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**Gender and Disaster Risk Management (DRM)**

**Saint Vincent and the Grenadines Country Profile<sup>1,2</sup>**

<sup>1</sup> 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.

<sup>2</sup> According to the [GFDRR Country Note for SVG \(GFDRR, 2010\)](#), multiple hazards impact SVG and the most common threat is the potential for hurricanes and tropical storms - since 1900, St. Vincent has been hit by 8 storms. In addition, SVG is vulnerable to drought, landslides, coastal flooding, and volcanoes activity. As result, SVG is reported among the top 60 countries with relatively high mortality risks, with about 41.6% of the population being exposed to risk of mortality from 2 or more hazards.

Natural disasters have gender-differentiated effects. Women and girls are disproportionately impacted due to existing inequalities regarding access to endowments, economic opportunities, and agency.<sup>3</sup> The objective of this note is threefold. First, to present recent data on key gender gaps in relation to DRM in Saint Vincent and the Grenadines (SVG) and compare its performance against regional and structural peers. Second, to present gender-differentiated effects of previous disasters in SVG 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 SVG 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.

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



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

### 1.1. Exposure and vulnerability<sup>4</sup>.

In line with global and regional trends, gender inequalities in SVG persist. Data in Table 1 shows some of the main gender gaps in the country, including lower rates of enrollment in and completion of secondary school for males compared to females, low female labor force participation, and limited participation of women in decision-making. Gender inequalities in the country contribute to differentiated impacts on women and men when natural hazards and disasters occur (CDB, 2015; UN Women, 2021). Improving the availability and quality of data related to reproductive work, access to and control over assets and resources, and involvement of women in disaster risk management (DRM) decision-making, among others, may further contribute to understanding the asymmetric impacts between women and men.

**Health.** Overall, health indicators (Table 1) are in line with regional trends and show a generally positive performance of SVG's health system. While free primary health care services -- including mental health -- are offered at all health centers, existing challenges include, but are not limited to, : an ageing population; an upsurge in chronic non-communicable diseases, high levels of communicable diseases, and limited access to sexual and reproductive health services for the most vulnerable and marginalized populations (UNDP, 2021b). The recent eruption of the La Soufrière Volcano has placed added pressure on the health system considering the ongoing COVID-19 pandemic and the dengue outbreak in the country (UNDP, 2021a). More specifically, there was a surge in the demand for health services, which overwhelmed the capacity to provide emergency and essential care to the affected populations, including a shortage of sexual and reproductive

health commodities and supplies (UNDP, 2021b). In a country where teenage pregnancy is high—evidenced by 49.3 percent of women having their first pregnancy between ages 15–19 according to 2007/2008 data (CDB, 2015) — lack of access to family planning (FP) services as well as lack of access to basic and comprehensive emergency obstetric and neonatal care can increase unplanned pregnancies, unsafe abortions, the transmission of STIs including HIV, and the risk of maternal and neonatal death (UNDP, 2021b).

**Education.** Girls have higher rates of enrollment in, and completion of secondary school compared to boys (Table 1). These statistics confirm the under-participation and under-achievement of boys in the education system in SVG. This is likely due to the influence of social and cultural norms promoting “masculinity” in the society, among other issues (CDB, 2015). High levels of teenage pregnancy in SVG may result in girls, especially those from poor households, to drop out of school. Among other things, anecdotal evidence suggests that teenage girls generally become pregnant by older men, with their mothers appearing to approve and/or encourage this as a means of supplementing household income (Kairi Consultations, n.d.), a situation that can be exacerbated in case of natural disasters. Additionally, while sufficient data to confirm this is unavailable, gender stereotypes still influence the selection of subjects among girls and boys both in secondary and tertiary education. More specifically, data gaps exist in relation to sex-disaggregated data on enrollment in vocational training, graduates in Information and Communication Technologies, and in Engineering, Manufacturing, and Construction (CDB, 2015). Available assessments following Hurricane Tomas (2010), floods in 2016 and the eruption of La Soufrière Volcano in 2021, do not contain sex-disaggregated data and analysis on gendered impacts in the education sector, even though school buildings were directly and indirectly affected. For instance, during the eruption of the La Soufrière Volcano, 139 schools were mildly affected, 19 were moderately affected and another 19 were severely affected; 70 percent of the shelters immediately activated were school buildings; and a total of 20,915 students were displaced, 12,025 of whom were primary school students, while 8,890 were secondary school students (UNDP, 2021b).

**Care work.** Despite the lack of data relating to time spent by women and men on unpaid work (Table 1), women in SVG reportedly play a major role in household tasks and caregiving, and are challenged due to very little support from male household members in shouldering domestic responsibilities and a lack of affordable day care (CDB, 2015). According to

<sup>4</sup> 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.

[CANARI \(2021\)](#), the impact assessment of the COVID-19 pandemic may serve as a good proxy for the socio-economic shocks expected to result from climate change and related hazards over the long-term. The impact survey, carried out in November 2020, noted that the time spent on domestic work, childcare, and subsistence activities in SVG has increased, particularly for women. The volcanic eruption in 2021 resulted in severe power outages, which continued for consecutive days and impacted negatively upon the population, particularly women, and their reliance on electricity for domestic tasks ([UNDP, 2021b](#)). Across the Caribbean, women tend to lead household activities related to the use and storage of water. Thus, risks arising from damage to water infrastructure and potential reliance on external water sources are likely to affect women and children ([UN Women, 2021](#); [UNDP, 2021b](#)). These risks may include time use, physical stress, and issues of physical security, and may be particularly significant for women residing in rural and Indigenous communities. In fact, the Garifuna population was the only group to suffer major structural damage and long-term water disruption following the eruption in 2021 ([CANARI, 2021](#)).

