

Gender and Disaster Risk Management (DRM)

Guyana Country Profile^{1,2}

¹ This note is an output of the LAC Regional Gender Coordination (Poverty and Equity GP) with support from the Canada-Caribbean Resilience Facility. It was written by Giacomo Palmisano. Marcela Natalicchio and Eliana Rubiano-Matulevich provided insightful comments. The note was edited by Shari Johnson.

² Guyana has a tropical climate, characterized by considerable rainfall and dry spells, which makes the country particularly vulnerable to, among others, drought and flooding ([UN Women, 2021](#)).

Natural disasters have gender-differentiated effects. Women and girls are disproportionately impacted due to existing inequalities regarding access to endowments, economic opportunities, and agency.³ The objective of this note is threefold. First, to present recent data on key gender gaps in relation to DRM in Guyana and compare its performance against regional and structural peers. Second, to present gender-differentiated effects of previous disasters in Guyana based on existing evidence. And third, to use the evidence on gaps and differentiated effects to help task teams identify gender-responsive activities and indicators for the gender tag, a tool to systematically track implementation of the [WBG Gender Strategy](#) and measure the quality and results of World Bank operations. This note presents examples of results chains for project teams working on DRM-related operations to obtain the gender tag with a focus on exposure and vulnerability, preparedness and coping capacity. Details about key policy documents on gender equality and Gender-Based Violence (GBV), gender gaps in DRM national-level policies and laws in Guyana as well as recommendations for policy makers to address gender such gaps—which go beyond the gender tag requirements for World Bank project teams—are presented in the Annexes.

³ [Gender Dimensions of Disaster Risk and Resilience: Existing Evidence. GFDRR \(2021\).](#)

Heiner Heine / Alamy Stock Photo



1. Exposure and vulnerability, preparedness, and coping capacity of women and men in case of natural disasters

1.1. Exposure and vulnerability⁴.

Guyana shows similar trends as the rest of the region in relation to the socio-economic conditions of women and men and existing gaps indicating a greater vulnerability for women during natural disasters ([UNDP, 2009](#); [UN Women, 2021](#)). Among others, women have less vocational training and labor market and entrepreneurship opportunities, although men tend to have worse educational outcomes (Table 1). Some data gaps are identified, relating to time dedicated to unpaid work, access to and control over assets and resources and share of women in ICT.

Health. Some critical areas exist in the sector when natural hazards such as flooding or drought may increase the risk of the spread of vector-borne and water-borne diseases leading to increased gender-based health disparities. According to [CANARI report \(2020\)](#), Guyanese women reportedly face more challenges than men in accessing healthcare and hygiene products (particularly women's hygiene products) and even information about accessing these services. As a result, women experience negative reproductive outcomes relative to the prevention of unplanned pregnancies and sexually transmitted diseases, as well as ovarian and breast cancer ([CANARI, 2020](#)). This is confirmed by higher maternal mortality rates in Guyana compared to the regional average for LAC. Women living in rural areas in the hinterlands—mainly Indigenous women—may be particularly at risk as they experience specific health challenges due to (a) low levels of antenatal, delivery, and postnatal care; (b) low quality healthcare; (c) low levels of vaccination; (d) poor access to proper water and sanitation; (e) difficulty in health access; (f) lack of transportation; and (g) the influence of cultural factors ([UNICEF, 2017](#)). According

to [UNDP \(2009\)](#), during the floods of 2005–2006, women and men experienced different types of stress and pressure, with a greater onus on women for familial responsibilities. Also, reports following the January–February 2005 flooding indicate different coping strategies—abuse of alcohol and abusive behaviors were observed more among men versus bouts of crying and deep depression were observed among women ([UNDP and ECLAC, 2005](#)). The [CANARI report \(2020\)](#) highlights how pressure may be particularly high for women working in the Guyanese health sector,—where they are predominantly nurses and men are more likely to be doctors—as women have to deal with increased pressure and responsibility both at work and at home.

Education. Women and girls experience better educational outcomes both in terms of enrollment and completion of secondary school (Table 1). Despite this, Indigenous boys and girls living in the hinterlands experience greater limitations in educational access especially for early childhood and secondary education. They also generally tend to receive poor quality education in both primary and secondary schools compared to children living on the coast. Contributory factors include: (a) lack of schools, mainly secondary, in the hinterlands, inclusive of poor building infrastructure and difficulty accessing them; (b) financial constraints facing families which lead some adolescents to prematurely start working in low-skill jobs; (c) the perception that education is not necessary; (d) lack of employment opportunities which require academic qualifications which in turn provides a motive for adolescents to drop-out of school and start working; and (e) teenage pregnancy which affects adolescent girls' educational continuity ([UNICEF, 2017](#)). The January–February 2005 flooding had a huge impact on the sector—both directly and indirectly—since almost half of the country's schools were damaged and others were used as shelters ([UNDP and ECLAC, 2005](#)). This may have exacerbated the existing educational inequalities, especially for Indigenous Guyanese boys and girls. Poor infrastructure (irregular supply of electricity and often the use of zinc sheets) and difficulty in physically accessing school buildings in hinterland areas are already major impediments to school attendance in the regular rainy seasons ([UNICEF, 2018](#)). According to the [UN Women brief for Guyana \(2021\)](#), in the event of floods and droughts, boys and girls in rural and hinterland communities may be forced toward early school dropout to seek employment to assist with decreased household income and food insecurity. Girls may be influenced into early marriages and to leave school because of increasingly

⁴ According to Erman et al (2021), exposure constitutes the assets that are of interest and at risk—including population, environment, economy, buildings—in a disaster-affected area. Vulnerability is the assets' susceptibility to damage or impact from a hazard.

unbearable educational costs. Also, droughts' impact on water, sanitation, and hygiene (WASH) facilities in schools may affect girls' attendance.

Care work. A key data gap exists as to the time spent by women and men on unpaid work (Table 1). Among others, [CANARI \(2020\)](#) and [UNDP \(2009\)](#) reports indicate that women—particularly those from poorer households and those living in rural and Indigenous communities—tend to be the primary caregivers in households and may be required to spend a greater portion of their time and/or income to secure food for the household in addition to their other responsibilities. Moreover, limited supply of clean water is likely to increase pressure on caregivers who are most often women ([UNDP, 2009](#)) and particularly on Indigenous women and girls, given their higher dependence on natural resources like water ([UN Women, 2021](#)).

