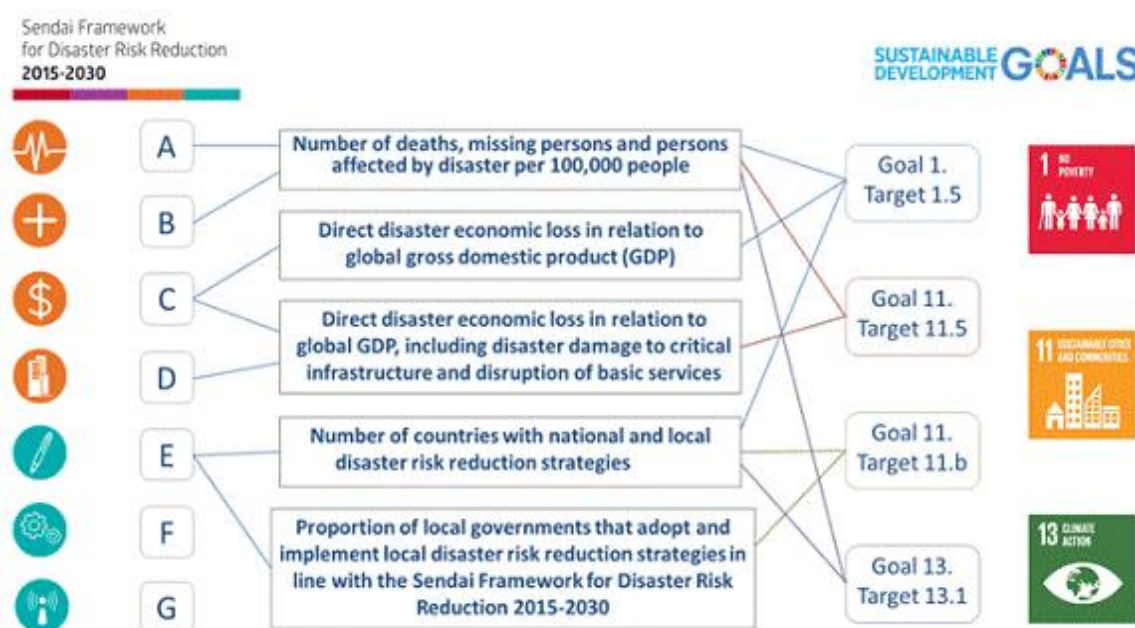
child health, sexual and reproductive health, food security and nutrition, housing and education, towards the eradication of poverty, to find durable solutions in the post-disaster phase and to empower and assist people disproportionately affected by disasters.”

Four Priorities of Sendai Framework for Disaster Risk Reduction

The Sendai Framework for Disaster Risk Reduction (2015-2030) identifies four Priorities for Action, and gender mainstreaming is crucial for the implementation of these at local, national, regional, and global levels:

- **Priority 1: Understanding disaster risk;**
- **Priority 2: Strengthening disaster risk governance to manage disaster risk;**
- **Priority 3: Investing in disaster risk reduction for resilience; and**
- **Priority 4: Enhancing disaster preparedness for effective response and "Build Back Better" in recovery, rehabilitation, and reconstruction.**

Seven Sendai Framework targets



Source – UNDRR (2021) *The Sendai Framework and the SDGs*:
<https://www.undrr.org/implementing-sendai-framework/sf-and-sdgs>

(a) **Target A** - Substantially reduce global disaster mortality by 2030.

(b) **Target B** - Substantially reduce the number of affected people by 2030.

(c) **Target C** - Reduce direct disaster economic loss in relation to the gross domestic product (GDP) by 2030.

(d) **Target D** - Substantially reduce disaster damage to critical infrastructure and disruption of essential services, health, and educational facilities, and develop their resilience by 2030.

(e) **Target E** - Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020.

(f) **Target F** - Substantially enhance international cooperation to developing countries by 2030.

(g) **Target G** - Substantially increase the availability and access to multi-hazard early warning systems and disaster risk information to people by 2030.

Disaggregation in the Sendai Framework targets

Progress against the seven Sendai Framework targets (2015-2030) and related Sustainable Development Goal (SDG) indicators are reported and monitored by the member-states in [the Sendai Framework Monitor](#).⁷ Target A and B allow for disaggregated monitoring by [sex, age, and disability disaggregated data \(SADDD\)](#) but this is NOT compulsory and left to Member States. As a result, **only 7 countries** shared disaggregated data on disaster mortality under the Sendai Framework Monitor for 2019, and **three countries** shared disaggregated data on the number of people whose lives were destroyed or disrupted. Thus, it becomes even more pertinent that the NDMO and Ministry of Women Affairs advocate at the highest political levels to make the SADDD collection, monitoring and analysis for DRR compulsory in a country.

Sendai Framework for Disaster Risk Reduction targets and SADDD

Targets A and B allow for [disaggregation by hazard, geography, sex, age, disability, income](#)

Target A monitors the number of dead and missing people and **Target B** monitors the number of affected people (injured and ill; damaged or destroyed dwellings; livelihoods destroyed or disrupted)

Custom Targets can be created by countries to track data on other areas and demographics not covered by the global targets (e.g. number of deaths and missing by third gender or non-binary roles)

Challenges of not reporting gender, age, and disability disaggregated data:

Challenges that impede SADDD: (i) lack of capacity or resources to collect and report data; (ii) lack of awareness that gender-disaggregated data exists; (iii) lack of clarity on already existing disaggregated data with the line ministries; (iv) rushed, last minute reporting of data so totals are only shared; and (v) coordination in the collection of gender data.

Challenges resulting from the lack of SADDD: (i) lack of confidence in data collected; (ii) reluctance to use non-government partner collected data; (iii) lack of holistic perspectives due to the insufficient

⁷ UNDRR (2021) Sendai Framework Monitor: <https://sendaimonitor.undrr.org/>

data from various sectors; (iv) lack of capacity to analyse and use whatever SADDD has been collected for the policy making and planning; (v) data gaps – Absence of gender-disaggregated data collection has led to lack of understanding of the disproportionate impacts of disasters on women and other marginalised groups.

RESOURCES: See ***TOOL 5: Using gender data to inform monitoring and reporting of the Sendai Framework***



Women's Resilience to Disasters Knowledge Hub (www.wrd.unwomen.org) for more resources on the barriers to gender-responsive implementation of the Sendai Framework and examples of regional implementation including the Han Noi recommendations, which provide concrete recommendations for national governments in the Asia-Pacific region.



Gender in Disaster Risk Management Online Training

On completion of the course, participants will be able to: (1) Understand the concept of gender, and how gender roles can affect women and men's risk and resilience to natural hazards; (2) Understand how women and men manage, respond and experience disasters differently due to gender roles and gender inequalities; (3) Understand how these differences should be addressed in DRM projects to ensure that women and men benefit equally from them; 4) Define approaches to better design projects to promote gender equality and women's empowerment.



Photo: UN Women/Joe Saade



TOOL 2: Overview of Disaster Risk Reduction, Disaster Risk Management, Risk-informed Development and Resilience

Tool 2: Overview of Disaster Risk Reduction, Disaster Risk Management, Risk-informed Development and Resilience

Explaining disaster risk

There is no such thing as a 'natural' disaster, only natural hazards.

Disaster Risks are the potential loss of life, injury, or destroyed or damaged assets that could occur to a system, society, or a community in specific time duration. They result from the interaction of exposure to hazards (such as droughts, floods, cyclones, earthquakes, epidemics, and locust invasions et al.) with exposure (physical location), vulnerability (sensitivity to hazards governed by socio-economic and cultural factors amongst others), and capacity to cope.

$$\text{Disaster Risk} = \frac{\text{Exposure to Hazards} \times \text{Vulnerability}}{\text{Capacity to cope}}$$

Hazards: common hazards in Africa that trigger disasters include droughts, floods, cyclones, earthquakes, epidemics, locust invasions, environmental degradation, and technological hazards. Climate change and variability have exacerbated the frequency and intensity of hydro-meteorological hazards.

Exposure: poor and vulnerable communities are usually forced by their circumstances, to live in hazardous, often high-risk areas (e.g., low-lying coastal areas, volcanic slopes, river floodplains). In Africa and economically poorer regions of the world, disaster risks are closely related to poverty. Poor people tend to live and work in hazardous and marginalised areas that are more exposed to disasters.

Vulnerabilities: exposure to the above hazards and vulnerability to disasters is increasing due to multi-dimensional poverty, rising inequalities, unplanned urbanisation, climate change, unsustainable land use, infrastructure stress, and poor governance.

Capacity: this combines all the strengths, attributes, and resources available within an organisation, community, society, or individual to manage and reduce disaster risks and strengthen resilience. Capacity may include infrastructure, institutions, human knowledge and skills, and collective attributes such as social relationships, leadership, and management.

Disaster risk reduction (DRR)

Disaster Risk Reduction (DRR) aims to reduce the impacts of natural hazards such as earthquakes, floods, droughts, and cyclones, through an ethic of prevention and mitigation.

Historically, dealing with disasters focused on emergency response, but towards the end of the 20th century it was increasingly recognised that disasters are not natural (even if the associated hazard is) and that it is only by reducing and managing exposure and vulnerability to hazards, that we can prevent and reduce losses and alleviate the impacts of disasters.

Since we cannot reduce the severity of natural hazards, the main opportunity for reducing risk lies in reducing vulnerability and exposure. Reducing these two components of risk requires identifying and reducing the underlying drivers of risk, which are particularly related to poor economic and urban development choices and practice, degradation of the environment, poverty, climate change, and important inequalities, which create and exacerbate conditions of hazard, exposure and vulnerability. Addressing these underlying risk drivers will reduce disaster

We need to manage risks, not just disasters.

risk, lessen the impacts of climate change and, consequently, maintain the sustainability of development.

DRR is a part of sustainable development, so it must involve every part of government, society, non-governmental organisations and the professional and private sector. It therefore requires a people-centered and multi-sector approach, building resilience to multiple, cascading and interacting hazards, and creating a culture of prevention, mitigation and resilience. Consequently, DRR includes strategies designed to:

- **Avoid new risks** - through regulations and practices, which avoid the creation of new hazards (e.g. environmental degradation), vulnerability factors or exposure e.g. land use planning, laws to prevent the overuse of natural resources, climate change mitigation;
- **Address pre-existing risks** - through disaster risk reduction i.e., preventing impact through advance measures that avoid impacts of existing hazards, vulnerability factors and exposure (e.g., enforcing resilience building codes) or mitigate/reduce the adverse impacts of hazards, vulnerability factors or exposure (e.g., planting mangroves);
- **Share/transfer and spread risk** – to shift the financial or impacts from one party to another prevent disaster losses creating additional poverty (e.g., formal mechanisms such as insurance, catastrophe bonds or informal mechanisms e.g., emergency funds, community seed banks, community networks).

Definitions:

Disaster risk reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.

Annotation: Disaster risk reduction is the policy objective of disaster risk management, and its goals and objectives are defined in disaster risk reduction strategies and plans.

Disaster risk reduction strategies and policies define goals and objectives across different timescales and with concrete targets, indicators and time frames. In line with the Sendai Framework for Disaster Risk Reduction 2015-2030, these should be aimed at preventing the creation of disaster risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience.

A global, agreed policy of disaster risk reduction is set out in the United Nations endorsed Sendai Framework for Disaster Risk Reduction 2015-2030, adopted in March 2015, whose expected outcome over the next 15

years is: “The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries”.

Source: UNDRR – Terminology - <https://www.undrr.org/terminology#D>

Disaster Risk Reduction elements

Prevention: activities and measures to avoid existing and new disaster risks (often less costly than disaster relief and response). For instance, relocating exposed people and assets away from a hazard area.

Mitigation: the reduction or limitation of the adverse impacts of hazards and related disasters. For instance, constructing flood defences, planting trees to stabilise slopes, and implementing strict land use and building construction codes.

Transfer: the process of formally or informally shifting the financial consequences of particular risks from one party to another whereby a household, community, enterprise or state authority will obtain resources from the other party after a disaster occurs, in exchange for ongoing or compensatory social or financial benefits provided to that other party. For instance, insurance including micro-insurance.

Preparedness: the knowledge and capacities of governments, professional response and recovery organisations, communities and individuals to effectively anticipate, respond to, and recover from the impacts of likely, imminent or current hazard events or conditions. For instance, installing early warning systems, identifying evacuation routes and preparing emergency supplies.

DRR Activities can be described as: i) **non-structural** (e.g., policy-making, land-use planning, awareness-raising); and ii) **structural** (e.g. improving infrastructure quality and resilience through the implementation of building codes).

Identifying and understanding risk

This is the foundation of risk reduction. Awareness, identification, understanding and measurement of disaster risks are all clearly fundamental underpinnings of disaster risk management (UNISDR, 2015b). Disaster risk reduction is about decisions and choices, including a lack of communication, so risk information has a key role in decision making:

- **Risk identification:** because the damages and losses caused by historical disasters are often not widely known, and because the potential damages and losses that could arise from future disasters (including infrequent but high-impact events) may not be known at all, DRR can be given a low priority. Appropriate communication of robust risk information at the right time can raise awareness and trigger action.
- **Financial protection:** disaster risk analysis was born out of the financial and insurance sector’s need to quantify the risk of comparatively rare high-impact natural hazard events. It plays a critical role, as governments increasingly seek to manage their [sovereign financial risk](#) or support

programmes that manage individual financial risks (e.g., micro-insurance or household earthquake insurance).

- **Resilient reconstruction:** risk assessment can play a critical role in impact modelling before an event strikes (in the days leading up to a cyclone, for example), or it can provide initial and rapid estimates of human, physical, and economic loss in an event's immediate aftermath. Moreover, risk information for resilient reconstruction needs to be available before an event occurs, since after the event there is rarely time to collect the information needed to inform resilient design and land-use plans.