**Livelihoods.** Gender gaps persist in labor force participation in SVG (57 percent for women vs. 77.4 percent for men). However, among those employed, men are more likely to be engaged in vulnerable employment compared to women (Table 1), while women are more likely than men to work part-time, to raise children without a spouse, and report lower earnings ([CANARI, 2021](#)). As mentioned above, stereotypes in the education system still influence gendered patterns of subject selection resulting in occupational sex segregation in the labor market, with women mainly concentrated in areas such as education and public administration, and overall, in lower paying occupations ([CDB, 2015](#)). Because of their higher participation in sectors particularly affected by the volcanic eruption in 2021, such as wholesale and retail trade and tourism (accommodation and food service), women may have suffered disproportionate income loss compared to their male counterparts, except in agriculture, forestry and fishing ([UNDP, 2021b](#)). However, some consequences of natural disasters may be overlooked especially for those informally employed. For instance, while the agriculture sector in SVG is male-dominated, there is a large informal sector related to agro-processing and vending, employing mostly women ([CANARI, 2021](#)). Hurricane Lenny in 1999 affected SVG and caused losses to the fishery sector with gender-differentiated impacts depending on involvement in the fisheries value chain. Men, who largely fished, were unable to work at sea due to loss of their vessels or due to rough seas and storms, while women, mainly involved as fish vendors, were highly affected due to their reliance on the catch of the fishermen ([CANARI, 2021](#)). In case of droughts

and declined water availability in SVG, women and men may also be dissimilarly affected – the former, mainly employed in hotels and restaurants, are at risk of job loss induced by the potential closure of such activities; women farmers may be affected as they are less likely to have their own irrigation systems and may be more dependent on rainfed crops; women in fish processing and vending may lack water for preparation and to meet health and safety requirements ([CANARI, 2021](#)). In addition, it has been found that older men living alone in SVG are at particular risk in case of natural hazards and disasters due to the absence of a family support network ([CDB, 2015](#)).

**Assets and entrepreneurship.** Women and men have asymmetric access to and control over assets and productive resources in SVG ([CDB, 2015](#)). For instance, according to [UN Women \(2021\)](#), leased land is predominantly held by men in SVG. Following the 2013 floods, about 500 people remained homeless, mainly women and children ([CDB, 2015](#)), likely owing to poor housing, especially among Female-Headed Households (FHHs). Low access to assets and resources is also reflected in entrepreneurship opportunities as female-led businesses in SVG tend to have limited access to credit and land ownership ([CDB, 2015](#)), despite the fact that 38.6 percent of total businesses in SVG are headed by women (Table 1) - a rate which is about twice the average for LAC and structural peers.

**Female-headed households (FHHs).** FHHs account for an estimated 39 percent of all households in SVG (Table 1). According to [ECLAC \(2011\)](#) and [CDB \(2015\)](#), FHHs in SVG tend to be overrepresented among the poorest households and therefore have lower resilience capacity and experience the negative consequences of natural disasters more sharply than their male counterparts. Among other factors, female household heads are more likely to be unemployed than male household heads ([CANARI, 2021](#)). This is confirmed by the impact analysis following the eruption of La Soufrière Volcano in 2021, which indicates that 52 percent of the poorest households in SVG are headed by women, and therefore, poor women who were heading their households and their family members were expected to be particularly affected by the eruption, resulting in widened structural inequalities and continued cycles of intergenerational poverty ([UNDP, 2021b](#)). Additionally, the Rapid Damage and Loss Assessment following the November 2016 floods reported that, of the households directly affected, 40 percent were FHHs and 30 percent were male-headed households (MHHs), while the remaining 30 percent were not classified ([Government of Saint Vincent and the Grenadines, 2016](#)).

**Indigenous communities.** Garifuna and Kalinago people mainly residing in the northern parts of the country (such as in Owia, Sandy Bay and Georgetown areas) reportedly experience

high levels of poverty and are particularly vulnerable to climate-related hazards ([CANARI, 2021](#)). Both the volcanic eruption in 2021 and the November 2016 floods significantly affected these communities, lava and pyroclastic flows devastated their villages, and floods impaired water supply ([CANARI, 2021](#)). However, an analysis of possible gender-differentiated impacts between Indigenous women and men was not conducted.

**Gender-based violence (GBV).** In the aftermath of the 2021 volcanic eruption, there were several reports of cases of GBV within shelters and in all cases, the victims were women ([UNDP, 2021b](#)). Increased risk of GBV was linked to a number of issues, including tensions arising from displacement, trauma, lack of finance, unemployment, grief and loss, pressures on men to be providers and protectors, absence of lighting due to power outages ([UNDP, 2021b](#)) and the weakening of the national systems for service delivery such as health, justice, and social support ([UNDP, 2021a](#)). According to the [UN Report \(2021\)](#), GBV risks were identified in shelters which lacked basic protection for women and girls, including those who were unaccompanied, and which also lacked the capacity to provide emergency support in response to cases of sexual violence, including clinical management of incidents of rape.

**Women in DRM decision-making.** Women hold only 18 percent of seats in the national parliament of SVG, a rate much lower than the LAC average and that of structural peers. This data reveals potential barriers limiting women's engagement in decision-making in SVG. Nevertheless, the National Emergency Management Organization—the country's DRM agency—is headed by a female director. Women were also reported to be at the forefront of community mobilization efforts following the 2013 floods, involved in undertaking and coordinating training in disaster preparedness such as cardiopulmonary resuscitation (CPR) and first aid, and coordinating relief response alongside the authorities ([CDB, 2015; World Bank, 2021a](#)).

## 1.2. Preparedness and coping capacity.

Table 1 shows data gaps on financial inclusion, access to assets and resources such as land, credit, and mobile and internet use, which affect the capacity of both women and men to prepare for and cope with disasters. Recent assessments provide information on specific gendered differences in areas related to preparedness and coping capacity.