Livelihoods. Gaps in labor market participation and differing engagement of women and men in vulnerable employment (Table 1) place women at greater risk in a disaster. During the 2005–06 floods, women were particularly affected by increased difficulty in sourcing and preparing food ([UNDP, 2009](#)). In addition, gender segregation in the labor market seems to play a major role in potential exposure and vulnerability of women and men. According to [ILO \(2018\)](#), men are predominantly employed in agriculture and industry, while women are more concentrated in the service industries. Within-sector differences also exist, as women and youth are more likely to be involved in agriculture as small farmers and producers of non-traditional crops ([UN Women, 2021](#)). In addition, women are highly likely to engage in informal employment in both agriculture and the commercial or retail sectors. They support family farms and sell goods from their backyard gardens or work as street vendors, run little shops or become self-employed seamstresses from their homes ([UNDP and ECLAC, 2005](#)). [Post-flooding assessments](#) also highlight the fact that women in these sectors lost their income-generating capacity as they lost their produce, poultry, other animals, as well as the majority of their goods. Comparatively, men employed as cane cutters were particularly affected by loss of income ([UNDP, 2009](#)).

Assets. Table 1 highlights some data gaps regarding access to assets such as land and financial resources. According to [UNDP and ECLAC assessment \(2005\)](#), women in agriculture often do not hold deeds to farm land which makes it difficult for them to gain access to credit. Following the flooding in early 2005, small and micro businesses lost their already limited assets, working capital or both, which significantly impacted women as they owned 70 percent of existing microbusinesses ([UNDP and ECLAC, 2005](#)). Comparatively, flooding in the coastlands

and in agricultural areas resulted in loss of agricultural assets, mainly owned by men ([UN Women, 2021](#)).

Female-Headed Households (FHHs). FHHs represent about a third of households in Guyana (Table 1) and more than a quarter are headed exclusively by female single parents ([UNDP, 2020](#)). Because of the higher poverty rate among women, these households are considered more vulnerable to natural disasters ([UNDP, 2009](#)).

Migrants and Indigenous communities. Guyana hosts a significant number of migrants from other Caribbean countries—mainly Venezuela, Cuba and Haiti ([CANARI, 2020](#)),—of which approximately 46 percent are women ([IOM, 2015](#)). According to [CANARI \(2020\)](#), migrants face greater limitations regarding access to services such as healthcare and to labor market opportunities, thereby heightening their vulnerability to disaster risk. Barriers include, but are not limited to, legal obstacles relative to their irregular migrant status and language barriers. Households headed by female migrants may encounter specific limitations in accessing services and opportunities due to lack of daycare accommodations for children of migrant women. Indigenous communities in Guyana are also reported to be extremely vulnerable to disasters due to poor socioeconomic conditions, limited access to healthcare and the fact that they live in areas where emergency response capacity is lacking ([UNICEF, 2017](#)). Compared to other groups of women in Guyana, Indigenous women are particularly vulnerable to the impact of floods and droughts due to their higher reliance on natural resources, both in their reproductive and productive roles, and also because of higher rates of poverty ([UN Women, 2021](#)). For instance, the 2005–2006 floods reportedly impacted Amerindian women in rural areas more significantly than Afro- or Indo-Guyanese women ([UNDP, 2009](#)).

Gender-based violence. Gender-based violence is still a major issue in Guyana ([Contreras-Urbina et. al, 2019](#)), yet no specific data is available in the context of natural disasters. According to available reports, women are likely to experience a lack of privacy in shelters ([UNDP, 2009](#)) and they tend not to seek help from healthcare professionals or others due to their limited knowledge of the availability and accessibility of services which address GBV. This is particularly true in hinterland areas where Indigenous communities mainly reside ([UNDP, 2019](#); [CANARI, 2020](#)).

Women in DRM decision-making. Women's representation in national parliaments is relatively high compared to the rest of the region and to structural peers (Table 1). However, according to [UNDP \(2009\)](#), cultural norms tend to exclude women from formal planning and decision-making in their communities, making them more involved in voluntary and

Sergi Reboredo / Alamy Stock



informal community activities for disaster risk reduction. In addition, during the 2005–06 floods men led disaster response coordination in the communities, even though women were reportedly more involved in disaster risk management training and were more familiar with the procedures (UNDP, 2009). Lack of women in leadership positions in DRM in Guyana (WB, 2021) may be partially linked to existing bias in the education system and may discourage girls from pursuing careers in DRM-related fields, including engineering, science and technology. There is however limited data on this.

1.2. Preparedness and Coping Capacity.

Sex-disaggregated data on financial inclusion and access to assets and resources are limited, but available reports highlight that women's resilience and adaptative capacity is affected by structural inequality (see CANARI report [2020] and the UN Women policy brief [2021]).

Access to shelters. Women's freedom of movement is affected by disasters, especially during floods. During the 2005–06 floods men were better able to navigate their way through the flood waters due to their limited clothing (UNDP, 2009). Additionally, while women and girls may be more likely to seek shelter during disaster events in Guyana (UN Women, 2021), they are also more likely to face gender-based challenges in the shelters. These include a general lack of privacy for women and those with children (UNDP, 2009), as well as facilities which are ill-equipped to meet the cultural needs of Indigenous women (CANARI 2020).

Early Warning System (EWS). Lack of sex-disaggregated data on phone ownership and internet use (Table 1) is a constraint which impedes the identification of potential barriers to access EWS. Overall, women and men in the Caribbean are likely to

respond differently to EWS due to varying time use patterns, bargaining power in the household and their family structure, the nature of economic activity in which they are engaged, and gendered differences in risk perception (WMO, 2018). This is also recognized by the [National Early Warning Systems in Guyana Framework 2013](#) (Civil Defence Commission, 2013). As such, Guyana is involved in the “[Caribbean Disaster Emergency Management Agency \(CDEMA\) Early Warning Systems \(EWS\) Regional Readiness Project](#)” (Green Climate Fund, 2019) which, among other activities, includes the development of gender-responsive Regional Early Warning Systems Communications Workplan.

