



Gender and Disaster Risk Management (DRM)

Antigua and Barbuda Country Profile

Natural disasters propagate gender-differentiated effects. Women and girls are disproportionately impacted owing to existing inequalities in access to endowments, economic opportunities, and agency.^{1,2} The objective of this desk review³ is threefold. First, present current data on key gender gaps in relation to disaster risk management (DRM) in Antigua and Barbuda and compare its performance against regional and structural peers. Second, present gender-differentiated effects of previous disasters in Antigua and Barbuda based on existing evidence. And finally, use evidence on gaps and differentiated effects of disasters to help task teams identify gender-responsive activities and indicators for the gender tag, a tool to systematically track the implementation of the WBG gender strategy⁴ and measure the quality and results of World Bank operations.

¹ According to the [WB Climate Change Knowledge Portal](#), Antigua and Barbuda are exposed to climate change impacts, including accelerated coastal erosion and inundation, lower average annual rainfall, increased rainfall intensity causing flooding, and a likely increase in tropical storm intensity.

² [Gender Dimensions of Disaster Risk and Resilience: Existing Evidence. GFDRR \(2021\)](#).

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⁴ [World Bank Group Gender Strategy \(FY16-23\): Gender Equality, Poverty Reduction and Inclusive Growth](#)



This note presents examples of result chains for project teams working on DRM-related operations to obtain the gender tag, focusing 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 Antigua and Barbuda, and recommendations for policy makers to address gender gaps—which go beyond the gender tag requirements for World Bank project teams—are presented in the annexes.

In general, gender data are scarce in the Caribbean region. Disaster risk management in particular, lags behind other sectors in collecting and reporting of sex- and age-disaggregated data. This review is based on a desk review of existing evidence and data about how men and women have been impacted by, prepare for, and cope with disasters and climate-related events in the country. The review also draws from national reports on gender and DRM and country level data and statistics. Some of the assessments and data used in this review might be considered outdated but acknowledging lack of current data on gender and DRM, they nevertheless provide valuable information to understand differentiated impacts of natural disasters on women and men due to prevailing inequalities.

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

1.1. Exposure and vulnerability

Women⁵ in the country are reported to be adversely affected by systemic, institutional, and sociocultural, political, and economic inequalities (CBD 2014; DoGA 2019), but data gaps—especially under the domain of economic opportunities (table

1)—do not offer a complete understanding of the differentiated effects caused by disasters on women and men in the country. However, post-Hurricane Irma and Maria assessments and reports highlight some critical issues about the specific vulnerabilities of women compared to men in the country.

Health: Health-related indicators show that Antigua and Barbuda has a similar performance and, in some cases, a better performance than regional and same-income level peers (table 1). For instance, all births are reported to be attended by skilled health staff, contributing to low maternal mortality rates. Despite this, health risks are generally compounded by disasters, and differentiated impacts on women and men might occur. Anecdotal evidence following Hurricane Irma in 2017, suggests that the health facility in Barbuda suffered significant damage; the water supply was contaminated, and the emergency generator was damaged, directly impacting the health of the entire population, and particularly of women and girls (DoGA 2019). According to the policy brief on “Gendered Impacts of Climate Change and Disaster Risk” in Antigua and Barbuda (UN Women, 2021a), pregnant women are more susceptible to vector-borne and water-related diseases such as malaria and dengue in the event of flooding and water contamination. At the same time, men are less likely to seek mental health assistance from posttraumatic stress.

Education: Education outcomes are different for girls and boys in Antigua and Barbuda (table 1), and gender stereotypes in the school curriculum with male-oriented subjects are reported (DoGA 2019). According to the assessment report following Hurricane Irma in 2017, educational structures, including preschools, primary, and secondary schools, suffered damages, with all primary and secondary students being placed in schools in Antigua. Interestingly, women interviewed during focus group discussions declared that being displaced to Antigua provided access to better quality schools for their children as in Antigua, truancy is closely managed (DoGA 2019). Extreme weather events in Antigua and Barbuda will likely widen gender disparity gaps, including boys dropping out of school to find work to assist single-parent mothers (GoAB 2020).

Care work: Despite a data gap on time use in Antigua and Barbuda, unpaid care work is reported to be predominantly carried out by women (CBD 2014; DoGA 2019). When schools close during disasters, it is reported that women in Antigua and Barbuda tend to be more absent at work to dedicate time to stay at home to care for their children (UN Women 2021a).

⁵ 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 refers to assets’ susceptibility to damage or impact from a hazard.

Livelihoods: Data gaps are particularly evident in the economic opportunity sphere (table 1). Available data on labor force participation show an existing gap, with women having more limited economic opportunities than men. However, the gender gap in Antigua and Barbuda is lower compared to both regional and structural peers. In line with global trends, occupational sex segregation can drive the degree of financial instability of women and men in case of disasters. For instance, women are overrepresented in the services sectors, which are more susceptible to climate impacts such as in tourism, the worst impacted sector by the 2017 hurricanes Irma and Maria (GCF 2022). Many of those in tourism, a large proportion being women, are commonly employed in low level, low paying, and seasonal jobs (DoGA 2019; UN Women 2021b). In addition, the COVID-19 pandemic has particularly affected female workers in the tourism sector, especially female-headed households (UNDP, UNICEF, and UN Women 2020; UN Women 2021a). Agriculture is another sector highly exposed to natural hazards; a sector that employs only 0.9 percent of the population, with a third of this group being women, mainly engaging in subsistence farming (DoGA 2019). In addition, male farmers on average, tend to engage in both crop cultivation and livestock rearing, whereas in contrast, female farmers tend to engage in a greater variety of crop cultivation but less in livestock rearing (CDPC 2021). According to the Caribbean Development Policy Centre's (CDPC) survey (2021), 72 percent of male farmers in Antigua and Barbuda accrued losses due to a natural hazard or extreme weather event compared to 48 percent of female farmers. Also, women form the majority of domestic workers with a high level of job insecurity. They are generally only paid for days worked and do not receive paid vacation, sick leave, or maternity leave (ILO 2018).