**Evacuation and access to shelters.** Following the volcanic eruption in 2021, 23,032 people were evacuated, of which approximately 54 percent were women and 46 percent were men ([UNDP, 2021b](#)). The population in shelters was comprised of mostly women, elderly persons, and children ([UNDP, 2021a](#)). According to [UNDP \(2021b\)](#), there were challenges for both

women and men related to evacuation, access to shelters and other relief responses. Men were particularly hesitant to evacuate as they did not want to lose their homes; 80 percent of the shelters were not registering women, and other household members, separately from their male partners; and 29 percent of shelters were not registering single women and girls. 68 percent of shelters were only providing ration cards to male household heads while only 7 percent provided ration cards to all individuals in shelters and the remaining 25 percent did not provide any food support. Further, an assessment of shelters' water, sanitation and hygiene (WASH) capacity revealed that 18 percent of shelters had less than 3 days of water storage capacity, only 81 percent had functional locks on toilets and 50 percent did not have sanitation bins in female toilets ([UNDP, 2021b](#)). This was compounded by the risk of GBV in shelters, as mentioned above.

**Early Warning System (EWS).** According to [UNDP \(2021a\)](#), low-income women across the Caribbean are unlikely to have access to smart phones and weather systems apps, and thereby face more limitations regarding access to EWS. Sex-disaggregated data on phone ownership and internet use is however not available to confirm country-specific analysis for SVG (Table 1). According to [UN Women \(2021\)](#), women appear more prepared for climate and disaster risks in SVG as they are more conscious of climate change, are more involved in discussions on the issue, and take immediate action upon hearing alerts. This is based on social and traditional norms which shape the ways in which women and men cope with shocks. Nevertheless, the [Multi-Hazard Early Warning System \(MHEWS\) report for SVG \(CDEMA, 2018\)](#) highlights deficiencies in disaster risk knowledge related to analysis and preparation of information for vulnerable groups (which includes women, although they should not be considered a homogeneous group), and a communication gap evidenced by a lack of sufficiently targeted warning messages, which cater to specific gender needs. This report subsequently informed the [Communications Plan to support SVG EWS \(CDEMA, 2019\)](#), which outlines specific measures to ensure EWS messages are targeted toward and address the specific needs of women, including older women. The plan is however limited by the absence of a monitoring framework.

**Livelihoods.** According to [UN Women \(2021\)](#), the participation of women and men in specific sectors and throughout the value chains may determine their capacity to cope with natural hazards. In the fishing industry in SVG, women depend more on onshore activities related to fisheries and have multiple income streams such as selling fish and food, while men engage in sea-fishing ([UN Women, 2021](#)), which may result in more limited coping capacity for men. Likewise, women in agriculture tend to be involved in the entire value chain while

men tend to concentrate in a few activities, namely planting and harvesting ([UN Women, 2021](#)). Despite this, women may experience the effects of occupational sex segregation which greatly limits their cross-sectoral mobility compared to men. For example in construction and security services, rural women—especially single mothers—may face difficulties in finding jobs in urban areas ([CANARI, 2021](#)). Interestingly, women represented approximately 70 percent of those temporarily employed in road cleaning after the 2013 floods (CDB, 2015).

**Assets and entrepreneurship.** As mentioned previously, access to assets and resources is unequal between women and men in SVG, which may limit women’s preparation and ability to cope with shocks. In the agriculture sector, women often face more difficulty in accessing financial support compared to men. For instance, farmers’ support programs in the country are more accessible to men than to women ([CANARI, 2021](#)). In addition, female farmers in SVG reported that they are more vulnerable to theft of agricultural produce and find it challenging to recover from such losses ([CANARI, 2021](#)). Moreover, female entrepreneurs in SVG face similar constraints as their female counterparts in other parts of the Caribbean, including lack of business skills required to engage with financial institutions and administrative procedures, time constraints due to family responsibilities and biases from

government institutions which consider women’s businesses to be ‘small scale’ businesses and do not see women as ‘entrepreneurial’ ([CDB, 2015](#)).

**Access to social protection, remittances, insurance.**

Overall, vulnerable women tend to outnumber vulnerable men and the number of women on public assistance in SVG is higher than that of men ([UNDP, UNICEF and UN Women, 2020](#)). Also, women tend to rely more on remittances from abroad, although they have a higher level of entitlement to employment-related insurance benefits from the National Insurance Scheme as 41.8 percent of women’s employment is based on a written contract, compared to 31.6 percent for men ([UNDP, UNICEF and UN Women, 2020](#)). With regard to policy holders, despite non-reporting of sex-disaggregated data, small establishments engaged in tourist accommodation as hotels and guest houses were likely to be without insurance or under-insured prior to Hurricane Tomas (2010) and only about 30 percent of home owners were likely to be insured ([ECLAC, 2011](#)).

**Female-headed households.** As mentioned above, FHHs are particularly at risk of natural disasters as they receive lower incomes than MHHs and transactional sex is a likely outcome when female household heads fail to secure limited employment ([CANARI, 2021](#)).