Disaster Management and Disaster Risk Management

Disaster management is the organisation, planning and application of measures preparing for, responding to and recovering from disasters. *Note: Disaster management may not completely avert or eliminate the threats; it focuses on creating and implementing preparedness and other plans to decrease the impact of disasters and “build forward better”. Failure to create and apply a plan could lead to damage to life, assets and lost revenue.*

Emergency management is also used, sometimes interchangeably, with the term disaster management, particularly in the context of biological and technological hazards and for health emergencies. While there is a large degree of overlap, an emergency can also relate to hazardous events that do not result in the serious disruption of the functioning of a community or society.

Disaster Risk Management is the application of disaster risk reduction and disaster management policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk (through humanitarian response and recovery), contributing to the strengthening of resilience and reduction of disaster losses.

Disaster risk management includes management of all the phases of disasters, post disaster and pre-disaster risk management i.e. disaster risk reduction and preparedness (Pre-disaster or normal times) , Early warning, Early action and humanitarian response (During disasters) Rehabilitation, Reconstruction and Recovery (Post disasters) and disaster risk reduction in all these phases.

Figure 1: The Traditional DRM Cycle



Source: [UN-SPIDER](#)

Risk informed development and resilience

The adoption of the Sendai Framework for Disaster Risk Reduction (DRR) in 2015, saw an important paradigm shift towards:

- Firstly, understanding the complex and often interconnected ecosystem of **risk drivers and root causes of vulnerability to natural hazards** including poverty, climate change, environmental degradation, and gender inequality;
- **Secondly, strengthening disaster risk governance** for managing disaster risks to ensure that risk reduction, risk-informed recovery, and resilience are complementary mechanisms, involve all actors and affected people, and reduce the need for humanitarian response;
- **Thirdly, scaling up investment in disaster risk reduction** for resilience by embedding risk management into the DNA of development, and mainstreaming gender-responsive risk reduction and resilience across all the sustainable development goals and sectors; and
- **Finally, strengthening preparedness** including early warning systems and “building forward better” to ensure risk informed recovery.

Importantly, rather than traditional risk-first approaches, which have focused on standalone DRR or CCA policies and projects, which are not formally linked to national development planning, budgetary systems of national development systems - there has been a move to development first approaches, which bring risk into the development agenda with a focus on mainstreaming to ensure risk-informed development and resilience development.¹

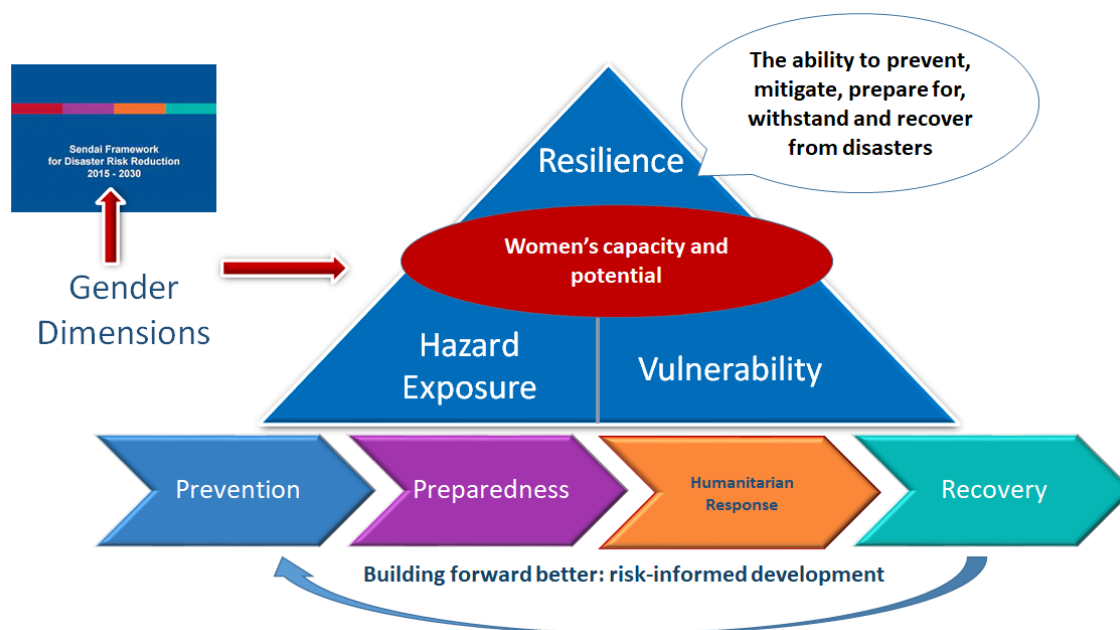
Risk-informed development is a risk-based decision process that enables understanding of multiple concurrent threats and complex risks to and arising from development decisions and acting on that knowledge. Risk-informed development cannot be only understanding; it also requires action. Risk-informed development allows for development to become a vehicle to reduce risk, avoid creating risks and build resilience. Sustainable development initiatives will fail unless they are risk-informed. Risk-informed development integrate global initiatives and framework agreements into development, including Agenda 2030 for Sustainable Development, the Sendai Framework, the Paris Agreement and the World Humanitarian Summit, alongside recent declarations and policy processes on refugees and migrants and

Disaster Resilience is the ability of a system, community, or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.

Climate Resilience is the ability to anticipate, prepare for, and respond to hazardous events, trends, or disturbances related to climate. Improving climate resilience involves assessing how climate change will create new or alter current climate change induced disaster risks and taking steps to better cope with these risks.

¹ See [Risk Governance: Building Blocks for Resilient Development in the Pacific](#)

Figure 2: Linking DRR, humanitarian response, recovery and development



RESOURCES: **UNDRR – Terminology:** <https://www.undrr.org/terminology>



Disaster Risk Reduction and Management (DRRM) Online Course: The course has been designed by Humanitarian Leadership Academy to provide an in-depth overview of DRRM to humanitarian professionals interested in expanding their knowledge on DRRM.

Disaster Risk Reduction and Management Pathway for East Africa Online Course: This Disaster Risk Reduction and Management (DRRM) course has been designed to provide an in-depth overview of DRRM to humanitarian professionals in East Africa interested in expanding their knowledge on DRRM.



Photo: UN Women



TOOL 3: Disaster Risk Reduction Machinery in Africa

Tool 3: DRR machinery in Africa

The government is the primary stakeholder for implementing the [Sendai Framework for Disaster Risk Reduction 2015-2030](#) and gender equality and implementing [CEDAW Recommendation 37 on Gender and DRR](#). Key agencies responsible for disaster and climate risk reduction and resilience include the national disaster management office (NDMO) or civil protection agencies (also responsible for disaster preparedness and humanitarian response) and climate change departments at the national and sub-national levels. The development planning ministry and line ministries are further accountable for risk-informed and resilient development and can also have the mandate for risk-informed and resilient recovery.

The DRR machinery led by NDMO mandates implementation of the Sendai Framework for Disaster Risk Reduction in a country with a responsibility (as per the Sendai Framework) to ensure that DRR is inclusive, and no one is left behind. NDMO should closely collaborate with the Women's machinery (e.g. Ministry of Women and Social Affairs), women's organizations, and groups to ensure gender-responsive DRR and inclusion of marginalized groups.

DRR's machinery in Africa consists of the following bodies:

- **At Regional level: Africa Union with its DRR Unit and line agencies;**
- **At Subregional level for Eastern and Southern Africa: DRR Units within IGAD, EAC and SADC;**
- **National level: National Disaster Management Office and line ministries;**
- **Subnational level:**
 - Provincial/County Disaster Management Offices, Committees and Teams;
 - District DRR/DRM/climate change/ development Offices, Committees and Teams;
 - Village DRR/DRM/climate change/development Offices Committees and Teams; and
 - Community DRR/DRM/climate change/development Offices Committees and Teams.

The structure of the DRR's machinery in Africa is on Figure 1 below.

Figure 1: Organizational structure for the DRR machinery in Africa

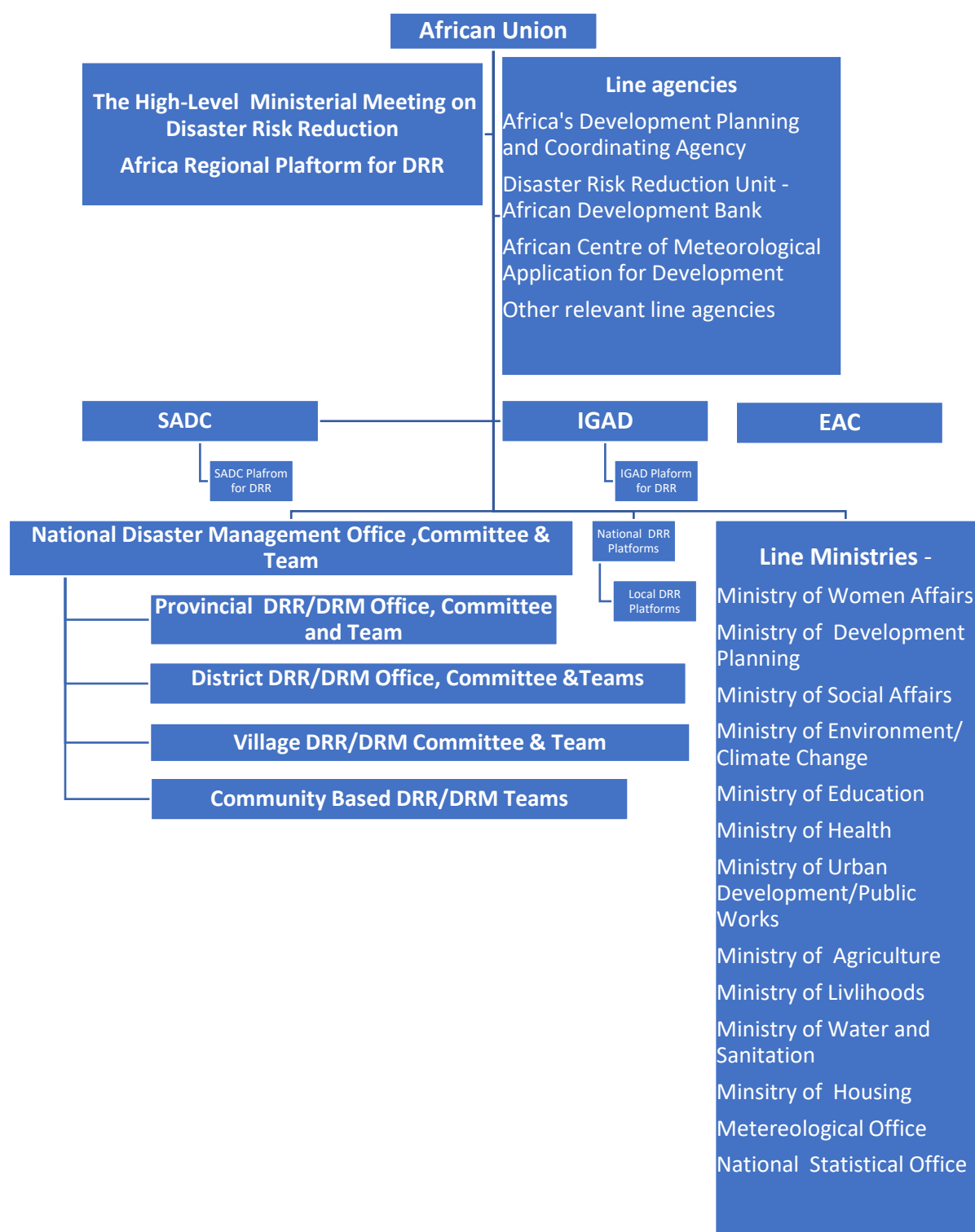




Photo: UN Women



TOOL 4: Women's Machinery in Africa

Tool 4: Women's Machinery in Africa

Women's machinery

Women's machinery in Africa consists of the following bodies:

- **Regional level:** Women, Gender, and Development Directorate (WGDD);
- **Subregional level for South and East Africa:** IGAD, EAC and SADC;
- **National level:** Ministry of Gender/Women Affairs and gender unit/focal points in line ministries;
- **Subnational level:** Departments and Offices of Women Affairs managed or coordinated by the Ministry of Gender/Women Affairs.

Regional level

The Women, Gender, and Development Directorate (WGDD) is responsible for leading, guiding, defending, and coordinating the African Union's (AU) efforts on gender equality and development and promoting women's empowerment by ensuring that African countries comply with the AU Solemn Declaration on Gender Equality in Africa (SDGEA). The Directorate designs programmes and projects based on the policies and frameworks adopted by the AU Member States. It also oversees the development and harmonisation of gender policies; defines strategies for gender mainstreaming within the Commission, AU organs, and the Member States; and supports capacity building by providing training on gender policies and instruments.

The Directorate advances gender equality and women's empowerment at the continental and international levels to give new impetus to the commitments agreed at the global and regional levels in the following areas: poverty and women's economic empowerment and entrepreneurship; agriculture and food security; women's health, maternal mortality and HIV/AIDS; education, science, and technology; environment and climate change; peace and security; violence against women; governance and legal protection; finance and budget; women in decision-making positions; promotion of youth (women and men) and women in gender equality; and the empowerment of women.

National Women's Machineries

"National women's machineries" (or "national machineries for women's advancement") are government offices, departments, commissions or ministries that provide leadership and support to government efforts to achieve greater equality between women and men.

"A national machinery for the advancement of women is the central policy-coordinating unit inside government." Its main task is to support government-wide mainstreaming of a gender equality perspective in all policy areas."

Beijing Platform for Action (Para. 201).



Photo: UN Women



TOOL 5: Using gender data to inform Monitoring and Reporting of Sendai Framework Implementation

Tool 5: Using gender data to inform monitoring and reporting of Sendai Framework implementation

What is SADDD?

Sex, age, and disability disaggregated data (SADDD) measure social and economic differences **between all genders**. These data, when combined with other forms of gender data, are important because they help assess if an initiative is successful at targeting and benefiting women, men, girls, boys, and unpack the differentiated impacts of disasters. Collecting **gender data**, including SADDD is a pre-requisite for gender analysis, which is important for informing disaster risk reduction and resilience policies, plans, budgets, and projects.

Why is the collection, analysis, and use of SADDD necessary?