Livelihoods. Women are more likely than men to be engaged in vulnerable employment (Table 1), implying that their livelihoods may be more negatively affected by natural disasters. The floods of 2005–06 caused the loss of livelihoods and worsened the situation of women in Guyana (UNDP, 2009). In the agriculture sector, many women are informally employed and are often invisible and not reflected in national accounting (UNDP and ECLAC, 2005), or included in relief and development plans. According to [CANARI report \(2020\)](#), female farmers also face a disadvantage in accessing knowledge, skills, and relevant information required for thriving in the sector. This is partly due to smaller informal networks compared to men and household and care responsibilities which restrict their participation in schooling or training, particularly for rural and Indigenous women.

Assets. Women's access to resources is limited due to informality, lack of tenure or ownership, gender biases in lending policies of public and private sector banks and financial institutions, all of which restrain their resilience and adaptative capacity (CANARI 2020). While data on bank account ownership is missing (Table 1), female farmers, processors, and vendors reportedly have less capacity to recover from losses as they have limited access to insurance coverage largely owing to lack of documentation proving ownership, income or losses (CANARI 2020). According to [UNDP and ECLAC assessment \(2005\)](#), women in agriculture or agribusiness and those leading small commercial businesses were among those unable to repay their debts and faced difficulties in recovering from loss – lack of capital for reinvestment, loss of goods purchased on credit, and limited access to new sources of credit for the purchase of new goods which can then be used to generate additional income to repay previous debts.

TABLE 1. Benchmarking gender gaps related to DRM

	Performance	Year	LAC	Year	Same income- level group	Year	Source
Human endowments							
Life expectancy at birth, female (years)	73.09	2019	79	2019	79	2019	WDI (2021)
Life expectancy at birth, male (years)	66.92	2019	72	2019	73	2019	WDI (2021)
Maternal mortality ratio per 100,000 live births	169	2017	74	2017	41	2017	CRF report (2021)
Births attended by skilled health staff (% of total)	95.8	2015	93.8	2018	98.4	2018	Country scorecard (2021)
School enrollment, secondary, female (% net)	84.4	2012	79.1	2018	83.9	2018	Country scorecard (2021)
School enrollment, secondary, male (% net)	80.3	2012	76	2018	80.7	2018	Country scorecard (2021)
Lower secondary completion rate, female (% of relevant age group)	84.6	2010	82	2019	88.2	2019	Country scorecard (2021)
Lower secondary completion rate, male (% of relevant age group)	73.6	2010	77.3	2019	86.2	2019	Country scorecard (2021)
Proportion of persons aged 15-24 enrolled in vocational training (%); female	1.16	2018 or the latest year available					CRF report (2021)
Proportion of persons aged 15-24 enrolled in vocational training (%); male	1.25	2018 or the latest year available					CRF report (2021)
Percentage of female tertiary graduates in Information and Communication Technologies	NA						UN Women (2020)
Percentage of female tertiary graduates in Engineering, Manufacturing and Construction	NA						UN Women (2020)
Assessing laws affecting the size of a woman's pension (on a scale ranging from 0 - the lowest to 100 - the highest)	100	2020	80.5	2020	NA	NA	WBL (2021)
Proportion of population above statutory pensionable age receiving a pension, female	100	NA					UN Women (2021)
Proportion of population above statutory pensionable age receiving a pension, male	100	NA					UN Women (2021)
Female-headed households (% of households with a female head)	33.5	2009					WDI (2021)
Proportion of time spent on unpaid domestic and care work, female (% of 24-hour day)	NA						WDI (2021)
Economic opportunity							
Female labor participation (% of female population ages 15+)	42.4	2008 or the latest year available	52.4	2008 or the latest year available			CRF report (2021)

Table 1. (cont.)	Performance	Year	LAC	Year	Same income-level group	Year	Source
Male labor participation (% of male population ages 15+)	66.6	2008 or the latest year available	75.2	2008 or the latest year available			CRF report (2021)
Vulnerable employment, female (% of female employment)	30.5	2019	33.8	2019	38.1	2019	Country scorecard (2021)
Vulnerable employment, male (% of male employment)	27.4	2019	33.4	2019	35.6	2019	Country scorecard (2021)
Firms with female top manager (% of firms)	17.7	2010	20	2020	19	2020	WDI (2021)
Account ownership at a financial institution or with a mobile-money-service provider, female (% of population ages 15+)	NA		52.03	2017	69.28	2017	WDI (2021)
Share of agricultural landowners who are female	NA						Our World in Data (2021)
Female mobile phone ownership as a % of total female population	NA						ITU (2021)
Female internet use as a % of total female population	NA						ITU (2021)
Voice and agency							
Proportion of seats held by women in national parliaments (%)	35.7	2020	32.8	2020	26.5	2020	Country scorecard (2021)
Proportion of ever-partnered women and girls subjected to physical and/or sexual violence by a current or former intimate partner in the previous 12 months, age 15-49	10.5	NA					UN Women (2021)

2. DRM policies and gender

Guyana has progressed in integrating gender equality into many of its national disaster-related policies (Table A.2), which is reflected in provisions on promotion of gender and inclusion mainstreaming in DRR as well as in climate change adaptation and mitigation strategies (World Bank, 2021). Below is a summary of the gender aspects in key DRM policy documents.

The [National Climate Change Policy and Action Plan 2020-2030](#) acknowledges the vulnerability of women, youth, Indigenous communities, and aged people (under Policy Directive 6), and specifically highlights the disproportionate impact of climate change on women. It outlines specific policy objectives, actions, and indicators to address and monitor this vulnerability. Under Policy Objective 6.1 “Drive social equity for vulnerable groups (women, youth, Indigenous, and aged) in national climate change processes,” strategic actions—including to women—include: access to funding small loans; risk and vulnerability assessments to identify gender-sensitive

strategies; capacity building and training about climate change impacts and adaptations. Under Policy Objective 9.3 “Focus on entrepreneurship, innovation and drive climate ready micro, small, and medium enterprises”, actions include: incentives and programs to support MSME growth, business development, and entrepreneurship skills and to increase the involvement and entrepreneurship of women and Indigenous people in MSME activity.