**TABLE 1. Benchmarking gender gaps related to DRM**

	Performance	Year	LAC	Year	Same income -level group	Year	Source
<b>Human endowments</b>							
Life expectancy at birth, female (years)	75.13	2019	79	2019	79	2019	<a href="#">WD (2021)</a>
Life expectancy at birth, male (years)	70.29	2019	72	2019	73	2019	<a href="#">WD (2021)</a>
Maternal mortality ratio per 100,000 live births	68	2017	74	2017	41	2017	<a href="#">Country scorecard (2021)</a>
Births attended by skilled health staff (% of total)	98.6	2016	93.8	2018	98.4	2018	<a href="#">Country scorecard (2021)</a>
School enrollment, secondary, female (% net)	91.6	2018	79.1	2018	83.9	2018	<a href="#">Country scorecard (2021)</a>
School enrollment, secondary, male (% net)	87.4	2018	76	2018	80.7	2018	<a href="#">Country scorecard (2021)</a>
Lower secondary completion rate, female (% of relevant age group)	96.4	2018	82	2019	88.2	2019	<a href="#">Country scorecard (2021)</a>
Lower secondary completion rate, male (% of relevant age group)	88.0	2018	77.3	2019	86.2	2019	<a href="#">Country scorecard (2021)</a>
Proportion of persons aged 15-24 enrolled in vocational training (%); female	NA	2018 or the latest year available					<a href="#">CRF report (2021)</a>
Percentage of female tertiary graduates in Information and Communication Technologies	NA						<a href="#">UN Women (2020)</a>

Table 1. (cont.)	Performance	Year	LAC	Year	Same income -level group	Year	Source
<b>Human endowments (cont.)</b>							
Percentage of female tertiary graduates in Engineering, Manufacturing and Construction	NA						<a href="#">UN Women (2020)</a>
Assessing laws affecting the size of a woman's pension (on a scale ranging from 0 – the lowest to 100 - the highest)	100	2021	80.5	2020	NA	NA	<a href="#">WBL (2021)</a>
Proportion of population above statutory pensionable age receiving a pension, female	NA	NA					<a href="#">UN Women (2021)</a>
Female-headed households (% of households with a female head)	39	2012					<a href="#">UNDP (2021)</a>
Proportion of time spent on unpaid domestic and care work, female (% of 24 hour day)	NA						<a href="#">WDI (2021)</a>
<b>Economic opportunity</b>							
Female labor participation (% of female population ages 15+)	57	2019	52.5	2019	56	2019	<a href="#">Country scorecard (2021)</a>
Male labor participation (% of male population ages 15+)	77.4	2019	76.7	2019	74.8	2019	<a href="#">Country scorecard (2021)</a>
Vulnerable employment, female (% of female employment)	18	2019	33.8	2019	38.1	2019	<a href="#">Country scorecard (2021)</a>
Vulnerable employment, male (% of male employment)	23.4	2019	33.4	2019	35.6	2019	<a href="#">Country scorecard (2021)</a>
Firms with female top manager (% of firms)	38.6	2010	20	2020	19	2020	<a href="#">WDI (2021)</a>
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	<a href="#">WDI (2021)</a>
Share of agricultural landowners who are female	NA						<a href="#">Our World in Data (2021)</a>
Female mobile phone ownership as a % of total female population	NA						<a href="#">ITU (2021)</a>
Female internet use as a % of total female population	NA						<a href="#">ITU (2021)</a>
<b>Voice and agency</b>							
Proportion of seats held by women in national parliaments (%)	18.2	2020	32.8	2020	26.5	2020	<a href="#">Country scorecard (2021)</a>
Victims of GBV	Females – 176 (74%) Males – 61 (26%)	2014					<a href="#">CDB (2015)</a>



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## 2. DRM policies and gender

SVG has made its initial steps to integrate a gender perspective into DRM-related policies (Table A.2). For example, the [National Disaster Plan \(NEMO, 2005\)](#) highlights the importance of conducting assessments to identify vulnerable communities, the extent of their vulnerability, and measures for reducing said vulnerability, although specific mention is not made of the collection and analysis of sex-disaggregated data. As for shelter management, FHHs are identified as being at high risk of homelessness following natural or other type of disasters, and as such are identified among those for whom accessing temporary shelters will be most beneficial. Below is a summary of other disaster-related policies and how they integrate gender.

- The [National Comprehensive Disaster Management Policy \(Government of Saint Vincent and the Grenadines, 2014\)](#) directly aims to “build a safe, resilient and sustainable society through the use of a comprehensive, gender-based approach towards the integration of disaster risk reduction, energy and water conservation and climate change adaptation into all aspects of national development.” To achieve this, its Capacity Building & Knowledge Management component involves the inclusion of guidelines to ensure gender issues are assessed and addressed, but includes no details on how these will be implemented and monitored.
- The [National Adaptation Plan \(NAP\) \(Government of Saint Vincent and the Grenadines, 2019\)](#) indicates that all adaptation options must undergo a gender analysis and include agreed-upon social and environmental safeguards. Among other principles, the NAP adopts a gender-sensitivity principle whereby actions which support climate change adaptation (CCA) are to “integrate gender concerns and needs into programming, while simultaneously ensuring that the contributions and leadership of both men and women are adequately employed at all stages in CCA planning,

budgeting and implementation.” Also included in the NAP are specific activities to elaborate on recommendations which will further mainstream the consideration of climate change into the planning process, including national guidelines for the application of gender screening and environmental and social safeguards and a targeted outcome of one guide which will focus on vulnerable sectors (agriculture, water, forestry, tourism, health, and public infrastructure) and address gender issues and environmental and social safeguards.

Despite efforts by the Caribbean Disaster Emergency Management Agency (CDEMA) to support sex-disaggregated data collection for disaster response in SVG ([UNDP, 2021a](#)), insufficient sex-disaggregated data on disaster impacts, a lack of a comprehensive national multi-hazard database/archive with protocols for information sharing ([World Bank, 2021a](#)) and a lack of analysis in government reports of structural issues resulting in gender inequality (UN Women, 2021) are still persistent issues in SVG. This is also confirmed by the lack of inclusiveness and gender-sensitive considerations in the allocation of resources for disaster response ([Post-Disaster Public Financial Management Review for SVG, World Bank, 2021c](#)).

SVG participates in UNDP’s Project “Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean” ([EnGenDER project](#)), which supports the assessment of the role of gender-related knowledge, attitudes, and behaviors in the different coordination mechanisms for climate change and disaster risk reduction. Findings revealed the existence of knowledge gaps with respect to gender issues and related concepts, a bias in gender attitudes with a belief 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, and a lack of disaggregated data as the main barrier for stronger institutional commitment ([UN Women and IISD \[2021\], UN Women \[2021\]](#)).