- **Disasters have different impacts** on women, girls, boys and men, children, adults, older people, and other marginalised groups. To understand their differing vulnerabilities, risks, impacts and their specific disaster risk reduction (DRR), it is necessary to collect data about/from each group.
- **To understand coverage and gaps**, service providers need to collect and analyse the sex and age of the population receiving the service, for example risk communications, or early warning systems.
- **To increase the efficacy and cost-efficiency of DRR and resilience efforts**, the use of disaggregated data ensures the most effective, practical, context-specific planning and response.
- **To support monitoring, evaluation and reporting**, for example to the **Sendai Framework Monitor** – an online tool for monitoring and reporting on the progress of the seven Sendai Framework targets.

How to collect SADDD?

The first step is to collect available data and information and then to identify data gaps. This involves: (i) identifying relevant data to provide a picture of the gender equality situation in a given context; (ii) drawing on existing qualitative and quantitative research findings as a basis for evidence-based data; (iii) ensuring that data is disaggregated by sex (and other intersecting forms of discrimination, such as age, race, ethnicity, and other factors relevant to shedding light on intersectionality; (iv) identifying where further data are needed and generate additional data that captures gender issues including by organisational and household surveys

The second step is to close gender data gaps. This might involve: (i) capacity development of the National Statistical Office, Ministry for development planning, relevant line ministries and government officials at national and subnational levels to understand the importance of collection, analysis and use of disaggregated data for DRR policy and planning; and (ii) training and mobilising the women's rights organisations and women groups at national and subnational levels to collect and analyse disaggregated data.

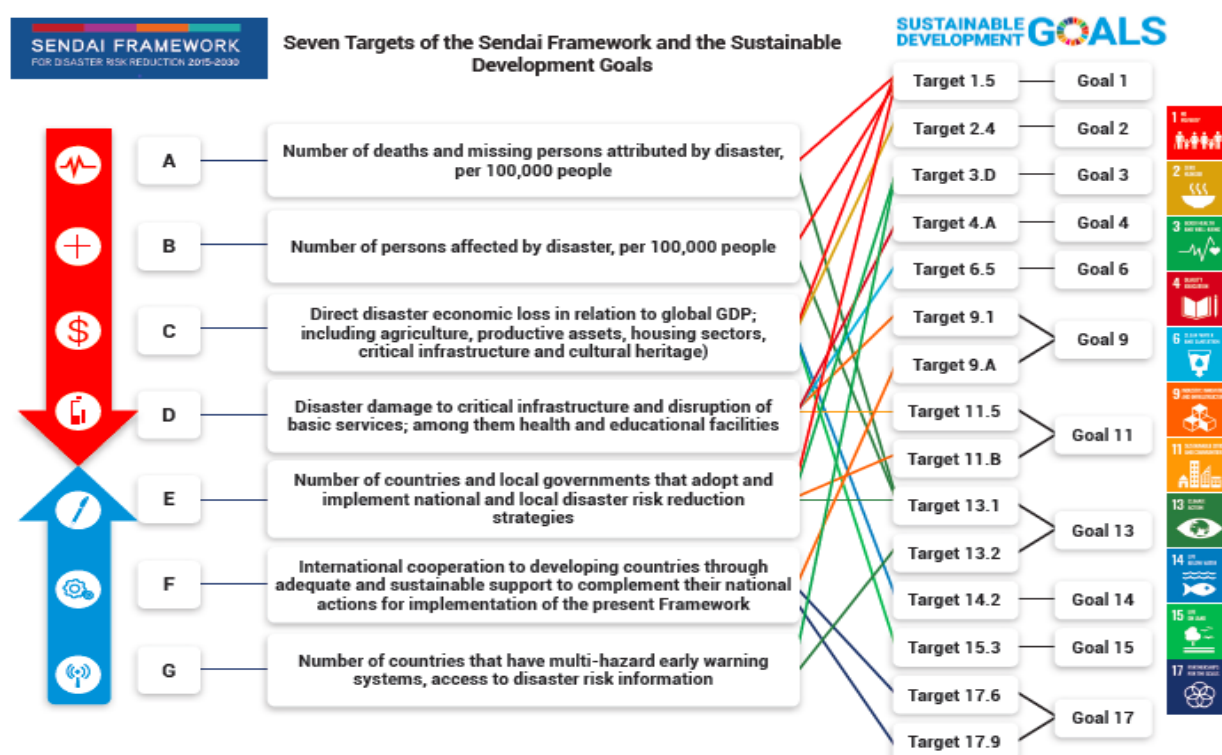
Overview of the Sendai Framework Monitor (SFM)

What is the SFM?

The Sendai Framework Monitor is an online accountability tool for monitoring and reporting on 38 indicators related to the 7 Sendai Framework Targets, which are also linked to the Sustainable Development Goals (SDGs). *Figure 1* shows the links between Sendai Framework Targets and SDGs.

Figure 1: Links between Sendai Framework Targets and SDGs

FIGURE 1. LINKS BETWEEN SENDAI FRAMEWORK TARGETS AND SDGs²



Source – UNDRR (2021) *The Sendai Framework and the SDGs*: <https://www.undrr.org/implementing-sendai-framework/sf-and-sdgs>

Who coordinates SFM in a country?

Each country has a **Sendai Framework Monitoring National Focal Point** who is the national coordinator for national reporting against the Sendai Framework targets via the **Sendai Framework Monitor**. UN Women in collaboration with the UNDRR can develop the capacity of governments to collect, analyse and report on sex, age and disability disaggregated data. UN Women can further support the governments to use the disaggregated data in development of gender responsive DRR, preparedness, risk informed development, and resilience policies and plans. Similarly, UN Women led by Ministry of Women affairs and Ministry of Social Affairs, can provide technical support and mobilise the women rights organisations and women's group to collect sex, age and disability data for disaster risk reduction.

What are the linkages between Sendai Monitor and Disaster Loss Data Collection System?

The Sendai Framework online Monitoring tool has as an important sub-system, the **Disaster Loss Data Collection tool** (called “*DesInventar Sendai*”), which permits the creation and maintenance of fully compliant Loss Databases that can be used to gather the data required for Global Targets A, B, C and D (see <https://www.desinventar.net>). The meta-data used for reporting on the Sustainable Development Goals by the relevant line ministers is also the data for disaster losses and Sendai Monitor as depicted in the diagram above. Thus, the national government should ensure close coordination between the National Statistic Office, National Development Ministry, National Disaster Management Office, and relevant line ministers to collect and analyse sex, age, and disability disaggregated data for disaster loss and DRR.

RESOURCE:



See Guidance note - [Technical guidance for monitoring and reporting on progress in achieving the global targets of the Sendai Framework for Disaster Risk Reduction](#) which provides guidance to Member States on data required to monitor the 38 Indicators.



Photo: UN Women



TOOL 6: Introduction to conducting Gender Analysis

Tool 6: Introduction to conducting Gender Analysis

What is Gender Analysis for Disaster Risk Reduction (DRR) and resilience?

As a starting point for gender mainstreaming in disaster risk reduction (DRR), Gender analysis provides a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situation or contexts.¹ Gender analysis examines the relationships between all genders and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted.²

Gender Analysis is the first step in planning efficient disaster risk reduction, resilience, and risk-informed development strategies, programmes, and projects that address both men's and women's needs and reduce the inequalities between them.

Why conduct gender analysis?

Gender analysis provides the necessary information to integrate gender perspectives into disaster risk reduction, climate change, risk-informed development and resilience laws, policies, strategies, plans, programmes, and projects. Gender analysis can be applied to complete interventions such as single projects, entire programmes, legal or policy frameworks, or to specific intervention measures.³ Without gender analysis and SADD, the disaster vulnerabilities and impacts of disasters on women and girls are often rendered invisible and this deprioritizes their needs and capacities in disaster risk management and humanitarian response.⁴

How to conduct Gender Analysis for DRR and resilience interventions?

Gender analysis of disaster risks should be conducted at regional, national, and subnational levels. It should investigate structural barriers to the participation of disadvantaged or marginalised groups (based on sex, age, disability, social and economic status) and find entry points to promote the meaningful and effective participation of those groups.

Who should conduct gender analysis?

UN Women, under the auspices of, and in close coordination with relevant regional bodies (e.g., the African Union Women Gender and Development Directorate) and the national women's machinery (including all the line ministries and departments with Ministry of Women's Affairs as a lead). In addition, it will be necessary to secure cross-sectoral input from the UN Gender Working Group, and national and local women's organisations, who should provide technical expertise and coordination support for gender analysis for disaster risk reduction and resilience agencies.

¹ UN Women Gender Equality Glossary: <https://wrd.unwomen.org/practice/listing-toolbox/gender-equality-glossary>

² EIGE (2018) Gender mainstreaming: gender analysis: <https://wrd.unwomen.org/practice/listing-toolbox/un-women-rapid-assessment-tool-evaluate-gender-equality-and-womens>

³ EIGE (2018) Gender mainstreaming: gender analysis <https://wrd.unwomen.org/practice/listing-toolbox/un-women-rapid-assessment-tool-evaluate-gender-equality-and-womens>

⁴ UN Women (2021) Mainstreaming Gender into Data Analysis and Advocacy: <https://asiapacific.unwomen.org/en/focus-areas/humanitarian-action-and-disaster-risk-reduction/mainstreaming-gender-into-data-analysis-and-advocacy>

When to carry out gender analysis?

Gender analysis can be carried out at any time and any stage of the policy, programme, or project cycle, although there are situations that present more opportune moments, such as:

- During the **initial design** of a policy/programme/project (see [Gender Planning](#));
- **Before the implementation** of a policy/programme/ project; and
- During the **monitoring and evaluation** of a policy/programme/project to make it possible to understand whether data and information collected is meaningful in terms of gender and responds to the different needs of women and men (see more on [Gender Monitoring](#) and [Gender Evaluation](#)).

Regardless of the stage at which gender analysis is carried out, it is most useful when **applied routinely** to all aspects of policy, programme and project planning, implementation, and review rather than as an afterthought or add-on.

RESOURCES:



- [*EIGE's Gender mainstreaming: Gender Analysis*](#)
- [*Introduction to gender analysis concepts and steps*](#)
- [*Working with women at risk, Practical guidelines for assessing local disaster risk*](#)
- [*Pacific Gender and Climate Change Toolkit - Module 3*](#)
[*Gender Responsive communications toolkit on climate change and disasters*](#)



Photo: UN Women



TOOL 7: Understanding the gender dimensions of risk - A checklist

Tool 7: Understanding the gender dimensions of risk – A Checklist

This checklist identifies key entry points for understanding the gender dimensions of risk and provides a broad-brush approach to stocktaking the level of understanding (e.g., at the national subnational, sector, or organizational level) of the current level of integration (i.e., from no progress through to advanced progress). Each element can be scored using the key below.

Key: 0 = no progress; 1= early progress; 2= intermediate progress; 3 = advanced progress

UNDERSTANDING GENDERED RISKS, INTERESTS AND NEEDS		
Issue	Question	Rating
Mechanisms to raise awareness	Existence of mechanisms that raise awareness of and share information on disaster risks equally within all socially excluded groups in the community.	
Scientific information	Existence of scientific information and socio-economic to inform understanding of the gender dimensions of risk	
Traditional knowledge	Use of traditional knowledge and expertise to inform understanding of disaster risks and impacts on different groups	
Sex disaggregated data	Availability of sex-disaggregated data to inform understanding of disaster risks and impacts	
Gender data	Availability of qualitative gender data to unpack the underlying drivers of risk e.g. gender inequalities	
Knowledge, skills, and capacity development	Capacity development of key stakeholders to raise awareness and understanding of the gender dimensions of risk	
Gender analysis	Use of gender analysis to assess disproportionate risks and impacts on women and girls and their agency and leadership in decision making	
Intersectionality	Are women and girls in all their intersectionality included in gender analysis?	

It will be important to focus on the elements that you rate as no progress or early progress.

RESOURCE:



See the [*Pacific Gender & Climate Change Toolkit, Tools for Practitioners*](#)



Photo: UN Women



TOOL 8: Inclusion of sexual orientations, gender identities, expressions, and sex characteristics (SOGIESC) in Disaster Risk Reduction and Resilience

Tool 8: Inclusion of sexual orientations, gender identities and expressions, and sex characteristics (SOGIESC) in disaster risk reduction and resilience

What is SOGIESC?

SOGIESC stands for diverse sexual orientations, gender identities and expressions, and sex characteristics. Diverse SOGIESC is preferred to LGBTIQ+ as it includes people whose lives do not fall into the categories of lesbian, bisexual, gay, transgender, intersex, or queer, including cultural non-binary people who use non-English terms that convey distinct experiences of gender and sexuality, and people who may view their diversity as a practice rather than identity.

Why should SOGIESC be included in DRR?

People with diverse SOGIESC suffer multiple forms of discrimination in many regions including Africa during normal times and in humanitarian settings. The documented human rights violations include lack of appropriate legal recognition in administrative processes (including amending identity documents), and unfair discrimination in almost all the spheres of life such as in schools, health care facilities, competitive sports, and work.¹ Many countries in Africa retain archaic criminal codes that criminalize homosexuality². In relation to disaster and climate risk, people with diverse SOGIESC experience discriminatory practices include social taboo and negative attitudes, lack of leadership and participation opportunities in DRR processes, absence of ID cards, exclusion from humanitarian aid and services, gender-based violence and harassment, exclusion from disaster assessments in all phases etc.