The [Disaster Risk Management Bill \(Draft, 2013\)](#) includes specific provisions to ensure DRM addresses and accounts for gender-differentiated needs and priorities:

- The Natural Resources and Environment Cabinet Sub-Committee advises and offers recommendations on issues relating to disaster risk management including climate change and gender.
- The National Disaster Risk Management Commission ensures that disaster risk reduction and climate change measures are gender sensitive.

- The National Disaster Risk Management Strategy integrates considerations of gender and disabilities into disaster risk management.
- The National Damage Assessment and Needs Analysis (NADA) ensures the collection of data disaggregated by gender, age, disability, and income, where possible.
- Education and training of public officers cover emergency response and preparedness with a strong focus on gender responsiveness, climate change, sensitivity to Indigenous knowledge system, and respect for human rights.

The Preparedness and Response component of the [National Integrated Disaster Risk Management Plan and Strategy \(2013\)](#) identifies the following activities: a) revision of the draft DRM policy to ensure the consideration of gender, among other issues; b) revision of existing legislation and design of other relevant policies—such as evacuation, shelter management policy, relief policy, donations policy, waste disposal—to ensure comprehensive integration of gender; c) identification of specific measures to integrate gender issues into DRM processes.

The [National Multi-Hazard Disaster Preparedness and Response Plan \(2013\)](#) provides detailed arrangements to cope with the effects of natural and/or man-made disasters occurring in Guyana. It assigns responsibilities and provides coordination for all activities related to disaster management, from preparedness to response, by including Hazard Specific Sub Plans. It aims to ensure gender sensitive and equitable distribution of resources, provide opportunities to promote gender equality within communities in the recovery and rehabilitation phases, distribute ownership of assets more evenly, and improve the condition and position of women and vulnerable groups in society. A series of measures is put forward to allow for a gender-sensitive response in the sub plans, including granting priority for pregnant women and women with children during evacuation; assessment of health services for people facing increased health issues including women; public buildings used as shelters to include separate toilet and bathing facilities for men and women.

The [National Early Warning Systems in Guyana Framework \(2012\)](#) states that “women and men often play different roles in society and have different access to information in disaster situations” and that “information, institutional arrangements and warning communication systems should be tailored to meet the needs of every group in every vulnerable community.”

Guyana’s gender policy, the National Gender Equality and Social Inclusion Policy 2018–25 (NGESIP), aims to mainstream

gender issues in all sectors, including in climate adaptation and mitigation strategies in DRM ([WB report, 2021](#)).

The [Flood Preparedness and Response Plan \(2012\)](#) defines the principles of the Early Recovery Framework, which include gender sensitive and equitable distribution of resources. The recovery and rehabilitation phases are to provide opportunities promoting gender equality within communities, more evenly distributed ownership of assets, and improve the condition and position of women and other vulnerable groups.

Guyana is part of the UNDP Project “Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean” ([EnGenDER project](#)) which among other activities, supported an assessment of the role of gender-related knowledge, attitudes, and behaviors in the different coordination mechanisms for climate change and disaster risk reduction for various countries in the Caribbean. Findings revealed the existence of knowledge gaps with respect to gender issues and related concepts; bias in gender attitudes with beliefs that women should prioritize their family needs regardless of its impact on their professional development; limited awareness of gender issues at the institutional level and lack of strategies to respond to gender differentiated impacts; lack of disaggregated data as the main barrier for stronger institutional commitment ([UN Women and IISD \[2021\]](#), [UN Women \[2021\]](#)). Other reports, such as the CDC report (2014) and the [WB report \(2021\)](#) confirm the lack of disaggregated data in vulnerability assessments, including by sex, and a lack of information about gender-differentiated impacts of disasters. This is also reflected in the lack of inclusiveness and gender-sensitive distribution of resources in disaster response ([Post-Disaster Public Financial Management Review for Guyana, 2021](#)).

3. Building result chains for impact

This section presents a non-exhaustive set of gender gaps in key priority areas for Guyana (in line with section 1), examples of actions that could be integrated in DRM-related projects to address such gaps, and indicators to monitor progress at the project level. These results chains are intended to inform the design of World Bank DRM-related operations to meet the requirements for the gender tag. Specific recommendations for policy makers to address existing gender gaps (going beyond the requirements of the gender tag) are presented in Table A.3 in the Annex.