### 3. Building result chains for impact through the gender tag

This section presents a set of non-exhaustive gender gaps in key priority areas for SVG (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>Among other challenges, access to sexual and reproductive health services for most vulnerable and marginalized populations is limited. Levels of teenage pregnancy are also high (49.3% of women had their first pregnancy between ages 15–19 (CDB 2015)).</p> <p>Natural disasters increase pressure on overall health services, and more specifically, on sexual and reproductive health services, and increase the risk of unplanned pregnancies, unsafe abortions, the transmission of STIs including HIV, and the risk of maternal and neonatal death. A serious shortage of sexual and reproductive health commodities and supplies resulted following the eruption of the La Soufrière Volcano.</p>	<p>Support the provision of healthcare services, including continuity of sexual and reproductive health care, especially for those with more limited access (women in remote areas, from indigenous communities).</p>	<p>Percentage of low-income/ rural/indigenous women accessing healthcare services/ sexual and reproductive health services.</p>	
Education	<p>Under-participation and under-achievement of boys in the education system are reportedly due to the influence of social and cultural norms promoting “masculinity” in the society (CDB, 2015), among other issues.</p> <p>High levels of teenage pregnancy may lead girls, especially those from poor households to drop out of schools.</p> <p>Gender stereotypes still influence subject selection both in secondary and tertiary institutions (CDB, 2015), and post-disaster assessments revealed significant damage to schools and displacement of students despite limited sex-disaggregated data and analysis.</p>	<p>Support the continuity and strengthening of educational activities during an emergency and recovery, especially in areas where there is a large percentage or number of out-of-school children, boys and girls.</p> <p>Provide incentives for family and community engagement to create environments that support the success of boys and girls 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>	
Care work	<p>Women in SVG play a major role in household tasks and caregiving with very little support from men, and lack access to affordable day care (CDB, 2015). Socio-economic shocks are expected to increase the time spent on domestic work, childcare, and subsistence activities.</p> <p>Following the volcanic eruption in 2021, power outages and a potential increase in electricity tariffs (UNDP, 2021b) are likely to increase time allocated by women to household tasks.</p> <p>Prolonged disruption to water and sanitation services is expected to have a gender-differentiated impact on women and girls because of the time and energy spent collecting water, the threat of violence and sexual harassment, and diminished childcare (UNDP, 2021b).</p> <p>Women residing in rural and Indigenous communities in SVG may be particularly at risk similar to the Garifuna community in the aftermath of the volcanic eruption in 2021 (CANARI, 2021).</p>	<p>Provide infrastructure and services support to reproductive and care work, provision of childcare, transport services to access employment opportunities for those in shelters, continued energy services for residential use; increase water access points, in line with specific needs of women and men, as part of water supply system rehabilitation or improving overall accessibility by improving road networks as part of infrastructure rehabilitation.</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>	



Entry points	Gaps	Actions	Indicators	Examples
Livelihoods	<p>Women in SVG are less likely (57%) than men (77.4%) to participate in the labor market, but are more likely to work part-time, to raise children without a spouse, and report lower earnings (CANARI, 2021).</p> <p>Biases in the education system contribute to occupational sex segregation in the labor market, with women mainly concentrated in areas such as education and public administration, and in lower paying occupations (CDB, 2015).</p> <p>Gender-biased impacts exist depending on level of involvement in sectoral value chains, sectoral participation, and cross-sectoral mobility and informality. Women enjoy multiple income streams due to their engagement in varying positions in the agriculture and fisheries value chains, compared to men (UN Women, 2021). In contrast, women suffered disproportionate income loss following the 2021 volcanic eruption due to their high concentration in trade (wholesale and retail) and tourism (accommodation and food service) activities compared to their male counterparts (UNDP, 2021b).</p> <p>Women experience limited mobility across sectors compared to men (in construction and security services), and rural women, especially single mothers, may face difficulties finding jobs in urban areas (CANARI, 2021).</p> <p>Men experience a higher participation in vulnerable employment compared to women (Table 1) and are less entitled to employment-related insurance benefits (UNDP, UNICEF and UN Women, 2020).</p> <p>Female-led businesses in SVG, particularly in agriculture (CANARI, 2021) have limited access to credit and land ownership, lack business skills to engage with financial institutions and associated bureaucracy, and suffer from time constraints due to family responsibilities (CDB, 2015).</p>	<p>Provide targeted support to affected women and men, addressing their specific needs to recover and restart their livelihoods. For instance, through the provision of inputs and tools (such as grants, loans, micro-finance), as well as technical support to start and develop their businesses. And, to include support to enable formalization of their activities and provide access to social security.</p> <p>Promote female participation in non-traditional fields as reconstruction work through targeted training, recruitment (such as a quota in bidding documents), provision of information.</p>	<p>Female and male beneficiaries reached with productive assets and services (to be defined in the project document).</p> <p>Number of women- and men-owned businesses receiving support</p> <p>Number of women and men with formal employment and access to social security benefits by the end of the project.</p> <p>Share of women in permanent jobs created by the project.</p>	<p><a href="#">P166328 – Dominica Emergency Agricultural Livelihoods and Climate Resilience Project</a></p>
Social assistance	<p>There are more vulnerable women than there are vulnerable men in SVG and the number of women on public assistance is higher than that of men (UNDP, UNICEF and UN Women, 2020).</p> <p>FHHs account for about 39% of all households and tend to be overrepresented among the poorest households and as such have lower resilience capacity (ECLAC, 2011).</p> <p>Older men living alone are also reported to be at risk due to the absence of a family support network (CDB, 2015).</p>	<p>Provide access to social safety nets (relief and recovery funds, inputs assistance) with specific targets, especially for FHHs and/or indigenous peoples (women and men) and older men living alone. This may include CCT (linked to school enrollment of children), cash-for-work programs, including childcare services to be provided and offered as an optional paid activity, and monetary subsidies.</p>	<p>Number of female-headed households that receive support through the safety net programs (specific targets may be set for indigenous women and men and older men living alone)</p> <p>Number of women heads of households' beneficiaries of cash-for-work programs (including indigenous women and men)</p> <p>Share of public works offering childcare and Share of beneficiaries with access to childcare.</p>	<p><a href="#">Locust Emergency and Food Security Project (P174314)</a></p> <p><a href="#">Somalia Emergency Drought Response and Recovery Project (P163830)</a></p>