Discrimination against SOGIESC throughout the disaster risk management cycle

*Evidence from major disasters can reflect the entrenched discriminatory policies and practices against the diverse genders. In India, Pakistan, the Philippines, and Nepal, transgender communities were harassed, mocked, and ridiculed or excluded entirely from aid distribution. During the **Indian Ocean Tsunami in Tamil Nadu, India, in 2004**, the third-gender aravani community faced exclusion from humanitarian relief, including food, shelter, and cash, due to lack of possession of government-issued ration cards by third-gender persons. As aravanis are a third-gender group who identify as neither women nor men, officials had unintentionally excluded aravanis from ration cards.³ People in same-gender relationships during **typhoon Haiyan/Yolanda in the Philippines in 2015** were discriminated against and de-prioritised during relief and early recovery programmes that sought to rebuild the livelihoods of disaster-affected people⁴. Similarly, people of diverse SOGIESC faced numerous challenges during **the 2015 earthquake in Nepal** as they were 'outed' because of close and informal living conditions in camps. **2016 Tropical Cyclone Winston in Fiji** highlighted the invisibility of people of diverse SOGIESC during the Post Disaster Needs Assessment and in other assessments, response and recovery designs and funding calls.⁵*

Source: [UN Women](#)

¹ University of Pretoria (2021) About the Sexual Orientation, Gender Identity and Expression, and Sex Characteristics (SOGIESC) Unit: <https://www.chr.up.ac.za/units/sogiesc-unit>

² Human Dignity Trust (2019) Criminalizing Homosexuality and LGBT Rights in Times of Conflict, Violence and Natural Disasters: <https://wrd.unwomen.org/explore/library/criminalising-homosexuality-and-lgbt-rights-times-conflict-violence-and-natural>

³ Pincha C. with Oxfam (2008) Indian Ocean Tsunami through the Gender Lens: <https://wrd.unwomen.org/explore/library/indian-ocean-tsunami-through-gender-lens>

⁴ Oxfam (2016) Leaving No-one Behind: LGBT Rights Post-Haiyan

⁵ Pride in the Humanitarian System - Asia-Pacific Regional Consultation Report, Bangkok, Thailand <https://wrd.unwomen.org/explore/library/pride-humanitarian-system-consultation-report>

Discrimination and marginalisation experienced by sexual and gender minorities often undermines their attempts to secure livelihoods, increasing vulnerability to shocks and stresses, and reducing capacity for recovery. The inclusion of sexual and gender minorities provides an opportunity for international organisations to practice localisation.

Barriers to inclusion

The Sendai Framework for Disaster Risk Reduction tends to use generally inclusive language, recommending “a more people-centred preventive approach” that is inclusive and accessible and that “requires an all-of-society engagement and partnership” involving “empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest.” When lists of such stakeholders are provided “including women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older person,” sexual and gender minorities are not mentioned.

While it is possible to read sexual and gender minorities into frameworks by relying on non-exhaustive lists and generally inclusive language, there is a risk that sexual and gender minorities **will remain invisible**. Lesbian, gay, bisexual, and transgender (LGBT) people’s experiences in crises are also often under-researched and misunderstood, which can lead to protection gaps.

Enablers to inclusion

- **Carry out research** with sexual and gender minorities, and engagement with people across the whole-of-communities builds awareness of barriers and opportunities for inclusion.
- **Raise awareness and sensitisation** of people with diverse SOGIESC, particularly among senior decision makers. Incorporating gender within a human rights framework can facilitate buy-in in a context where gender is often a tabu subject.
Dedicate time, resources, and expertise for effective implementation of the gender policy and other gender work.
- **Provide systematic training or guidance** for the gender focal points, helping elevate and deliver on the intended outcome of that work.
- **Incorporate SOGIESC rights under the umbrella of human rights** to foster greater tolerance for the issue.

How to include SOGIESC in DRR?

RESOURCE: See [Guidance Note: Diverse SOGIESC Rapid Assessment Tool to Assess Diverse SOGIESC Inclusion](#)



This provides detailed information on how and when to use the Diverse SOGIESC Rapid Assessment Tool package to facilitate the assessment of diverse SOGIESC inclusion of programmes/projects implemented by humanitarian organisations. The tool requires using a Survey instrument for collecting data from people with diverse SOGIESC, spreadsheet-based Questionnaires and a Dashboard for deriving a diverse SOGIESC inclusion score. The tool focuses on five key areas: (i) pre-emergency marginalisation and gender analysis; (ii) inclusion, partnership, and leadership; (iii) safety and protection; (iv) shelter and housing; and (v) livelihoods and early recovery.



Photo: UN Women



TOOL 9: Legal basis for Gender Inclusion in SFDRR and Resilience

Tool 9: Legal basis for Gender Inclusion in SFDRR & Resilience Building

International legal treaties and instruments

The [Universal Periodic Review of Human Rights](#) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)¹ are **legally binding** international treaties **for Member States**. All United Nations Member States in Africa except Somalia and Sudan have ratified or acceded to CEDAW. The Member States that have ratified or acceded to the Convention are **legally bound** to put its provisions into practice. CEDAW is unlike the [Sendai Framework for Disaster Risk Reduction](#), which is not legally binding. Kindly refer to *Annex 1* for the list of African Union Member-states that have ratified or acceded to the [Convention on the Elimination of All Forms of Discrimination against Women, New York, 18 December 1979](#).

CEDAW General Recommendation 37

The Convention on the Elimination of All Forms of Discrimination Against Women (**CEDAW**) [General Recommendation 37 \(2018\) on the gender-related dimensions of disaster risk reduction in the context of climate change](#)² explicitly links disasters, pandemics, and women's rights in an actionable way taking into account the principles of substantive equality and non-discrimination, participation and empowerment, accountability, and access to justice. It serves as guidance to State Parties to ensure that gender equality and women's empowerment are central to disaster risk management and humanitarian response and are reported in the Universal Periodic Review. It outlines the process of gender mainstreaming in disaster risk reduction in the context of Agenda 2030. This General Recommendation, therefore, places the CEDAW Committee at the forefront of **ensuring the accountability of States in their efforts to integrate a gender perspective** into climate change and disaster risk reduction strategies³.

List of United Nations Member States in Africa region which have acceded or ratified the CEDAW

This lists the [55 United Nations Member States in Africa region](#), divided into five geographic regions ([defined by the OAU in 1976](#) - CM/Res.464QCXVI) which have acceded or ratified the CEDAW - https://au.int/en/member_states/countryprofiles2.

¹ United Nations General Assembly (1979) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW): <https://wrd.unwomen.org/explore/library/convention-elimination-all-forms-discrimination-against-women-cedaw>

² CEDAW (2018) CEDAW General recommendation No. 37 (2018) on the [gender-related dimensions of disaster risk reduction in the context of climate change](#): <https://wrd.unwomen.org/explore/library/cedaw-general-recommendation-no-37>

³ CEDAW (2018) Committee on the Elimination of Discrimination against Women, Sixty-ninth session Statement of the Committee on the Elimination of Discrimination against Women on gender related dimensions of disaster risk reduction in the context of climate change: <https://wrd.unwomen.org/explore/library/statement-committee-elimination-discrimination-against-women>



Photo: UN Women



TOOL 10: Why and with whom to Coordinate?

Tool 10: Why and with whom to Coordinate?

Why coordinate?

Mainstreaming gender equality into disaster and climate risk reduction and resilience building offers an opportunity to re-examine gender relations in society from different angles and enhance gender equality in socio-economic development. It also makes it possible for nations and communities to achieve Agenda 2030 for sustainable development, especially SDGs and related disaster resilience frameworks, for which key focal points are identified below:

- [Sendai Framework for Disaster Risk Reduction](#) (Normally NDMO is the focal point);
- [Paris Agreement on Climate change](#) (Ministry of Environment for the UNFCCC and climate change related agreements, and the inclusion of gender issues in National Adaptation Plan and reporting);
- [Agenda for Humanity - World Humanitarian Summit](#) (Ministry of Social Affairs or relevant ministry);
- [Universal Periodic Review of Human Rights](#) (Ministry of Human Rights or relevant ministry);
- [CEDAW Recommendation 37](#) (NDMO, climate change department, ministry of development planning);
- [New Urban Agenda](#) (Ministry of Urban Development for gender issues in urban resilience);
- [Addis Ababa Action Agenda on Development Finance](#) (Ministry of Finance for Gender Responsive Budgeting for DRR);
- [Bangkok Principles for the implementation of the health aspects of the SFDRR](#) (Ministry of Health issues especially in the context of COVID-19 pandemic);
- [Nansen Initiative - Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change](#) (Ministry of Refugees or relevant ministry);
- [Global Compact on Refugees](#) (Ministry of Refugee Affairs) and [Global Compact on Migration](#) (Ministry of development planning, Department of climate change).

With whom to coordinate?

The key country-level players in disaster risk reduction, climate change adaptation, and resilience are:

- **Government:** National Disaster Management Office (NDMO) - which leads national coordination for the Sendai Framework for DRR, the Ministry of Social Affairs, the Ministry of Finance, the Ministry of Development Planning. In addition, other relevant line ministries such as the Ministry of Agriculture in case of food insecurity due to droughts and floods, the Ministry of Health for gender-responsive health preparedness, the Ministry of Environment for climate risks, the Ministry of Urban Development for building the resilience of poor women and girls living in urban slums and informal settlements and the Ministries of Rural Affairs – for rural women.
- **Civil society organizations** such as NGOs, women's rights organisations (WRO), human rights organisations, and women's organisations and groups.
- **The Private Sector** and relevant organisations (e.g., resilient business networks);

- **The Media** at all levels;
- **Academic** and research agencies;
- **United Nations agencies** – UN Women, UNDRR, and other specialised UN agencies working on diverse DRR issues such as food security (WFP), and livelihoods (FAO), education and protection of children (UNICEF), maternal and reproductive health (UNFPA), UN Habitat on inclusive and resilient infrastructure, Climate change and environmental issues impacting women and girls (UNEP), health issues (WHO), Poverty reduction, social protection, livelihoods, women governance structures (UNDP), and hydrometeorological issues including climate variability and change (WMO).
- **Donors and multilateral institutions** championing gender in DRR such as the European Commission and World Bank (the latter also focusing on post-disaster needs assessments (PDNA)).



Photo: UN Women

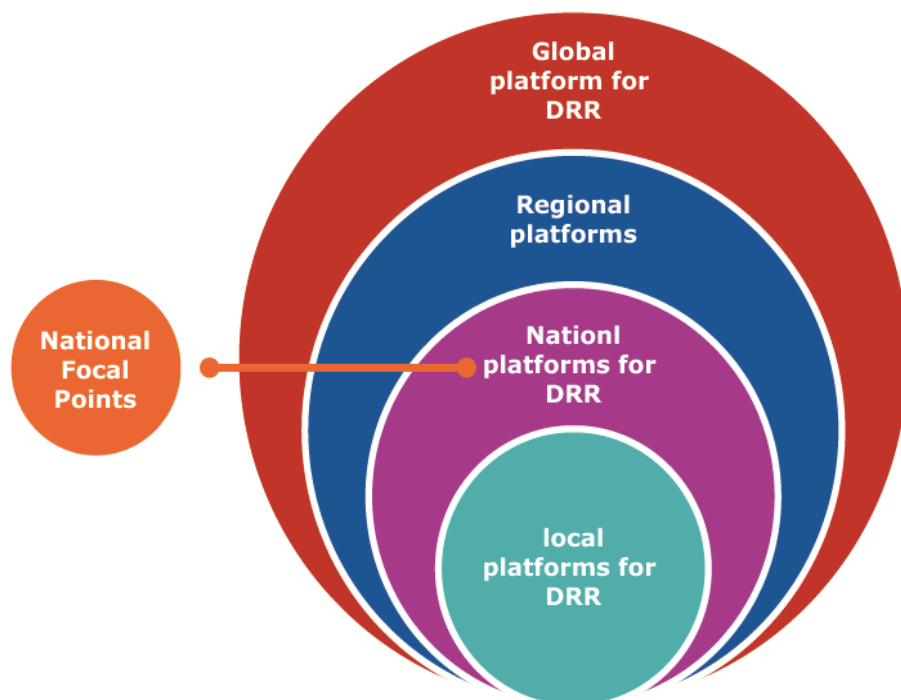


TOOL 11: Gender inclusion in National and Local Platforms for Disaster Risk Reduction

Tool 11: Gender inclusion in National and Local Platforms for Disaster Risk Reduction (DRR)

What is a National platform for DRR?

A National Platform for DRR is a national mechanism for coordination and policy guidance on disaster risk reduction that is multi-sectoral and inter-disciplinary and involves all concerned entities within a country. Its membership includes **government officials** from various line ministries/agencies, **members of civil society**, the **private sector** and the **non-governmental organization (NGO) community**, as well as representatives of **international organizations** and **donors**. Platforms also include members of the **communities** that are at risk, with a wide participation from society reflecting the multi-stakeholder approach of DRR.



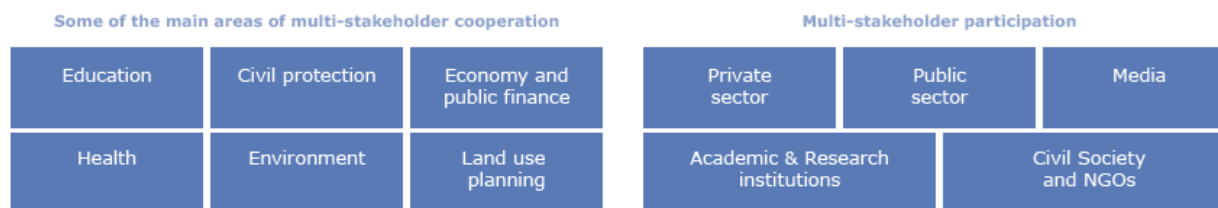
Where to find National DRR Entry Points - Developed by WIA Working

What is a Local Platform for DRR?

A Local Platform for DRR is a locally or municipally owned and led coordination mechanism or committee of multi-stakeholders. The responsibility of being the facilitator is given to a specific local authority or another actor. It serves as a **hub for common areas of priority** requiring concerted action through a coordinated and participatory process. Local Platforms work to mainstream disaster and climate risk reduction into local policies, plans, and programmes in line with the Sendai Framework.