Entry points	Gaps	Actions	Indicators	Examples
Health	<p>Guyana's maternal mortality rate is higher than the average for LAC countries (Maternal mortality ratio per 100,000 live births at 169). Overall, women reportedly face more challenges than men while accessing healthcare and hygiene products, and while getting information about these services. This is particularly true for women living in hinterland areas, such as Indigenous women. In the case of disaster, their vulnerability to health risks is likely to increase, especially for those living in remote and underserved areas. This includes increased risk of spread of vector-borne diseases like dengue and malaria and water-borne diseases like cholera and typhoid.</p> <p>Women and men also experience different types of stress and pressure during disasters, with a greater pressure on women as they tend to be the main caregivers. Women working in the health sector, predominantly as nurses, face increased pressure and responsibility both at work and at home.</p>	<p>Support the provision of healthcare services, including continuity of sexual and reproductive health services, especially for those with more limited access (women in remote areas, from Indigenous communities).</p> <p>Include targeted support to pregnant women, girls and mothers with young infants, such as training in parental care for young mothers, and family planning.</p> <p>Provide additional water access points, especially in remote areas, in line with specific needs of women and men.</p> <p>Supporting psychological support, especially for those most in need, including those involved in disaster response, such as female nurses.</p>	<p>Percentage of low-income, rural, indigenous women accessing healthcare or sexual and reproductive health services.</p> <p>Percentage of women suffering from water-borne diseases.</p> <p>Percentage of women and men receiving psycho-social counseling services.</p>	
Care work	<p>Women, particularly those from poorer households and those living in rural and Indigenous communities, tend to be the primary caregivers within their households and may spend a greater portion of their time and/or income securing food for the household in addition to their other responsibilities. Also, limited supply of clean water is likely to increase pressure on caregivers, who are most often women.</p> <p>Parents involved in disaster response, especially women, are likely to deal with increased pressure and responsibility both at work and at home.</p>	<p>Provide infrastructure and service support for reproductive and care work: provision of childcare and transport services to access employment opportunities for those in shelters; increase water access points as part of water supply system rehabilitation or improving overall accessibility by improving road networks as part of infrastructure rehabilitation.</p> <p>Support childcare stipends or facilities for parents involved in disaster response.</p>	<p>Reduction in time spent on unpaid work in the household.</p> <p>Reduction in time spent fetching water due to improved access to water supply system.</p> <p>Share of frontline workers receiving childcare stipends, compensation funds, or accessing facilities, etc.</p>	
Education	<p>Indigenous boys and girls living in the hinterlands face greater limitations in educational access, especially to early childhood and secondary education, and tend to receive poor quality education in both primary and secondary schools compared to children living on the coast. The 2005-06 flooding caused damage to almost half of the country's schools potentially posing differentiated impacts among students, particularly for girls and boys living in rural and Indigenous communities.</p>	<p>Support continuity and strengthening education activities and infrastructure, especially in underserved areas and where there is a large percentage or number of out-of-school children, girls and boys such as in the hinterlands.</p> <p>Provide incentives for family and community engagement to create environments that support the success of girls and boys in school.</p>	<p>Share of female and male students attending school regularly in selected areas.</p> <p>Out of school girls and boys in selected areas.</p>	

Entry points	Gaps	Actions	Indicators	Examples
Livelihoods	Gaps in labor market participation and varying engagement of women and men in vulnerable employment (30.5% vs. 27.4%) place women at greater risk during a disaster. Women largely engage in informal employment and 70% of the businesses in the micro sector are headed by women. In agriculture, they often support family farms and sell goods from their backyard gardens. In the commercial/retail sector, women often are street vendors or run small shops. As such they tend to be invisible and are not reflected in the national accounts or relief and development plans. In these sectors, the 2005-06 flooding eroded their capacity to generate a subsistence income.	<p>Provide targeted support to affected women to recover or restart their livelihoods. For instance, through the provision of inputs and tools (such as, grants and micro-finance), as well as technical support to start and/or develop their businesses. This is to include support for formalization of their activities and access to social security.</p> <p>Promote female participation in non-traditional fields as reconstruction work through targeted training and recruitment, such as a quota in bidding documents.</p>	<p>Female beneficiaries reached with productive assets and services (to be defined in the project document).</p> <p>Share of women receiving support (target for female beneficiaries).</p> <p>Number of women-owned businesses formalized and with access to social security by the end of the project.</p> <p>Share of women in permanent jobs created by the project.</p>	<p>P166328 – Dominica Emergency Agricultural Livelihoods and Climate Resilience Project</p>
Social assistance	FHHs represent approximately a third of Guyanese households. More than a quarter are headed exclusively by female single parents and are considered to be at a greater risk in case of natural disasters. The level of vulnerability also varies across ethnic groups (Amerindian women in rural areas are more vulnerable than Afro- or Indo-Guyanese women). Migrant households headed by women encounter specific barriers in accessing services and opportunities.	Provide access to social safety nets (such as relief and/or recovery funds and inputs assistance) with specific targets for female beneficiaries, FHHs and Amerindian/migrant women. This may include cash-for-work programs, with the provision of childcare services offered as an optional paid activity.	<p>Number of female-headed households that receive support through the safety net programs (a target may be set for Amerindian/migrant women).</p> <p>Number of women heads of households' beneficiaries of cash-for-work programs (a target may be set for Amerindian/migrant women).</p> <p>Share of public works offering childcare and share of beneficiaries with access to childcare.</p>	<p>Locust Emergency and Food Security Project (P174314)</p> <p>Somalia Emergency Drought Response and Recovery Project (P163830)</p>
Insurance	Women in agriculture and agribusiness are less able to adapt or recover due to limited access to insurance or relief for losses, owing to lack of ownership or lack of formal documentation of income or losses.	Expand insurance coverage and address protection gaps between women and men. This may include designing women-friendly insurance products; insurance coverage and registration for workers in the supply chain not previously covered; subsidized insurance costs for those most in need; increased awareness of insurance coverage/benefit for potential beneficiaries, etc.	Share of female policy holders.	P171465 – Grenada Disaster Risk Management Development Policy Credit with a Catastrophe Deferred Drawdown Option

Entry points	Gaps	Actions	Indicators	Examples
GBV/Access to shelters	While data on GBV during natural disasters is not available, women have reported a lack of privacy in shelters. They are also less likely to seek help from healthcare professionals or others, particularly in remote rural or Indigenous communities.	Support infrastructure design and services in shelters to prevent and address GBV (set up protocol and procedures to prevent and address GBV cases; training/awareness campaign on GBV and measures in place for DRM professionals and communities). Ensure protocol and measures are in line with needs of rural and indigenous women. Ensure that shelters' design and services meet women's specific needs, including Indigenous women (provide separate toilets ⁵ and adequate lighting etc.).	Number of shelters with established protocol and measures to prevent and address GBV cases. Number of women and girls reporting GBV cases in shelters.	
Participation in decision-making	Cultural norms tend to exclude women from formal planning and decision-making in their communities, making them more involved in voluntary and informal community activities for disaster risk reduction.	Set up mechanisms to promote representation and involvement of women in DRM decision-making at national, regional and community level (e.g., through quotas for women; targeted training for women; involvement of women-led NGOs and groups).	Percentage of female representatives in DRM decision-making bodies	P171361 - Comoros Post-Kenneth Recovery and Resilience Project
DRM policies and gender issues	Vulnerability assessments highlight limited disaggregated data (including by sex) and insufficient information about gender-differentiated disaster impacts. This limits prospects for inclusiveness and gender-sensitive considerations in resource allocation for disaster response.	Set up adequate systems, protocols, and guidelines for collecting and analyzing sex-disaggregated data in DRM. Provide targeted support such as capacity building and technical assistance to generate and disseminate disaster risk, exposure, and vulnerability information, disaggregated by gender and age. Set up/review of DRM framework to include a set of gender-responsive indicators informed by sex and age-disaggregated baseline data, which can be used to select and prioritize investment projects and monitor and evaluate progress in addressing identified gaps.	Disaster risk, exposure, and vulnerability information, disaggregated by gender and age, made available for investment planning and data sharing among sectors.	P171474 - Haiti Covid-19 Response and Resilience Development Policy Operation

⁵ Please note that having separate facilities (as separate toilets) is a basic requirement of universal project design and, as such, it does not fulfil the criteria for the gender tag.