Entry points	Gaps	Actions	Indicators	Examples
Social assistance (cont.)	<p>A post-2021 volcanic-eruption assessment confirms poor women who are head of their households and their family members are likely to be particularly affected by the eruption (UNDP, 2021b). The Rapid Damage and Loss Assessment following November 2016 floods reported that among directly affected households, FHHs were predominant - 40% were FHHs, 30% were male-headed, while the remaining 30% were not classified (Gov. of SVG, 2016).</p> <p>Garifuna and Kalinago people mainly residing in the north of the country (such as in Owia, Sandy Bay and Georgetown areas) were significantly affected by the volcano eruption in 2021 and November 2016 floods, from which lava and pyroclastic flows devastated their villages and floods caused damages to water supply (CANARI, 2021).</p>			
Housing	<p>Following the 2013 floods, majority of the 500 people rendered homeless were women and children (CDB, 2015), possibly indicating a higher probability of women, especially FHHs, having poor housing.</p> <p>According to ECLAC (2011), prior to Hurricane Tomas in 2010, only 30% of homeowners likely had insurance of which most would have been underinsured (sex-disaggregated data on insurance coverage may shed light on a potential gap between FHHs and MHHs).</p>	<p>Provide targeted support to women/FHHs for housing reconstruction (for example, requirements and criteria for prioritization of women/FHHs) and access to insurance on property. This may also include subsidies (grants, in-kind support.), and adequate technical assistance in reconstruction works and for securing land and house entitlements.</p>	<p>Number of female-headed households that received support* and rebuilt their houses</p> <p>Share of female-headed households with access* to resilient housing</p> <p>Number of female-headed households with access* to housing insurance</p>	<p><a href="#">P166537 - Dominica Housing Recovery Project</a></p> <p><a href="#">P171361 - Comoros Post-Kenneth Recovery and Resilience Project</a></p>
Insurance for business	<p>According to ECLAC (2011), prior to Hurricane Tomas (2010), small establishments engaged in tourist accommodation as hotels and guest houses likely had no insurance or were under-insured (sex-disaggregated data on policy holders may shed light on potential gap between women and men as owners/managers of businesses).</p>	<p>Expand insurance coverage and address protection gaps between women and men. This may include the design of insurance products addressing the specific needs of women and men (including parametric insurance products); subsidize insurance costs for the most in needs; raise awareness on insurance coverage and benefits for potential beneficiaries.</p>	<p>Share of female and male policy holders.</p>	<p><a href="#">P171465 - Grenada Disaster Risk Management Development Policy Credit with a Catastrophe Deferred Drawdown Option</a></p>
EWS	<p>Despite women's likelihood of higher preparation for climate and disaster risks in SVG based on social and traditional norms (UN Women, 2021), the Multi-Hazard Early Warning System (MHEWS) report for SVG (CDEMA, 2018), highlights deficiencies that exist in disaster risk knowledge utilized in analysis and preparation of information for vulnerable groups including women, and targeted communication strategies which meet different gender needs.</p> <p>The subsequently implemented plan for targeted communications plan lacks a monitoring framework (CDEMA, 2019).</p>	<p>Support awareness campaign and EWS targeting women and men, especially those living in rural areas and indigenous women (to ensure the satisfaction of specific information needs, use of inclusive language and materials, use of appropriate channels for dissemination).</p> <p>Ensure that women are represented and involved in the design and development of EWS (Design messaging and delivery of EWS through women's networks).</p>	<p>Share of registered users of mobile phone application for EWS (or other EWS application) that are women (and disaggregate by urban/rural areas, ethnic groups).</p>	<p><a href="#">P170874 - Indonesia Disaster Resilience Initiative Project</a></p>

Entry points	Gaps	Actions	Indicators	Examples
GBV/Access to shelters	<p>Increased reports of GBV in the aftermath of the volcanic eruption in 2021, mainly due to tensions arising from displacement, trauma, lack of finance and/or unemployment, and grief and loss; pressures on men to be providers and protectors; absence of lighting due to power outages (UNDP, 2021b); the weakening of the national systems for service delivery, in health, justice, and social sectors (UNDP, 2021a). GBV risks were identified in shelters which lacked basic protection services for unaccompanied women and girls and the capacity to provide emergency support in response to cases of sexual violence, including clinical management of rape incidents (UN Report, 2021)</p> <p>Gender biases and inconsistencies existed in evacuation, shelter arrangements and relief (UNDP, 2021b). Men were particularly hesitant to evacuate because they did not want to lose their homes while women and other household members faced widespread difficulty in being registered to access shelters without the accompaniment of male partners. Men were more likely than women to be granted ration cards by those shelters which utilized cards.</p> <p>Shelters also lacked sufficient WASH capacity, posing implications for women: 18% of shelters had less than 3 days of water storage capacities; only 81% had functional locks on toilets and 50% did not have sanitation bins in female toilets (UNDP, 2021b).</p>	<p>Set up adequate systems, protocols, and guidelines for collecting and analyzing data on GBV during disasters in the affected areas.</p> <p>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.</p> <p>Ensure shelters design and services to meet women's specific needs and priorities, including for indigenous women (provide separate toilets<sup>5</sup> and adequate lighting; etc.).</p>	<p>GBV assessment made available for planning disaster response and data sharing among decision-makers.</p> <p>Number of shelters with established protocol and measures to prevent and address GBV cases.</p> <p>Number of women and girls reporting GBV cases in shelters.</p>	
Participation in decision-making	<p>Women in SVG are underrepresented in leadership positions, despite female directorship of the country's DRM agency, and women's roles at the forefront of community mobilization, including in undertaking and coordinating training in disaster preparedness activities and in assisting the coordination of the relief response following the 2013 floods in SVG (CDB, 2015; World Bank, 2021a).</p>	<p>Set up mechanisms to promote the representation and involvement of women in higher-level decision-making of DRM-related institutions (for example, quotas and targeted training for women to develop their careers in DRM/promotion; set up standardized procedures and mechanisms for promotion to avoid bias and discrimination).</p>	<p>Percentage of female representatives in DRM decision-making bodies</p>	