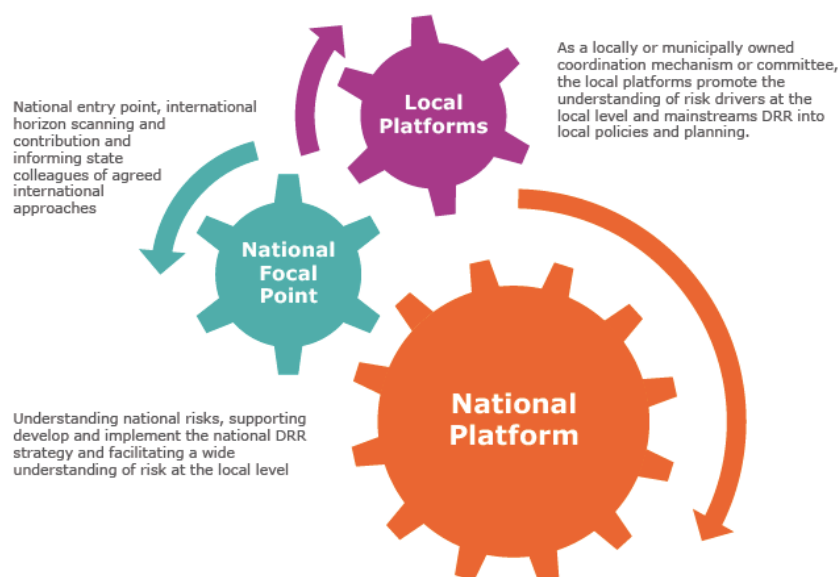
What are the national and local implementation mechanisms?

The National Platform works in partnership with the National Focal Point who is the lead. The National Platform **coordinates all stakeholder engagement at the national level** and should pursue an all-of-society engagement in DRR. It should also have mechanisms for effective dialogue with Local Platforms in place in order to influence, encourage and coordinate local action. In parallel, the National Platform seeks to **understand local priorities and issues**.



Who is a National Focal Point?

A National Focal Point for DRR is defined as a **national governmental body and entry point** responsible for the implementation, review and reporting of the Sendai Framework through the [Sendai Monitor](#) and is most usually the national disaster management agency or civil protection agency. The Focal Point is supported by the national platform for DRR. The Sendai Framework Focal Point is generally responsible for the national DRR strategy, including national risk and capability assessments, and national DRR reviews and reporting.



Role of national focal point, national platform, and local platforms

How to mainstream gender equality in the National and Local Platforms?

- STEP 1:** Establish/strengthen the *Thematic Working Group on Gender* within National Platform for DRR and ensure the *Working Group on Gender* or Gender focal points from various relevant ministries are involved in Local Platforms for DRR.
- STEP 2:** Ensure active participation of women's organizations in national and local DRR platforms.

STEP 3: Ensure that National and Local Platform for DRR, DRR conferences, and workshops at all levels are genders and socially inclusive, for example include equal number of women and men from diverse backgrounds. Importantly, ensure that women get equal opportunities for leadership, management and drafting of the key outcome documents during such events.

3. **STEP 4:** Ensure that DRR/DRM policies and plans consider the most marginalized populations particularly women, children, people with disabilities, and the elderly.
4. **STEP 5:** Ensure that gender is mainstreamed across the workplan of the National and Local Platforms including by sharing key messages and these are fed into regional platforms resulting in gender-responsive commitments and action plans.

RESOURCES: [*Checklist for GESI representation in DRR platforms.pdf*](#). This includes detailed steps to help organisers and panelists ensure multiple arguments, expertise, and inclusion in public forums, including DRR forums, workshops, and meetings.



See the [*key messages*](#) prepared by UN Women for the 2021/2022 regional and national platforms to ensure the DRR platforms are gender-responsive and highlight important commitments and actions to close gender gaps in DRR and resilience.

For more details on the National and Local Platforms kindly refer to [*Words into Action guidelines: National focal points for disaster risk reduction, national platforms for disaster risk reduction, local platforms for disaster risk reduction*](#)



Photo: UN Women



TOOL 12: Gender and Disaster Risk Reduction Tool for Parliamentarians

Tool 12: Gender and DRR Tool for Parliamentarians¹

Why should Parliament and Parliamentarians be gender responsive for DRR?

Parliament and Parliamentarians are uniquely positioned to formulate, oversee, and monitor gender-responsive disaster risk reduction laws and policies and their impact at local levels. The CEDAW Recommendation 37 explicitly calls for parliamentarians to: develop new or amend existing disaster risk reduction-related legislation with a gender equality and social inclusion lens; prepare gender-responsive DRR budget allocations; and hold governments accountable for the protection of women and girls. Parliamentarians can play an instrumental role in fulfilling these legal commitments and develop gender-responsive policies, strategies, plans, budgets and set up institutional arrangements.

What must be done?

There are five key priorities:

- 1. Mainstream disaster risk reduction into women-focused development work.** Women's development initiatives and policies or legislation should include disaster risk reduction and resilience, especially when dealing with water management, livelihoods, agriculture, food security, natural resource management, urban resilience, climate change, poverty reduction, social protection, education, and leadership.
- 2. Integrate women's needs and concerns into a broad-based community development agenda in disaster-prone areas.** Governments should promote women's participation and leadership in disaster risk reduction and resilience, and include the perspectives, priorities, and knowledge of women and girls in disaster risk assessment, disaster risk reduction planning, and preparedness.
- 3. Make existing disaster risk reduction/resilience policies and programmes gender responsive and mainstream DRR into gender policies and plans.** Strengthen the disaster resilience of women in all their diversity living in high-risk areas, harness women's capabilities, and encourage women's participation in the policy and decision-making process in building national resilience to disasters and climate change.
- 4. Ensure disaster-vulnerable families can afford to educate their daughters.** Poor rural communities are vulnerable to hazards such as drought and the effects of climate change. The focus should be on such measures as income diversification, building drought resistance, micro-farming, and micro-insurance, so that poor men and women can continue to prioritise their daughters' education.
- 5. Promote women and girls' participation and leadership in disaster risk education** through school-based community learning and development projects. This should be a part of a national curriculum and should include the sharing of good practices in disaster risk reduction and climate change adaptation for gender equality. This should promote women's leadership and decision-making roles at local to national level in disaster risk management/development committees and teams.

¹ Adapted from Advocacy toolkit for Parliamentarians, Disaster Risk Reduction: An Instrument for Achieving the Millennium Development Goals

TOOL 12: Gender and DRR Tool for Parliamentarians

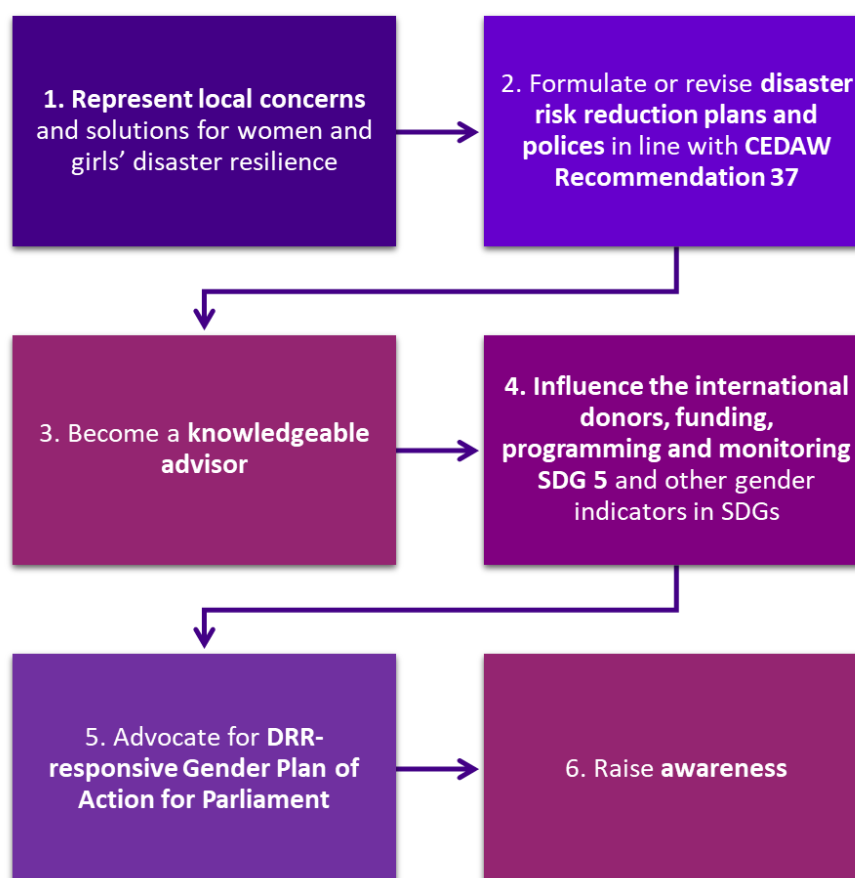
Recognition of ground issues for gender in DRR in the Parliamentarian's Action Plans

"Women in West Africa play an important role in food security for their families. Disasters increase their stress and workload, depriving women of the time to address the needs of their families and leading girls to drop out of school to help at home."

<https://wrd.unwomen.org/explore/library/parliamentarians-plan-action-making-millennium-development-goal-programmes-disaster>

Source: *Parliamentarians' plan of action for making Millennium Development Goal programmes disaster resilient*, June 2010

How can Parliamentarians make change happen?



Six Ways to make change happen

1. Represent local concerns

Learn from the experience of local women. This includes a better understanding of their vulnerabilities, strengths, knowledge, and insights through discussion and the collection of good practices in cooperation with community-based organisations for disaster risk reduction and resilience alongside women's representative organisations. Official efforts should be made to assess women's contributions to building disaster and climate resilience and promoting their implementation.

2. Influence national spending, laws, and policy

Legislate to integrate gender into disaster risk reduction and risk-informed development spending and existing work. National policy and legislation should aim to empower women's leadership in disaster risk reduction and community development, and girls' participation on disaster risk reduction. This requires

TOOL 12: Gender and DRR Tool for Parliamentarians

the active support of parliamentary committees for the development sectors, with ministries responsible for gender and disaster risk reduction issues, in line with international agreements including [CEDAW Recommendation 37](#) on disaster risk reduction, the [Beijing Declaration](#), and national human rights law and local policy. One of the critical challenges that parliamentarians encounter is allocation of funds for DRR, while ensuring that these measures are gender responsive. The Ministry of Finance will therefore play a pivotal role. The funding for gender responsive DRR can come from various line ministries who have dedicated budgets for gender and social inclusion especially the Ministry of climate change/environment, the Ministry of Health, the Ministry of Education, and the Ministry of Social welfare but also government agencies such as national disaster management agencies and other sector agencies should secure allocations for gender responsive DRR/risk informed development/resilience interventions.

3. Become a knowledgeable Monitor and Advisor

Join networks of national, regional, and global experts (e.g. the [Women's Resilience to Disasters Community of Practice](#) and the [Women in DRR network](#)) and share experiences, gain knowledge, and partner with them to conduct capacity-building workshops for government workers and parliamentarians

4. Influence international donors

Press for funding, programming, and monitoring of SDG 5 to be linked to indicators for gender-disaggregated disaster impact as well as gender and DRR related targets in other SDGs. Parliamentarians should leverage disaster risk reduction issues relevant to SDG 5 and other SDGs in negotiations over international development assistance funding for gender-responsive disaster resilient poverty, food security (SDG 2), good health (SDG 3), education (SDG 4), urban resilience (SDG 11), and climate change (SDG 13).

5. Advocate for a DRR-responsive Gender Plan of Action

The Ministry of Women with technical assistance from UN Women and UNDRR should support the International Parliament Union and the national parliaments to develop a DRR-responsive Gender Plan of Action for gender-sensitive parliaments. This would include revision or enacting new gender-responsive DRR legislations, gender budgeting and setting up allocation of funds for gender-responsive DRR and climate change. This would be supported by a robust mechanism for coordination between the line ministries for gender and DRR mainstreaming, and the enactment of laws and mechanisms for ensuring 50-50 equal membership of women and men in disaster management committees and teams at all levels national to local, promote women's leadership including in the senior level decision making roles.

6. Raise awareness

Publicise local women's roles, responsibilities, and potential for disaster risk reduction and disaster resilient community development and campaign through the local media, national media, and even the international media against gender-based injustice and poverty and the lack of gender concerns in disaster risk reduction. Partnerships with organisations focused on gender, disasters, and development will be effective. Whenever possible, bring disaster risk reduction issues into established high-profile national and global forums already addressing gender inequality in development, such as UN Economic and Social Council (ECOSOC) and the [UN Commission on the Status of Women](#).

TOOL 12: Gender and DRR Tool for Parliamentarians

RESOURCES: [Advocacy toolkit for Parliamentarians, Disaster Risk Reduction: An Instrument for Achieving the Millennium Development Goals](#): assists members of parliament in their oversight of national progress and investments made towards achieving the MDGs from the perspective of disaster risk reduction, a crucial component of development policies. Goal by goal, the publication outlines priorities, steps and interventions required to reduce or eliminate disaster risks. The kit provides examples of good parliamentary practices in many countries and shows why disaster risk reduction is indispensable for ensuring steady progress towards the achievement of the MDGs.



[Evaluating the gender sensitivity of parliaments: A self-assessment toolkit](#) helps parliaments evaluate how gender sensitive they are, assess their current practices and policies, identify possible areas for reform, plan for change, and establish mechanisms to monitor progress.



Photo: UN Women

TOOL 13: Sendai Framework Voluntary Commitments Platform

Tool 13: Sendai Framework Voluntary Commitments Platform

What are the Sendai Framework Voluntary Commitments?

The Sendai Framework Voluntary Commitments (SFVC) online platform provides a vehicle for **sharing commitments and initiatives** on the implementation of the Sendai Framework. Voluntary commitments should be specific and time-bound to support the development of partnerships at local, national, regional, and global levels and the implementation of local and national DRR strategies and plans.

What is the purpose of the Sendai Voluntary Commitments platform?

- The Sendai Framework Voluntary Commitments (SFVC) online platform **incentivises stakeholders to inform the public about their work** and provides a vehicle for sharing commitments and initiatives on the implementation of the Sendai Framework. In turn, UNDRR can monitor and take stock of the progress and impact.
- **The SFVC online platform is a useful tool** for knowing who is doing what and where to implement the Sendai Framework, fostering collaboration among stakeholders.
- **Good practices and achievements are highlighted through the online platform.** A synthesis and analysis report for the SFVC is launched at the biennium sessions of the Global Platform.