References

- Canada Caribbean Resilience Facility, 2021. Post-Disaster Public Financial Management (PD-PFM) Review for Guyana. <https://reliefweb.int/report/guyana/guyana-how-disaster-resilient-guyana-s-public-financial-management>
- Caribbean Natural Resources Institute (CANARI), 2020. Report of the Gender-based climate resilience analysis for the co-operative Republic of Guyana. <https://www.bb.undp.org/content/barbados/en/home/engender/country-reports.html>
- Civil Defence Commission, 2012. Flood Preparedness and Response Plan. <https://cdc.gy/wp-content/uploads/2016/05/Document-for-Website/1.%20Flood%20Preparedness%20&%20Response%20Plan.pdf>
- Civil Defence Commission, 2013. National Early Warning Systems in Guyana Framework (2013). <http://repo.floodalliance.net/jspui/bitstream/4411/1083/1/EARLY%20WARNING%20SYSTEMS%20FRAMEWORK.pdf>
- Civil Defence Commission, 2013. National Integrated Disaster Risk Management Plan and Implementation Strategy for Guyana. Integrated Disaster Risk Management Implementation Strategy. http://caribbeanelections.com/eDocs/strategy/gu_strategy/gu_Integrated_Disaster_Risk_Management_Strategy_2013.pdf
- Civil Defence Commission, 2013. National Multi-Hazard Disaster Preparedness and Response Plan – 2013. <http://extwprlegs1.fao.org/docs/pdf/guy203118.pdf>
- Civil Defence Commission, 2014. Progress and Challenges in Disaster Risk Management in Guyana, 2014. https://www.academia.edu/41432410/Progress_and_Challenges_in_Disaster_Risk_Management_in_Guyana
- Contreras-Urbina M., Bourassa A., Myers R., Ovince J., Rodney R. and Bobbili S., 2019. Guyana Women's Health and Life experiences Survey Report. <https://caribbean.unwomen.org/en/materials/publications/2019/11/guyana-womens-health-and-life-experiences-survey-report#view>
- Erman A., De Vries Robbé S. A., Thies S. F., Kabir K., Maruo M. 2021. Gender Dimensions of Disaster Risk and Resilience. Existing Evidence. <https://documents1.worldbank.org/curated/en/926731614372544454/pdf/Gender-Dimensions-of-Disaster-Risk-and-Resilience-Existing-Evidence.pdf>
- Final draft of Disaster Risk Management Bill (2013). [https://cdc.gy/wp-content/uploads/2016/05/Document-for-Website/7.%20Disaster%20Risk%20Management%20Bill%202013%20\(Final%20Draft\).pdf](https://cdc.gy/wp-content/uploads/2016/05/Document-for-Website/7.%20Disaster%20Risk%20Management%20Bill%202013%20(Final%20Draft).pdf)
- Green Climate Fund, 2019. Readiness Proposal with Caribbean Disaster Emergency Management Agency (CDEMA) for Antigua and Barbuda, Belige, Dominica, Grenada, Guyana, Haiti, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname. https://www.greenclimate.fund/sites/default/files/document/readiness-proposals-antigua-and-barbuda-belige-dominica-grenada-guyana-haiti-saint-kitts-and-nevis_1.pdf
- International Labour Organization, 2018. Gender at Work in the Caribbean: Country Report for Guyana. https://www.ilo.org/caribbean/information-resources/publications/WCMS_651947/lang--en/index.htm
- IOM, 2015. Facts and figures for Guyana. <https://www.iom.int/node/30057/facts-and-figures>
- ITU. The Digital Development Dashboard. <https://www.itu.int/en/ITU-D/Statistics/Dashboards/Pages/Digital-Development.aspx>
- Office for Climate Change, Ministry of Presidency, Guyana, 2019. National Climate Change Policy and Action Plan 2020-2030. <https://climatechange.gov.gy/en/index.php/resources/documents/50-draft-national-climate-change-policy-and-action-plan-2020-2030/file>
- Our World in Data website. <https://ourworldindata.org>
- UN Women and IISD, 2021. Gender-Responsive Resilience Building in the Caribbean: Understanding the Role of Knowledge, Attitudes, Behaviours, and Practices in Coordination Mechanisms for Climate Change and Disaster Risk Reduction. <https://www.iisd.org/publications/gender-responsive-resilience-building-caribbean>
- UN Women, 2020. Women in Science, Technology, Engineering and Mathematics (STEM) in the Latin America and the Caribbean Region. <https://www2.unwomen.org/-/media/field%20office%20americas/documentos/publicaciones/2020/09/women%20in%20stem%20un%20women%20unesco%20en32921.pdf?la=en&vs=4617>
- UN Women, 2021. EnGenDER Gender Inequality Climate Change & Disaster Risk Resilience Brief – GUYANA. <https://caribbean.unwomen.org/en/digital-library/publications/2022/02/engender-gender-inequality-climate-change-disaster-risk-resilience-brief-guyana>
- UN Women. Country Fact Sheet for Guyana. <https://data.unwomen.org/country/guyana>
- UNDP and ECLAC, 2005. Guyana – Socio-economic Assessment of the damages and losses caused by the January-February 2005 Flooding. <https://repositorio.cepal.org/handle/11362/38815?locale-attribute=en>
- UNDP and ECLAC, 2005. Guyana – Socio-economic Assessment of the damages and losses caused by the January-February 2005 Flooding. <https://repositorio.cepal.org/handle/11362/38815?locale-attribute=en>
- UNDP Project "Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean" (EnGender Project). <https://www.bb.undp.org/content/barbados/en/home/engender.html>
- UNDP, 2009. Enhancing Gender Visibility in Disaster Risk Management and Climate Change in the Caribbean - Country Assessment Report for Guyana. https://reliefweb.int/sites/reliefweb.int/files/resources/E5D3D452323901708525771F00618BF8-Full_Report.pdf
- UNDP, 2019. Spotlight Initiative: To eliminate violence against women and girls. Country Programme Document- Guyana. <https://mptf.undp.org/factsheet/project/00119132>
- UNDP, 2020. Socio-economic impact assessment of Covid-19 on households in Guyana. https://guyana.un.org/sites/default/files/2021-03/SEIA_final_report.pdf
- UNICEF, 2017. Study on Indigenous Women & Children in Guyana – Report. <https://www.unicef.org/lac/media/4691/file/PDF%20Study%20on%20indigenous%20women%20and%20children%20in%20Guyana.pdf>
- UNICEF, 2018. Guyana climate landscape analysis for children. An assessment of the impact of climate, energy and environment on children in Guyana 2018. <https://www.unicef.org/lac/en/reports/guyana-climate-landscape-analysis-children>
- Women, Business and the Law website. <https://wbl.worldbank.org/en/wbl>
- World Bank, 2021. Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review. Canada Caribbean Resilience Facility. <https://openknowledge.worldbank.org/handle/10986/35215>
- World Bank, 2021. Guyana Country Gender Scorecard. https://worldbankgroup.sharepoint.com/mcas.ms/sites/LCR/Documents/Gender/Country%20Scorecards/LCR%20Country%20Gender%20Scorecards%202021/Guyana_SCORECARD-OK-linked.pdf?McasTsId=20892
- World Development Indicators. <https://databank.worldbank.org/source/world-development-indicators>
- World Meteorological Organization, 2018. Caribbean 2017 Hurricane Season. An evidence-based Assessment of the Early Warning System. https://library.wmo.int/doc_num.php?explnum_id=5459