\*The terms "support" and "access" need to be defined in the project document.

<sup>5</sup> 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.

Entry points	Gaps	Actions	Indicators	Examples
DRM policies and gender issues	<p>Sex-disaggregated data on disaster impacts is insufficient, a comprehensive national multi-hazard database/archive with protocols for information sharing is lacking (World Bank, 2021a) as well as analysis in government reports of structural issues resulting in gender inequality (UN Women, 2021) in SVG.</p> <p>This is also confirmed by the lack of inclusiveness and gender-sensitive considerations in the allocation of resources for disaster response (Post-Disaster Public Financial Management Review for SVG. World Bank, 2021c).</p>	<p>Set up adequate systems, protocols, and guidelines for collecting and analyzing sex-disaggregated data in DRM.</p> <p>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.</p> <p>Set up and review DRM framework to include a set of gender-responsive indicators informed by sex and age-disaggregated baseline data, that can be used to select and prioritize investment projects and disaster response, and monitor and evaluate progress in addressing identified gaps.</p>	<p>Disaster risk, exposure and vulnerability information, disaggregated by gender and age, made available for investment planning and disaster response and data sharing among sectors.</p>	<p><a href="#">P171474 - Haiti - Covid-19 Response and Resilience Development Policy Operation</a></p>

\*The terms “support” and “access” need to be defined in the project document.

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## Annex

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

	Laws, policies and plans	Content
Gender equality	Equal Pay Act (1994)	It sets out equal remuneration for all workers and allows for maternity leave to be granted to women.
	Employment of Women, Young Persons and Children Act (1992)	It addresses the employment of women, young persons, and children in industrial work and on ships.
	National Insurance Act (1986, amended in 2007)	It is a compulsory, contributory scheme to which employees pay 3.5% of their monthly earnings and employers pay 4.5% of their monthly payroll. Domestic workers are ineligible to receive these benefits because of their inability to contribute to the scheme.
	National Economic and Social Development Plan (2013–2025)	It affirms that women remain “amongst the most vulnerable and economically powerless” and calls for inclusion and protection of the vulnerable groups in society such as women, the differently abled, mentally ill, the elderly, and other high-risk groups
Gender-based violence	Criminal Code, Cap. 124 (1990 Revision)	It contains provisions addressing sexual offenses, abduction, and kidnapping.
	Domestic Violence (Summaries) Act (2015)	It creates a wide range of remedies aimed at reducing the number of DV incidents. However, DV is not criminalized, and no comprehensive definition of DV exists.
	Children (Care and Adoption) Act (2011)	It addresses neglect, abuse, exploitation, and violence affecting children. It includes mandatory reporting of abuse cases, with penalties for failure to comply.
	National Action Plan to End GBV (2013–2017)	It outlines mechanisms for policy, legislation, multi-sectoral collaboration, implementation, prevention, data collection, and tracking the progress on GBV.
	Prevention of Trafficking in Persons Act (2011)	It prescribes measures to prevent and combat human trafficking, particularly victims who are women and children by: protecting victims; facilitating the efficient investigation of cases; facilitating the just and effective punishment of traffickers; and promoting cooperation with other states.

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

**TABLE A.2. Gender in SVG’s key policy documents on DRM**

	Laws, policies and plans	Gender-specific content
General DRM	National Disaster Plan (2005)	It points to the importance of conducting vulnerability assessments to identify vulnerable communities, extent of their vulnerability, and measures for vulnerability reduction. It also mandates shelter management to focus on vulnerable groups—the physically and mentally challenged, the elderly and low-income groups, particularly female-headed households.
	National Emergency and Disaster Management Act (2006)	It does not include gender-specific content.
	National Comprehensive Disaster Management (CDM) Policy (2014)	It aims to strengthen the resilience of vulnerable communities to cope with the impact of hazards, and recognizes the role of women and children in resilience building. It also mandates to include cultural and indigenous communities to implement CDM processes.
	National Adaptation Plan (2019)	It calls for gender mainstreaming in the NAP process to decrease gender-based vulnerabilities, promote gender equality in decision making, and ensure that the implementation of adaptation measures does not impose additional burdens on women.
Sector/Agency DRM	Environmental Health Services Act (1991)	It does not include gender-specific content.
	Town and Country Planning Act (1992)	It does not include gender-specific content.
	Waste Management Act (2000)	It does not include gender-specific content.
	National Information and Communication Technology Strategy and Action Plan (2010–2015)	It aims to improve disaster preparedness, promote affordable and universal access to ICT services and resources in rural and underserved communities as well as to decrease poverty and gender inequalities. It also aims to foster the use of ICT for formal and non-formal education, skills development, and adult learning regardless of age, gender, ethnicity, disability, or location.
	Revised National Biodiversity Strategy and Action Plan (2015–2020)	It recognizes the need to enhance the benefits to all from biodiversity and ecosystem services, provide essential services such as services related to water, and contribute to the health, livelihoods and well-being, and consider the needs of women, indigenous and local communities, the poor, and the vulnerable.
	Environmental Management Act (Draft, 2009)	It does not include gender-specific content.
	Environmental Impact Assessment Regulations (Draft, 2009)	It does not include gender-specific content.