Who should use the Sendai Voluntary Commitments platform?

Multi-stakeholders working on DRR – Governments, Regional Intergovernmental organizations, UN agencies, Women's rights organisations, human rights organisations, stakeholders such as civil society organisations, private sector, science and technology, media, etc.) can use this platform to submit initiatives or commitments and share their activities for implementation of the Sendai Framework with the international community. They can submit progress reports and share their achievements as well as deliverables to raise visibility.

How to register the ongoing/planned projects in SVCF?

- Any organisations working for DRR can register their ongoing/planned projects [here](#).
- Gender-related commitments registered on the platform can be found [here](#).

RESOURCES:



For more information, please refer to the [Guideline for Voluntary Commitments submission](#)



Photo: UN Women

Photo: UN Women



TOOL 14: Guidance and tools for mainstreaming age and disability in DRR

Tool 14: Guidance and tools for mainstreaming age and disability in DRR

RESOURCES: ***Disability Inclusive Community Based Disaster Risk Management Toolkit***. This has been designed for use by disaster risk management practitioners and policy makers who wish to understand more about how to make community-based disaster risk management (CBDRM) inclusive of persons with disabilities. The Toolkit establishes the rationale for inclusion, the challenges and opportunities which exist in implementation and provides technical advice and tools for putting theory into practice. It aims to be a point of reference to be used during policy and project development, as well as a tool to support good practice in implementation.



1. The first part of the toolkit establishes the rationale for taking an inclusive approach. It introduces the terminology and conceptual frameworks.
2. Part Two provides practical guidance on how to make core CBDRM activities inclusive. Separated into eight individual booklets, it takes each activity in turn and highlights what needs to be considered both in planning and in implementation.
3. Part Three – the Toolkit contains several tools to complement the advice given in Part Two and support good practice in implementation. Part 3 of the Toolkit is available on [Handicap International intranet](#), and is regularly enriched with new documents.

Disability Inclusion in Disaster Risk Management Promising Practices and Opportunities for Enhanced Engagement is structured around the four priorities of Sendai Framework for Disaster Risk Reduction and provides global case studies, best practices, entry points and recommendations for disability inclusion in DRR.

Age Inclusive Disaster Risk Reduction – A Toolkit prepared by HelpAge International outlines the process of age inclusion in disaster risk reduction programming. It introduces concepts, policies, and frameworks that guide disaster risk reduction focusing on age and disability. It provides tools to support age inclusion in risk assessment, planning, preparedness, resilience building, and advocacy.



Photo: UN Women



TOOL 15: Women's Leadership in Disaster Risk Reduction (DRR)

Tool 15: Women's Leadership in Disaster Risk Reduction (DRR)

Why is Women's Leadership critical for DRR?

Women are powerful agents of change. The far-reaching benefits of diversity and gender parity in leadership and decision-making are increasingly recognised in all spheres including disaster risk reduction and disaster and climate resilience. Women's equal and meaningful participation and leadership is both an important goal in itself and essential for reducing risks and achieving a broad range of sustainable development goals.

Gender inequalities often increase the vulnerability of women and girls due to their limited access to information and resources. Gender-responsive DRR requires analysing the needs, opportunities, roles, and relationship between genders. The active engagement of empowered female leaders is essential because when women are at the center of decision-making and implementation, the approach is more likely to be gender neutral, effective and transformative for resilience to disaster risks. *Still, women continue to be vastly under-represented in decision-making in politics, businesses, and communities.*

CEDAW recommendation 37, ratified by approximately 100 countries and acceded by more, highlights the participation and development of leadership capacities among diverse groups of women and girls at different levels of government and within local communities as essential to ensure that prevention and responses to disasters and the adverse effects of climate change are effective and incorporate perspectives from all sectors of society.

What is women's leadership in DRR?

Ideally 50-50 percent equal quotas for representation of women and men should be made mandatory although as a starting point the two thirds rule (i.e..30 percent women) is sometimes applied. Women's leadership should be promoted at all levels from the highest in parliament through senior national and subnational positions, to within the community and household units. In the context of DRR these structures include:

DRR Platforms	Disaster Management Committees/teams	Other senior and leadership positions
Global Platform for DRR	National Disaster Management Committee/Team	Women parliamentarians
Africa Regional Platform for DRR	Provincial Disaster Management Committee/Team	National Focal Point for DRR
National Platforms for DRR	District Disaster or Development Management Committee/Team	Gender Focal points within line ministries and agencies
Local Platform for DRR	Village/Community Disaster or Development Management Committee/Team	Leadership of Women Rights Organisations and women's groups
	Women's leadership and decision making for DRR and resilience with households	Within the UN and other international and national NGOs working on DRR

How to ensure women's leadership in DRR?

- **The government and other stakeholders for DRR should commit** through enactment of new or revision of existing laws and regulations to ensure the gender parity (50-50) quota is mandatory in leadership across DRR machinery.
- **Implement laws and regulations** that guarantee a safe and open environment for women's participation and leadership.
- **Ensure that country delegations** for global and Africa Regional Platform for DRR are gender-balanced including women leaders and women at senior levels.
- **Support the women and men parliamentarians to develop Gender action Plan** for the Parliament including DRR and resilience aspects.
- **Capacity development and investments** for women across DRR machinery and at all levels on leadership and managerial skills for DRR.
- **Change the narrative on women in leadership** and confront socio-cultural drivers of gender inequality.
- **Support women's leadership for DRR and resilience within households**, including their active participation in local disaster risk management committees, decision-making over land, livelihoods and household income, improves access to education and healthcare for their families.

RESOURCES:



[*Toolkit for assessing women's leadership in disaster and climate resilience.*](#) This toolkit provides a framework and tools for assessing women's leadership at the country, subnational or organisational level. It can either be applied as a holistic assessment – for collecting a national baseline or stocktake on the women's leadership or the two standalone self assessment tools can be used by organisations to assess their support internally for women's leadership or their support to women's organisations for DRR/resilience.

[*Women's Leadership in Disaster Preparedness*](#)

[*Handbook: Women Leadership in Disaster Management*](#)

Photo: UN Women



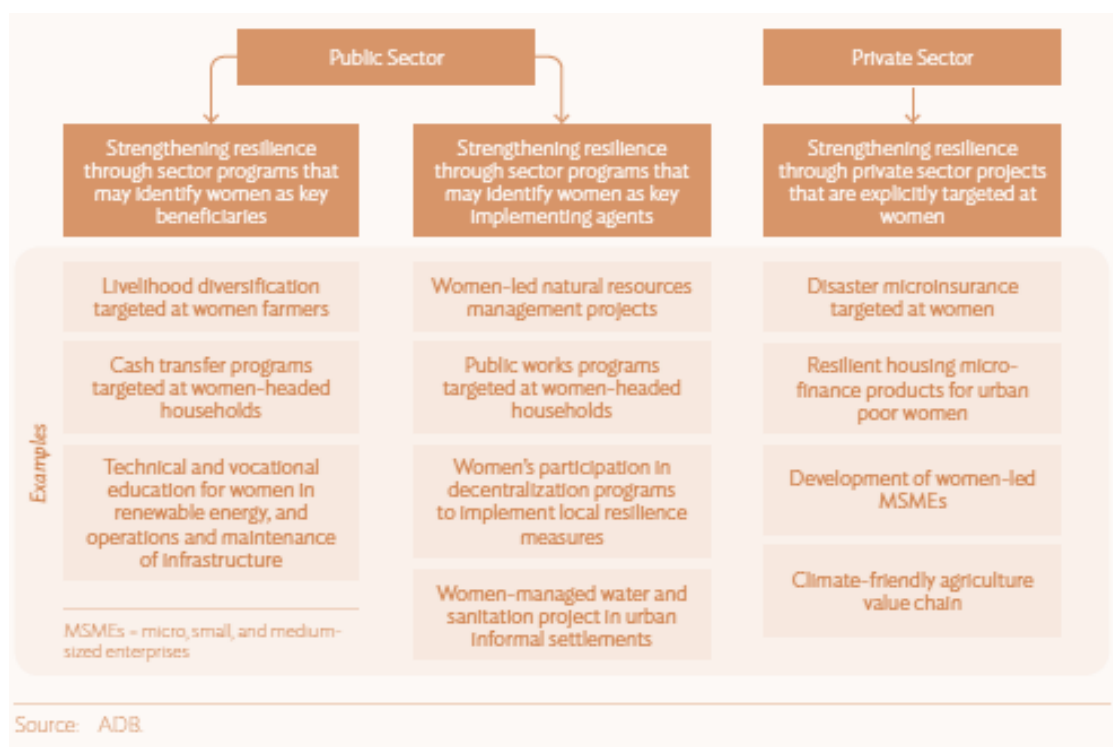
TOOL 16: Gender-responsive Investments in DRR Disaster Risk Reduction (DRR)

TOOL 16: Gender-responsive Investments in DRR

What is gender-responsive investments in DRR and resilience?

Gender-responsive investments addresses gender differences and involves the meaningful leadership and participation of women and girls, men and boys, and non-binary people. It ensures that all DRR/resilience investment decisions by all types of actors, yield equitable benefits for people of all genders and social groups.

Figure 1: Examples of Gender-responsive investments for DRR and resilience



What are the core principles of investments in women's resilience?

Investments in women's resilience to natural hazards and climate change should consider the following core principles:

1. **Address structural inequalities** between men and women that lead to the persistence of women's chronic vulnerabilities both pre and post disasters.
2. **Recognise and promote women's existing capacities** and build their resilience by strengthening their capacity to adapt to, anticipate, and absorb the impacts of natural hazards, including those influenced by climate change and variability.
3. **Directly benefit women**, not just as co-benefits.
4. **Designed and implemented by women**, who should be the primary beneficiaries and/or users.
5. **Seek to generate financial returns** where possible.
6. **Seek to create transformational change.**

Why is gender-responsive investments in DRR critical for women's resilience?

The gender-responsive investment in DRR continues to remain a low priority especially in areas such as women's livelihoods, urban resilience, social protection, infrastructure development, leadership and senior managerial capacities.

The Agenda 2030 for sustainable development and the legal treaty - Convention for Elimination of Discrimination Against Women (CEDAW) and its Recommendations 37 on Disaster Risk Reduction and Gender will not be operationalised unless **adequate budgetary allocations back up gender-responsive commitments and plans.**

When to implement?

Gender-responsive investments and budget allocations for gender mainstreaming should be an integral part of disaster risk reduction, preparedness, response and risk informed development/resilience. However, economic investments in gender responsive DRR and resilience is the most crucial out of all phases as it prevents loss of lives and economic assets.

Investing in disaster risk reduction and building resilience saves more than lives and livelihoods it is also a good return on investment. Every US\$1 invested in risk reduction and prevention can save up to US\$15 in post-disaster recovery. Every US\$1 invested in making infrastructure disaster-resilient saves US\$4 in reconstruction.¹

Who will coordinate and develop the gender-responsive investment plans and allocate budgets?

The Ministry of Finance and the Ministry of Women Affairs in close coordination with: the Ministry of Social Affairs, Ministry of Development Planning, and National Disaster Management Office should design the investment plan. Coordination with the line ministries such as the Ministry of Agriculture, the Ministry of Livelihoods, the Ministry of Education, the Ministry of Health, the Ministry Environment and Climate, are crucial to mainstreaming and allocation of gender responsive.

In addition, other stakeholders such as private sector, civil society organisations, media and academia should also design their gender responsive DRR plans backed up with adequate funding earmarked for gender inclusion.

¹¹ <https://www.undrr.org/about-undrr/funding>

RESOURCES: [Enhancing Women-Focused Investments in Climate and Disaster Resilience](#) report aims to (i) reinforce the dialogue on the importance of women-focused investments in climate and disaster resilience; (ii) identify key characteristics of such investments; and (iii) discuss the wider enabling environment that can make such investments effective. The report primarily aims to inform senior officials from sector ministries and their counterparts in ministries of planning and finance.



[Disaster and Gender Responsive Budgeting - Gender-Responsive Budgeting: A Tool for Financing Gender Equality Commitments, Applying Gender Budget Analysis Tools/Approaches in a Post-Disaster Context](#)

[National Disaster Risk Management Fund \(NDRMF\) - Toolkit for Mainstreaming Gender in Disaster Risk Reduction \(DRR\) & Climate Change Projects, A Practical Manual to Support the Integration of Gender Equality](#). This Gender Toolkit prepared by National Disaster Risk Management Fund (NDRMF) in Pakistan aims to ensure gender integration through programming and projects financed by NDRMF. This toolkit includes guidance on how to undertake a gender analysis, identifies what needs to be done to ensure gender is mainstreamed at different stages of project cycle, outlines how gender can be integrated into the Results Framework, data collection, and usage for enhanced impacts, and identifies effective performance measurement mechanisms contributing to overall improved compliance monitoring.



Photo: UN Women

Photo: UN Women



TOOL 17: Gender-responsive early warning systems and early action

Tool 17: Gender-responsive early warning systems and early action

What are the early warning systems and early action?

An early warning system is an integrated system of hazard monitoring, forecasting and prediction, disaster risk assessment, communication, and preparedness processes and activities that enable individuals, communities, governments, businesses, and other stakeholders to take timely action to reduce disaster risks in advance of hazardous events or slow-onset changes (e.g., drought). An early action, also known as anticipatory action or forecast-based action, means taking steps to protect people before a disaster or threat based on early warnings or forecasts. To be effective, early warnings systems must involve meaningful engagement with at-risk communities.¹

Why include gender dimensions in early warning and early action?

Gender-responsive data, forecasts, and warnings recognise that men and women access, process, interpret, and respond to information in different ways given social and cultural organisation of gender relations and the gender division of labor. A lack of a gender perspective in dissemination and communication has been shown to exacerbate the negative impacts of disaster. Women's involvement in early warning systems, increases the number of people informed because they are connected to different social networks and often have specific and different communication strategies that consider women's practices, concerns, and needs and propose actions that consider gender issues. Some of the ground level challenges in regions such as Africa include the lack of translation of technical and meteorological reports into simple actionable messages for the community, and inappropriate modes of communication (which do not consider high levels of illiteracy amongst women and girls). Experiences reflect that radios and women's groups and networks at the local and grassroots levels are good source of communication even though some women still are unable to access the radio since these are largely owned by men in some countries, for example Malawi.