Annex

TABLE A.1. Guyana's key policy documents on gender equality and GBV

	Laws, policies and plans	Content
Gender equality	National Insurance and Social Security Act (1969)	It allows for a 13-week-long maternity leave that cannot start earlier than six weeks before the expected delivery date (paragraph 29(1)). Maternity benefits may be extended beyond 13 weeks, if a certificate is issued by a medical practitioner showing health conditions related to the pregnancy and delivery that prevent a mother's return to work (paragraph 31(b)).
	Equal Rights Act (1990)	It specifically focuses on sex discrimination, with particular attention to sex discrimination in employment and equal remuneration.
	Prevention of Discrimination Act (1997)	It focuses on discrimination in the workplace, including employment, training, recruitment, and membership of professional bodies, and equal remuneration to men and women who perform work of equal value.
	Termination of Employment and Severance Pay Act (1997)	It protects women workers during pregnancy and after childbirth from disciplinary action or dismissal for pregnancy, or reasons connected with pregnancy. In addition, a pregnant employee is guaranteed the right to return to her job and to reclaim all previously assigned duties.
	Occupational Safety and Health Act 141 (1997)	A pregnant employee has the right to some adjustments to her working conditions, once her employer is notified about her condition. These accommodations are to ensure that she is not subjected or exposed to the use of chemicals or substances, or other working conditions detrimental to her health or that of her unborn child.
	National Policy Paper on Women (2006)	While not a policy, it is central to gender mainstreaming as it places the issue on the national agenda and reflects the government's commitment to a number of principles, including the improvement of the economic and social position and situation of women in Guyana.
	Representation of People's (Amendment) Act (2000)	It ensures that a minimum of one-third female candidates are included on each electoral list (Section 11B, Articles 5-7).
Gender-based violence	National Gender Equality and Social Inclusion Policy (NGESIP) (2018–2025)	It is the framework to guide the implementation of appropriate mechanisms, policies, and protocols to address issues of gender inequality and social exclusion. It promotes Guyana's development by improving the capacities and opportunities for diverse groups of women, men, girls, boys, and other vulnerable groups based on a framework that will foster the dignity of these groups.
	Domestic Violence Act (1996)	It provides for protection, occupation, and tenancy orders; arrest and bail, assistance to DV victims and the role of Director of Human Services; the ownership of property, and the protection of mortgage.
	Prevention of Discrimination Act (1997)	It states that sexual harassment is a form of unlawful discrimination based on sex (Section 8).
	Prevention of Crimes Act (2008)	It allows for the mandatory supervision of persons convicted of domestic violence, molestation, rape, sexual exploitation, pornography, incest, prostitution, and kidnapping.
	Combatting Trafficking of Persons Act (2005)	It provides for comprehensive measures to combat sex and labor trafficking in persons, and sets out criminal offences as well as measures to protect victims of trafficking.
	Sexual Offences Act (2010)	It provides that both females and males can be charged with offences and can make complaints about victims of offences.

Source: From "[Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review](#)." World Bank, 2021.