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 SVG**

Area	Gaps	Recommendations
<b>Legislation, policies, and plans</b>	<ul style="list-style-type: none"> <li>• Lack of a comprehensive gender policy and action plan.</li> <li>• Lack of a gender perspective in many DRM national policies and programmatic plans.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a national gender policy and action plan.</li> <li>• Integrate gender equality objectives and anticipated outcomes into the National Economic and Social Development Plan and the related policies, and update the Emergency Act to reflect the CDM legislation.</li> </ul>
<b>Sex-disaggregated data and gender-specific research</b>	<ul style="list-style-type: none"> <li>• Insufficient sex-disaggregated data on disaster impacts.</li> <li>• Lack of a comprehensive national multihazard database or an archive with protocols for information sharing.</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance collection of disaster impact data disaggregated by sex and other important variables.</li> <li>• Conduct systematic research and analysis of the hazards which impacted Saint Vincent and the Grenadines, and record their impacts on vulnerable populations and groups.</li> <li>• Create a comprehensive national multihazard database or an archive with protocols for information sharing.</li> </ul>
<b>Gender-based violence</b>	<ul style="list-style-type: none"> <li>• Existing data practices on GBV are inconsistent, which presents particular difficulties for making claims about GBV trends and the corresponding responses.</li> <li>• Incidents of domestic abuse are underreported, and the police often do not take them seriously.</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance the systematization of GBV data taken by the GAD, the police, and the Statistics Department.</li> <li>• Enhance the resource base of the crisis center and strengthen systems of support for victims and survivors, including medical care, psychological counseling, and legal aid support.</li> <li>• Strengthen collaboration with NGOs, providing legal and other forms of assistance to survivors and victims.</li> </ul>
<b>Institutional strengthening</b>	<ul style="list-style-type: none"> <li>• Insufficient human and financial resources provided to the GAD to support gender mainstreaming.</li> <li>• Absence of DRM plans at the community level.</li> <li>• Lack of the gender dimension inclusion in monitoring and evaluation activities in DRM and climate change adaptation programs.</li> <li>• Gender disparities in access to disaster safety nets due to unequal economic opportunities and women's lower control over productive resources.</li> <li>• Gender gaps and other inefficiencies in EWS.</li> </ul>	<ul style="list-style-type: none"> <li>• Support the GAD and its activities with resources, particularly its community capacity building interventions.</li> <li>• Develop DRM plans at the community level, with gender considerations.</li> <li>• Integrate budget formulation guidelines and monitoring mechanisms that reflect synergies between DRM, climate change adaptation, and gender-sensitive budgeting.</li> <li>• Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions.</li> <li>• Strengthen the existing mechanisms and programs to improve access to affordable health care, including sexual and reproductive health, for women, particularly in disaster settings.</li> <li>• Promote access of all women in disaster situations to critical services such as relief payments, disaster insurance, and compensation.</li> <li>• Strengthen women's roles in community service delivery in immediate disaster response and rehabilitation.</li> <li>• Increase gender sensitivity of EWS and integrate other vulnerable groups into their development</li> </ul>



Area	Gaps	Recommendations
<b>Advocacy and education</b>	<ul style="list-style-type: none"> <li>• Insufficient understanding reported by both men and women of their role in the DRM process, and about agencies that lead particular DRM functions.</li> <li>• Insufficient gender considerations in hazard analysis and risk assessments conducted by governmental agencies.</li> <li>• Lack of awareness raising campaigns about the importance of gender-sensitive budgeting.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide specialized training programs for local communities to increase their resilience to climate change and their preparedness for climate-related hazards.</li> <li>• Provide gender-sensitive leadership training programs for women and young people preparing them for decision-making positions.</li> <li>• Provide training programs to government officials, with a focus on assessing differentiated vulnerability data and risks.</li> <li>• Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender related policies and programs in DRM.</li> <li>• Strengthen existing anti-violence advocacy campaigns in disaster settings.</li> <li>• Engage media entities in education campaigns focused on critical terms in DRM</li> </ul>
<b>Partnerships in DRM</b>	<ul style="list-style-type: none"> <li>• Low organizational capacity and ineffective advocacy by the National Council of Women.</li> <li>• Lack of support for gender mainstreaming from NGOs and CSOs.</li> <li>• Limited efforts to create partnerships with women's organizations in DRM areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Integrate the women and girls' empowerment agenda into a broader civil society engagement agenda through renewed energy by the National Council of Women and other CSOs.</li> <li>• Build multi-stakeholder partnerships to drive and monitor implementation of DRM policies and programs, with clear delineated roles and responsibilities of public agencies, private entities, NGOs, and CSOs.</li> <li>• Enhance collaboration of the National Council of Women with the public and private entities engaged in DRM activities.</li> <li>• Sustain community mobilization through reporting and informal opinion surveys around key challenges</li> </ul>
<b>Social inclusion</b>	<ul style="list-style-type: none"> <li>• Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase participation of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DR.</li> </ul>
<b>Women's participation and leadership</b>	<ul style="list-style-type: none"> <li>• Insufficient women's participation in DRM and climate change activities.</li> <li>• Under-utilization of women's human resources in leadership and decision-making positions.</li> </ul>	<ul style="list-style-type: none"> <li>• Target and remove gender-biased criteria or processes of decision-making bodies, and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.</li> </ul>

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