Case Study 1:

A study in Nepal found that 71 percent of men received early warning information from a formal source, while the majority of women (51 percent) receive warnings through informal and social sources.

Source: *Practical Action (2019)*.

What are the elements of a people-centric early warning system?

The four elements of efficient, people-centered early warning systems are: (i) disaster risk knowledge based on the systematic collection of disaggregated data and gender-responsive disaster risk assessments, including gender and social analysis; (ii) detection, monitoring, analysis, and forecasting of the hazards and possible consequences for different groups; (iii) dissemination and communication, by an official source, of authoritative, timely, accurate, use friendly, and actionable

¹ IFRC (2021) Early warning, early action: <https://www.ifrc.org/early-warning-early-action>

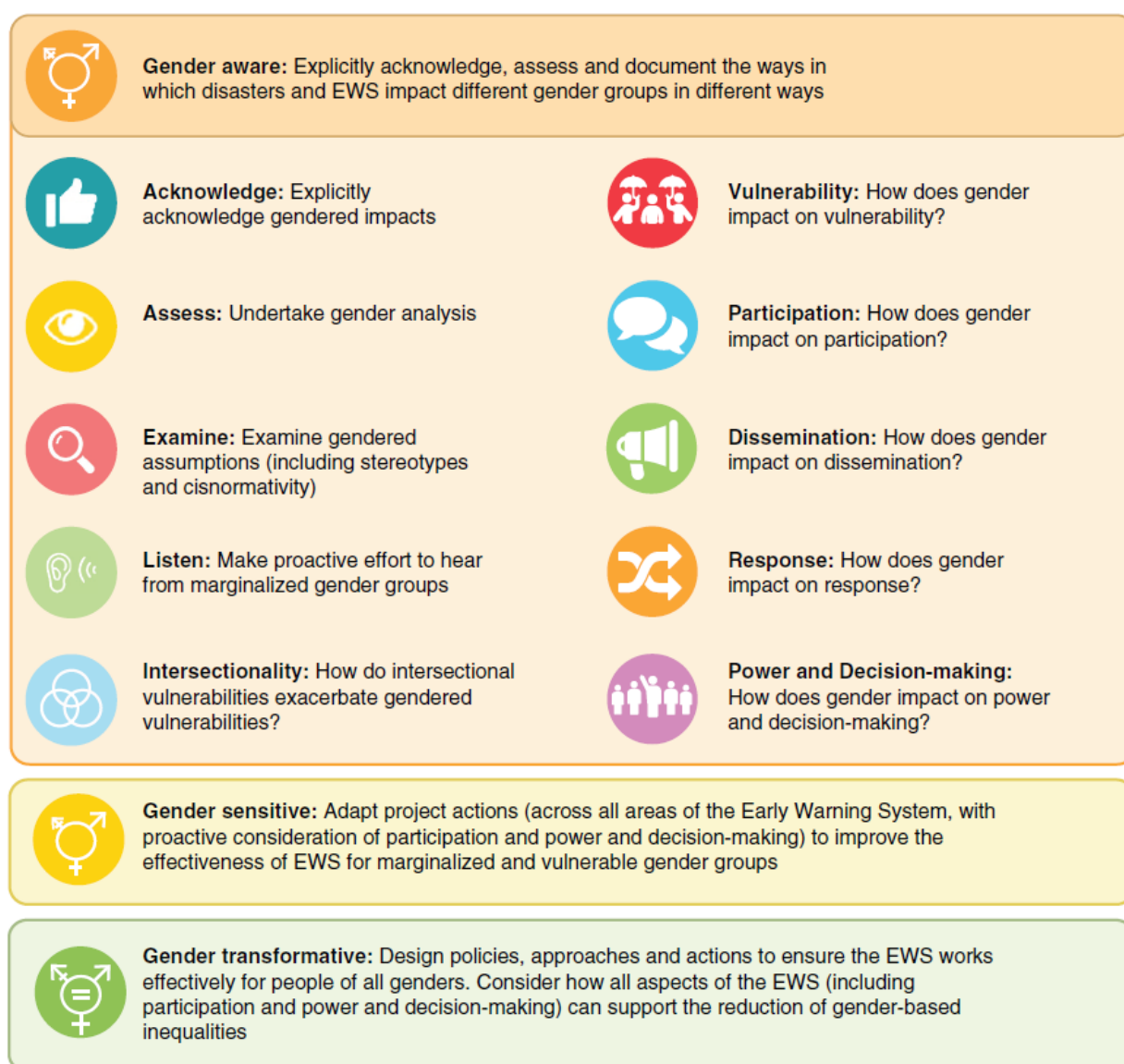
warnings and associated information on likelihood and impact; and (iv) preparedness at all levels to respond to the warnings received.

How to develop a gender-responsive early warning and action system?

The [Multi-hazard Early Warning Systems: Checklist](#)² provides a comprehensive and gender-responsive checklist for carrying out early warning and early actions. It is people-centric and is structured around the four key elements of early warning systems. It aims to be a simple list of the main components and actions national governments, community organisations, and partners within and across all sectors can refer to when developing or evaluating early warning systems.

[The Gender Transformative Early Warning Systems Checklist](#) provides recommendations and case study good practices for a gender transformative approach to early warnings (see *Figure 1*).

Figure 1: A checklist for gender aware, responsive, and transformative Early Warning System Practice



² Pages 29-47 (Chapter 5)

RESOURCES:



Other readings for good practices with case studies- [Gender Transformative Early Warning Systems: Experiences from Nepal and Peru](#)

Free online course: [BLAST DRRM: Community Early Warning Systems](#)



Photo: UN Women



TOOL 18: Gender Responsive Disaster Preparedness

Tool 18: Gender Responsive Disaster Preparedness

What is Gender-Responsive Preparedness?

Gender-responsive disaster preparedness planning involves: identification of critical resources; determination of roles and responsibilities of the clusters and key stakeholders at all levels; and the development of policies, procedures, and planning preparedness activities aimed at ensuring timely disaster preparation and effective emergency response that addresses gender issues and needs in the event of a disaster.

Why Gender-Responsive Disaster Preparedness?

An actual emergency requires quick and effective action, which is only possible when adequate preparedness is done ahead of time in terms of planning and implementation. If appropriate steps are not taken or if the response is delayed, it could increase the loss of lives and assets. Preparedness measures seek to enhance the quality, timing, and effectiveness of the response to a disaster with an ultimate aim to prevent or reduce mortalities and losses while improving the capacity of nations and communities to recover from disasters.

From a gender perspective, pre-existing societal structures, social norms, discriminatory and harmful practices, and gender roles create or contribute to heightened risks for some community members. Marginalized groups such as women living in poverty, single women, members of female-headed households, pregnant and lactating mothers, children, persons with disabilities, sexual and gender minorities, people living with HIV/AIDS, adolescent girls, senior citizens, women from religious and ethnic minorities, and indigenous women are high risk groups with special needs. It is thus crucial to consider multiple forms of discrimination against particular individuals and recognize their different and specific needs, capacities, and priorities. Preparedness actions should address the needs and aspirations of these groups while ensuring the participation and leadership of women are integrated throughout the preparedness cycle.

When to prepare?

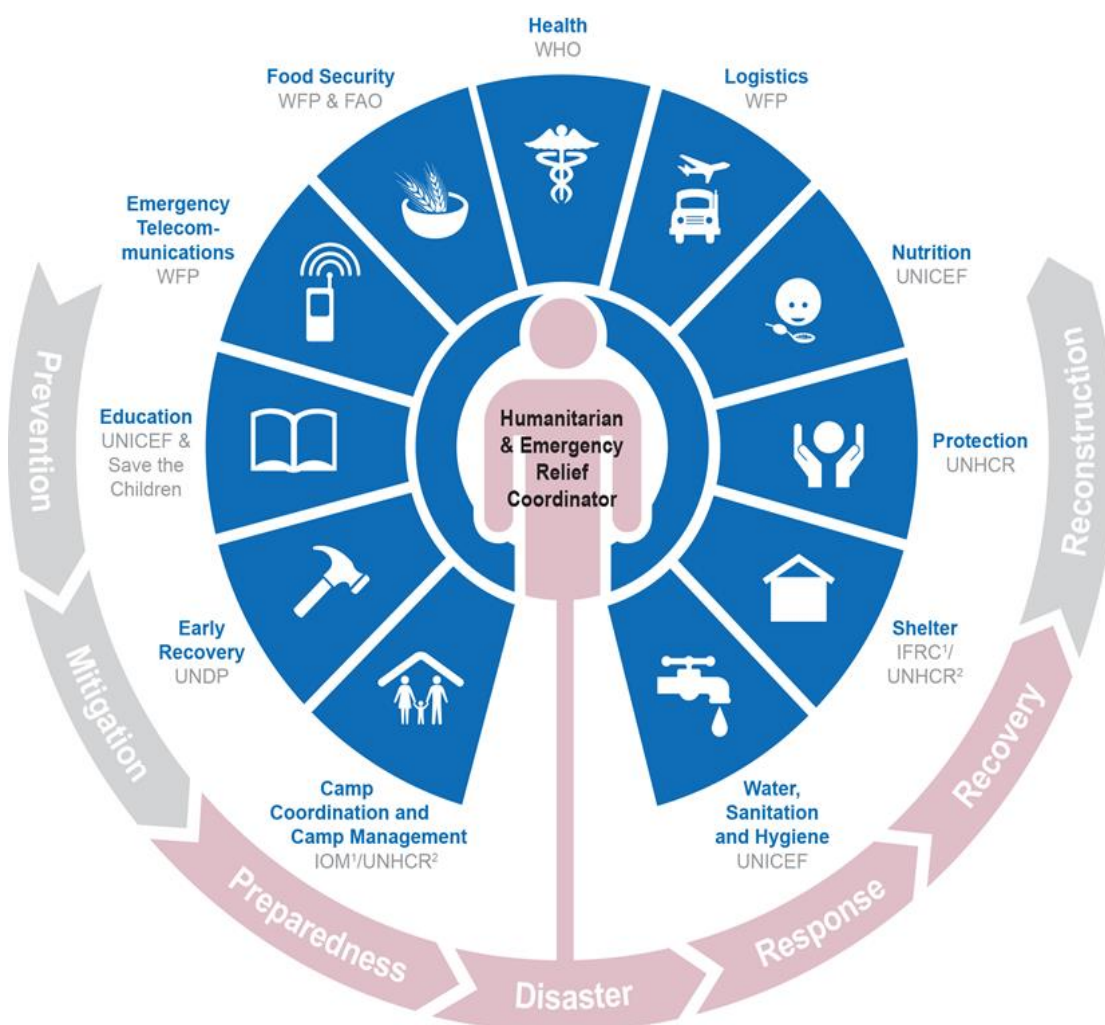
Gender standards, gender-responsive preparedness plans, guidelines, tools, and stockpiling need to be developed and agreed upon before disaster strikes.

In a preliminary plan, even though the details of a disaster remain uncertain, the stakeholders can identify and make arrangements for various preparedness measures. The measures may include identifying emergency shelter sites, ensuring women, child, and disability-friendly spaces, publicizing evacuation routes to the marginalized groups, determining chains of command and accessible communication procedures, stockpiling emergency items, preparing household level emergency plans, training response personnel, and conducting disaster scenarios incorporating gender and protection angles.

Who leads disaster preparedness and response in a country?

Coordination for disaster preparedness and response in a country is led by the National Disaster Management Office and involves relevant line ministries. The key coordination structures within the UN are the Humanitarian Country Team (HCT) consisting of and the inter-cluster coordination forum (see *Figure 1*). UN Women should actively participate and should strengthen coordination by advocating and mobilizing their inclusion across all preparedness elements.

Figure 1: Key UN Coordination structures



Source: UN OCHA

Elements of disaster preparedness

1. **Coordination.** Cross-sectoral coordination between various stakeholders especially the line ministries is key for preparedness activities. Gender equality and social inclusion issues must needs to be adequately addressed across all sectors/clusters.

2. **Gender Analysis to inform preparedness.** Conduct gender analysis *before*, during, and after disasters with field teams of implementing partners using relevant tools and approaches. Use this gender analysis to inform preparedness and contingency planning.
3. **Vulnerability Assessment.** Vulnerability assessment is essential to identify: the most high risk communities and people; identify why they are most vulnerable; highlight which capacities need to be developed/ strengthened; and confirm what relief and services are specifically needed. It is important to provide technical support to ensure gender-differentiated insight into both the capabilities and the vulnerabilities of all disaster-affected groups.
4. **Information gathering and management.** Allocate enough time to collect essential gender and protection information while ensuring the gender balance of the assessment team. Ideally, same-sex discussions should be conducted to identify the needs, coping abilities, and best solutions for all in the affected populations. Tools such as needs, sectoral, and rapid assessment formats should be structured to capture in-depth analysis based on relevant data disaggregated by sex, age, disability, and context-relevant vulnerability.
5. **Capacity building.** Engaging communities in preparing better for disasters is key to reducing risk. The objective is to enhance and build onto the existing knowledge of all genders. Active and equal engagement of women and men in this process enhances the community's coping strategies to address hazard risks and reduces vulnerability. For this reason, many governments are actively supporting communities forming disaster/climate/resilient management committees. International or local NGOs often partner with the government as implementers to facilitate community committees creating and implementing disaster risk management plans. It is critical these committees are gender responsive.
6. **Disaster simulations.** Disaster simulation exercises are used to test contingency plans. It helps responders experience the real-time pressure of disaster response, identify gaps in their preparedness, and mobilize resources to ensure effective preparedness. Simulation exercises can only be practical if location-relevant gender and protection issues are woven into the disaster scenario.
7. **Resource mobilization.** The government should ensure sufficient resource allocation and funding for the development of preparedness plan and implementation, including stockpiling specific items required by marginalized people (such as women, pregnant and lactating mothers, elderly, persons with disabilities, infants, and children), identifying physical locations for setting up women and child-friendly spaces, and capacity building of all stakeholders on gender equality and social inclusion much ahead of a disaster.