TABLE A.2. Gender in Guyana's key policy documents on DRM

	Laws, policies and plans	Content
General DRM	National Climate Change Policy and Action Plan (2020–2030)	It addresses gender, vulnerable communities, and indigenous peoples across its entirety and requires the collection of sex-disaggregated data.
	National Integrated Disaster Risk Management Plan and Strategy (NIDRMP) (2013)	A key activity is for the design of other relevant policies—such as the evacuation shelter management policy, relief policy, donations policy, and waste disposal policy—and revision of the existing legislation to ensure comprehensive integration of gender.
	Disaster Risk Management Policy (Draft, 2013)	It is a human rights-based policy, which mainstreams elements of equality and disparity, and gender issues. It also provides for DRM psychosocial issues.
	Disaster Risk Management Bill (Draft, 2013)	It includes the establishment of the Natural Resources and Environment Cabinet SubCommittee to advise and recommend the Cabinet on DRM issues, climate change and gender. It provides for the education and training of personnel of government, financial institutions, and local government units in emergency response and preparedness with a strong focus on gender responsiveness. It includes a code of conduct for volunteers to treat each individual with whom they come into contact with courtesy regardless of gender and sexual orientation.
	National Multi-Hazard Disaster Preparedness and Response Plan (2012)	It follows a human rights-based and protection approach, and calls for development interventions to address core issues that result in the equal improvement in the quality of life for boys, girls, men, and women.
	Damage Assessment and Needs Analysis Plan, Policy and Framework (2010)	It does not include gender-specific content.
	National Flood Response and Preparedness Plan (2012)	Its principles include gender-sensitive and equitable distribution of resources. The recovery and rehabilitation phases provide opportunities to promote gender equality within communities, more evenly distributed ownership of assets, and to improve the condition and position of women and other vulnerable groups. Yet, they do not contain specific details.
	National Early Warning Systems in Guyana Framework (2012)	It recognizes that different groups have different vulnerabilities, according to culture, gender, or other characteristics that influence their capacity effectively to prepare for, prevent, and respond to disasters, e.g., those living very remotely such as the Amerindians in the interior. However, there are no specific activities or provisions for gender.
Sector/Agency DRM	National Evacuation Plan (2017)	It gives priority to evacuate a seriously injured and sick people, pregnant women, handicapped or disabled persons, elderly persons, children, and women.
	Low Carbon Development Strategy (2008–2010, updated in 2013)	It provides for the support of micro and small enterprises and vulnerable groups such as women, and calls for working closely with agencies responsible for building alternative livelihoods for vulnerable groups such as the Women's Advisory Bureau, the Rural Women's Network, and the Ministry of Agriculture.
	National Land Use Plan (2013)	It does not include gender-specific content.
	National Health Sector Disaster Plan (2009)	It does not include gender-specific content.
	National Biodiversity Strategy and Action Plan (2012–2020)	It states that by 2020, ecosystems that provide essential services and services related to water that contribute to health, livelihoods and well-being, will be restored and safeguarded, considering the needs of women, indigenous, and local communities as well as the poor and vulnerable.

Source: From “[Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review](#).” World Bank, 2021.

TABLE A.3. Gender gaps in DRM and recommendations for Guyana

Area	Gaps	Recommendations
Legislation, policies, and plans	<ul style="list-style-type: none"> Lack of a gender perspective and cross links in many DRM policies and programmatic plans. Gaps in laws pertaining to maternity, with inadequate protection to women or laws failing to consider the reproductive labor of women. 	<ul style="list-style-type: none"> Amend disaster-related laws and policies to be gender responsive. Amend gender-related policies and laws to include gender-responsive disaster preparedness and recovery issues. Ratify the Workers with Family Responsibilities Convention (No. 156) and the Maternity Protection Convention (No. 183) to provide support for the "reproductive" work done by women that often prevents them from full participation in the labor force.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> Insufficient information about gender- differentiated disaster impacts. Lack of data on unpaid work. 	<ul style="list-style-type: none"> Increase awareness on the importance of sex- and age-disaggregated data to guide disaster preparedness and recovery in gender agencies, DRM and sectoral agencies and NGOs. Strengthen the capacity of the GAD and CDC for the collection of statistics on GBV before and after disasters.
Gender-based violence	<ul style="list-style-type: none"> Lack of public information and education on GBV in disasters. Lack of statistics on GBV and DV. 	<ul style="list-style-type: none"> Enhance the capacity of the CDC, NEMO, GAD, UN's Spotlight Initiative, Twitter, and Facebook Caribbean to provide gender-responsive public information and education on GBV for disaster preparation and recovery.
Institutional strengthening	<ul style="list-style-type: none"> Lack of capacity for sex- and age disaggregated data for DRM. Insufficient capacity of governmental agencies to integrate gender considerations into DRM and create genderresponsive safety nets. 	<ul style="list-style-type: none"> Strengthen the capacity of the CDC, GAD, and NEMO for the collection of gender- and age-differentiated disaster data. Develop shock-based and gender-responsive safety nets and social protection programs for unpaid and domestic work. Develop a gender-responsive disaster preparedness program at the Guyana School of Agriculture and in the Rural Women's Network. Strengthen the capacity for gender-responsive psychosocial support after disasters through the Ministry of Social Protection and with UNICEF.
Advocacy and education	<ul style="list-style-type: none"> Lack of gender-responsive public information and education campaigns for disaster preparedness and recovery. 	<ul style="list-style-type: none"> Increase opportunities and tools for public information and education on gender-responsive disaster preparedness and recovery in Amerindian territories through the CDC, GWLI, WAD, NEMO, GAD, Rural Women's Network, Twitter, Facebook Caribbean, UN's Spotlight Initiative, Red Cross, and other NGOs and CSOs as well as sectoral government agencies
Partnerships in DRM	<ul style="list-style-type: none"> Limited efforts by the government to build partnerships for DRM and climate change resilience with CSOs. 	<ul style="list-style-type: none"> Enhance partnership with NGOs and CSOs working on women, children, youth, HIV/AIDS, and agriculture—such as the Society Against Sexual Orientation Discrimination and the Rural Women's Network—for disaster preparedness and recovery and climate change programs.
Social inclusion	<ul style="list-style-type: none"> Limited policies and programs to include ethnic minorities and LGBTI persons in disaster preparedness and recovery. Lack of inclusion of men and boys in gender equality work for DRM. 	<ul style="list-style-type: none"> Ensure the inclusion of Amerindian, Afro- and Indo-Guyanese communities in decision making and participation for disaster preparedness and recovery. Encourage the engagement of men and boys as strategic allies for achieving gender equality in DRR through volunteer and informal community activities. Ensure the inclusion of LGBTI persons and persons with HIV/AIDS in DRM.
Women's participation and leadership	<ul style="list-style-type: none"> Lack of women in leadership positions in DRM and in preparedness and recovery activities. 	<ul style="list-style-type: none"> Increase opportunities for the GWLI, WAD, Red Thread, and other NGOs to provide mentorship and training for women in leadership and decision making for DRM. Increase women and girls' active involvement and leadership at all stages of the DRM cycle through UNICEF programs.

Source: From "Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review." World Bank, 2021.