RESOURCES:



[The Gender Handbook for Humanitarian Action \(2018\)](#): The IASC Gender Handbook for Humanitarian Action provides practical guidance for humanitarian and DRR practitioners to mainstream gender equality into the humanitarian programme cycle, including preparedness across sectors.

[UN Women \(2020\) Checklist for Gender Equality and Social Inclusion in Disaster/Emergency Preparedness in the COVID-19 Context](#)

[OCHA Gender Toolkit](#) Pages 9 -11 for detailed guidance on the above steps for gender-responsive preparedness

[Handbook: Women Leadership in Disaster Management](#)



Photo: UN Women



TOOL 19: Gender-responsive Humanitarian Action and Early Recovery

Tool 19: Gender-responsive Humanitarian Action and Early Recovery

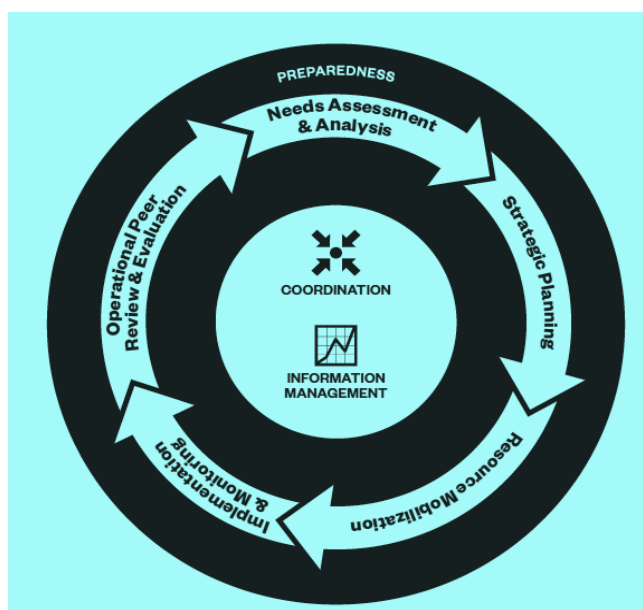


KEY ACTIONS:

UN Women Country Office and partners should ensure the following steps:

- **Maintain close coordination with and participate** in the Humanitarian Country Team meetings during normal and crisis times and contribute GESI lens across clusters.
- **Identify gender working groups, local women's rights groups, networks, and social collectives** — informal networks of women, youth, elderly, people with disabilities, and sexual orientation — and support their participation in the humanitarian program cycle.
- **Ensure that gender is mainstreamed across the five phases** of the Humanitarian Program Cycle (HPC) (see Figure 1).
- **Participate and facilitate the participation of the Ministry of Women/Social Affairs** and relevant ministries, WROs, women groups, and human rights organizations in the coordinated assessments such as [Multisector initial rapid assessment \(MIRA\)](#) gender analysis, and SADD collection and analysis.
- **Provide technical support for gender analysis** following the steps and tools in [Gender Handbook for Humanitarian Action](#). The handbook can be used with the online platform www.gihahandbook.org where additional resources, as well as training courses on gender equality in humanitarian action, are available.
- **Provide technical and coordination support to the HCT** to develop gender-responsive Humanitarian Response Plans or Strategic Response Plans and Humanitarian Needs Overview based on the gender analysis and SADD.
- **During the last step, coordinate with 11 sectors/clusters to ensure that gender is adequately addressed** in the Humanitarian Needs Overview, Humanitarian Response Plan, and budgets. PART C of [Gender Handbook for Humanitarian Action](#) provides specific guidance and checklists for 11 sectors: cash-based programming; camp coordination and camp management; early recovery; education; food security; health; livelihoods; nutrition; protection; shelter; and water, sanitation, and hygiene (WASH).
- **UN Women CO should also ensure that the gender and needs of women and girls are adequately highlighted** and addressed across [clusters](#) during the development of contingency, preparedness, and humanitarian response plans for disasters.

Figure 1: Five Phases of the Humanitarian Programme Cycle



RESOURCES: [IASC Gender Handbook for Humanitarian Action \(2018\)](#)



[IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action \(2020\)](#)

[Minimum Standards for Prevention and Response to Gender-based Violence in Emergencies \(2015\)](#)

Gender markers are mandatory and should also be applied at the design phase (see section B of [Gender Handbook for Humanitarian Action](#), pages 48–51 for more information). The IASC Gender Marker is required for all coordinated humanitarian appeals and funding mechanisms by the HCT and sectors. The DG ECHO Gender-Age Marker is required for all humanitarian actions submitted to or funded by DG ECHO. Each agency dictates the use of agency markers. The Gender Marker helps donors identify and fund gender, age, and disability sensitized programmes that help ensure that all segments of the affected population have access to an equal quality of services. A gender code is assigned based on three critical components: (i) gender analysis in the needs assessment that provides relevant sex- and age and disability disaggregated data and gives insights into local gender issues; (ii) needs assessment is used to identify activities; and (iii) gender-related outcomes.

Tool - [Scaling up DRR in Humanitarian Action](#): Pages 18-22 How can a human rights-based and gender responsive approach inform integration of DRR in humanitarian response?

[Guidelines for gender sensitive disaster management: Practical steps to ensure women's needs are met and women's human rights are protected during disasters](#): The purpose of these guidelines is to assist governments, the non-governmental sector and civil society dealing with women in post-disaster situations. They are divided into immediate, mid-term and long-term responses.

[UN Women \(2020\) How to promote gender-responsive localization in humanitarian action. Guidance Note](#)



Photo: UN Women

Photo: UN Women



Tool 20: Gender in Post Disaster Needs Assessment (PDNA) and recovery processes

TOOL 20: Gender in Post Disaster Needs Assessment (PDNA) and recovery processes

What is a PDNA?

The **Post-Disaster Needs Assessment (PDNA)** is an internationally accepted methodology used by the UN Member States for determining the physical damage, economic loss, and costs of meeting recovery needs after a disaster through a government-led process. PDNA Guidelines indicate that the exercise should take 6–12 weeks.¹

Why is PDNA done?

The main goal of conducting a **Post-Disaster Needs Assessment (PDNA)** is to help governments assess the full extent of the disaster impacts on the country, and then on the basis of these findings, produce an actionable and sustainable Recovery Strategy for mobilising financial and technical resources.

Why is gender and social inclusion crucial in PDNAs?

The aftermath of a disaster can presents opportunities for new and more progressive gender roles and relationships to emerge. For example, women can assume enhanced roles in providing for their families and emerge as leaders and decision-makers in their communities; men and women can receive joint title deeds for newly constructed houses; girls who may not have had a chance to attend school may do so; boys can be protected from recruitment or forced labor; and men can take on expanded roles in childcare. It is therefore critical that gender is mainstreamed into every step of the PDNA in order to ensure that recovery interventions are relevant, effective, and sustainable for all genders of the affected population and ‘build-forward better’ securing more resilient and secure communities leaving no one behind.

Who does the PDNA?

A PDNA is a government-led exercise, with integrated support from the United Nations (UN), the European Union (EU), the World Bank (WB), and other national and international actors including Human rights and women’s organisations and groups at all levels. Often the national disaster management office leads and coordinates recovery but in some countries the mandate is handed to the ministry responsible for development planning in order to link risk-informed recovery to risk-informed development and potentially reallocate development budget.

How many chapters does PDNA have?

A PDNA normally consists of the sectoral chapters identified in the table below. UN Women country staff should ensure gender equality and social inclusion issues, needs, and required actions, are **mainstreamed across all sectors** but at minimum the heavily impacted sectors depending on the local context (see *Table 1*).

¹ UN, EC and World Bank (2018) Post-Disaster Needs Assessment PDNA , Lessons from a Decade of Experience: https://reliefweb.int/sites/reliefweb.int/files/resources/Final_PDNA_Evaluation_Report.pdf

Table 1: PDNA Sector chapters

Social sector	Infrastructure sector	Productive sector	Cross-cutting sector
<ul style="list-style-type: none"> • Housing • Education • Health • Culture 	<ul style="list-style-type: none"> • Water & Sanitation • Community Infrastructure • Telecommunications • Transport 	<ul style="list-style-type: none"> • Agriculture, Livestock and Fisheries • Commerce • Tourism • Manufacturing • Macro-Economics 	<ul style="list-style-type: none"> • Gender • Governance • Employment, Livelihood and Social Protection • Disaster risk reduction • Environment

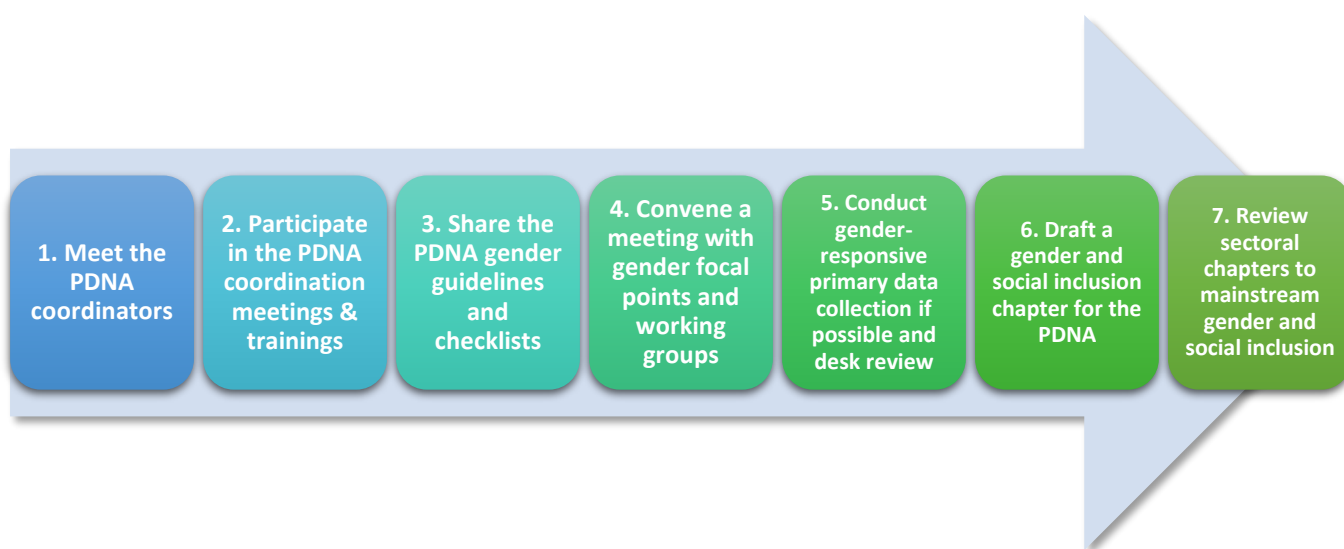
What is the role of UN Women Country Office staff?

UN Women Country Office staff **have a very important role to play** in ensuring that gender and social inclusion is mainstreamed as an important cross-cutting issue in PDNAs. UN Women Country Office staff should follow the below steps:

- **Meet the PDNA Coordinators** - for example, the Government authority that is coordinating the recovery process and PDNA, the line ministries responsible for the sectoral chapters, and lead UN stakeholders supporting the process (e.g., UNDP Africa Regional or National office) to learn about the roll-out process and deadlines for the PDNA.
- **Participate in the PDNA Coordination meetings and training.** Participate in the PDNA Coordination meetings and training organized by the government, World Bank, and UNDP to understand the PDNA process, sectoral issues and actively contribute to gender and social inclusion lens in all the sector.
- **Share the sector guidelines and gender checklist.** Share the [PDNA Gender Guideline Vol B](#) and [Gender Checklists](#) with the sectoral chapter lead authors.
- **Review the sector chapters for the PDNA.** Review the sector chapters and mainstream gender issues, needs and recommendations into each ensuring discussion and awareness raising on gender issues with sector focal points.
- **Coordinate with UN Gender Technical Working Group and gender focal points.** Convene coordination meetings with the UN Gender Working Group at country level, and Gender Focal points in various sectors to collect all the assessments, information, and data on gender and social inclusion aspects in pre-disaster and post-disaster contexts.
- **Review the household survey process.** Not always do household surveys adequately capture the needs and priorities of marginalised groups and qualitative processes including gender assessments and analysis are required. Ensure that data collection is gender-responsive in process and outcome.
- **Include a Women's Charter of demands in PDNA.** Coordinate with the women's rights organizations and women's groups to develop a *Women's Charter of demands* that can be included in the PDNA reports and recovery framework process and outcome.

- **Draft a gender and social inclusion (GESI) chapter and support with the development of gender-responsive budget.** Based on the desk review and, if possible gender-responsive primary data collection, draft a Gender and Social Inclusion Chapter for the PDNA, including the estimated budget for economic losses (see the tool template in the [PDNA Gender chapter](#)).

Figure 1: Ensuring a gender responsive PDNA process



RESOURCES:



[PDNA Vol B - Guidelines for Gender](#) is the most important resource for the UN Women Country Office to get involved in PDNA. It provides a general overview of the PDNA framework and process. Volume B provides sector-specific guidance for all the sectors that could potentially be covered by a PDNA, depending on the context and the scale of the disaster. It is obligatory that the gender expert becomes familiar with Volume A of the PDNA Guidelines.

[PDNA Vol B Cross-cutting Guidelines for Disaster Risk Reduction Chapter](#). A draft Terms of Reference for a gender expert for a PDNA is included in Annex 5 of the [PDNA Vol B - Guidelines for Gender](#).

[Gender Equality and Women's Empowerment in Disaster Recovery](#). This Guidance Note provides action-oriented guidance to local and national government officials and key decision-makers who face post-disaster challenges. It seeks to assist them in gender-responsive recovery and reconstruction efforts across all sectors.

[Gender Equality Checklist for Post Disaster Needs Assessments \(PDNAs\)](#). This quick guide provides a checklist to help conduct a gender-responsive Post-Disaster Needs Assessment (PDNA). Key gender equality issues are identified for all sectors of the assessment (e.g. livelihoods, shelter, infrastructure).