Assets: Despite the lack or limited availability of data, women in Antigua and Barbuda are reported to have more limited access to and control over the means of production compared to men, particularly of land and credit, because of male preference in inheritance, male privilege in marriage, male bias in community and state programs of land distribution, and male bias in the land market (DoGA 2019). However, data from the agriculture sector in Antigua and Barbuda reveal that female farmers are more likely to own the land used for farming, but the plots of land are smaller than male farmers (CDPC 2021). Inequalities in asset ownership and in their control and use contribute to an unequal distribution of disaster-related impacts along gender lines. This was evident in the case of the fisheries sector, where middle-aged and older men tend to own and use the boats and tools for fishing, with expected financial losses for them and their families (UN Women 2021a). With regards to the housing sector, after Hurricanes Irma and Maria, assessments revealed that women were disproportionately

affected by flood damages. On average, women reported that they paid over US\$1,000 more than their male counterparts for post-disaster recovery after the hurricanes, including materials to repair houses, and replacing electric wiring and water pipes. (GoAB and Adaptation Fund 2020).

Female-headed households: About half of the households in Antigua and Barbuda are reported to be headed by women (table 1), many of whom are reported to be single-parent households with dependents, such as the elderly and the disabled. The responsibilities to provide and care for them, in addition to the barriers that women may face to access economic opportunities, may expose female-headed households (FHHs) to greater vulnerability (DoGA 2019), especially in case of natural disasters. It is estimated that at least half of the households hit by Hurricane Irma were FFHs, which were larger than those male-headed, and which may have suffered significant damages due to their specific conditions (DoGA 2019).

Gender-based violence: According to available data (table 1) and reports (DoGA, 2019), women in Antigua and Barbuda continue to be adversely affected by gender-based violence (GBV). A more limited ability for women to meet their needs financially may result in increased reliance on the income of men to support their families, including partners who do not live in the house, which may eventually lead to increased risks of violence against women and their families (GoAB and Adaptation Fund 2020; UN Women 2021a). Given their specific socioeconomic situation in FFHs, transactional sex is reported as a severe risk to single women who lead households (GoAB and Adaptation Fund 2020).

Women in DRM decision making: Women occupy about 11 percent of the seats in the national parliament of Antigua and Barbuda (table 1). It highlights pending issues in women's participation in political leadership and decision making. The National Office of Disaster Services (NODS) is responsible for disaster management, and women comprise nine out of 17 district disaster coordinators (WMO 2018). Meteorological Services is accountable for warnings and forecasts to prepare and send out early warning system (EWS) bulletins—information bulletins, alert bulletins, watch bulletins, and warning bulletins. Of a staff of eight meteorologists and forecasters, two are female, and of the 13 meteorology observers, five are female (WMO 2018). In addition, both the Directorate of Gender Affairs (DoGA) and the Department of Environment (DoE) are headed by female directors. The GoAB has taken steps to integrate a gender perspective into DRM at the national, sector, and agency levels (table A.2). In the aftermath of Hurricane Irma in 2017, women were actively involved in the development and distribution of dignity kits—

essential health and hygiene products—to the affected population, as well in the recovery efforts through their representation within the Barbuda Council, a local government body, where more than half of 11 members are female (DoGA 2019; World Bank 2021a). Although DRM-related institutions have women in high positions, this does not necessarily translate into gender-responsive policies and practices in the sector (UN Women 2021a).

1.2. Preparedness and coping capacity.

Women and men are reported to differently prepare and cope with climate-related events in Antigua and Barbuda. This highlights the role of gender in defining resilience as data and reports in this section demonstrate.⁶

Evacuation or access to shelters: Overall, women from rural areas in Antigua and Barbuda face specific barriers to mobility, mainly due to transportation shortages. In case of climate-related events, pregnant and elderly women and persons with disabilities (PWDs) may be particularly at risk as roads become unavailable and coastal areas become prone to flooding. To address potential risks of GBV in shelters, the Directorate of Gender Affairs (DoGA), in collaboration with United Nations Population Fund and UN Women Caribbean Multi-Country Office, and the International Organization for Migration (IOM) developed guidelines for the prevention of sexual assault and GBV within shelter settings and conducted training for all shelter managers on their implementation (DoGA 2019).

Early Warning System (EWS): According to the World Meteorological Organization (WMO) assessment (2018), radio is still a key source for information on hazards and threats, yet social media are gaining prominence in the region—thus, the use of mobile phones for accessing media such as WhatsApp and Facebook is becoming increasingly relevant. The dissemination of early warnings through the internet might generate barriers based on gender, location, and ethnicity, yet a data gap exists regarding the digital divide and potential gaps between women and men in Antigua and Barbuda (table 1). According to the policy brief on “Gendered Impacts of Climate Change and Disaster Risk” in Antigua and Barbuda (UN Women 2021a), most households in Antigua and Barbuda have at least one working mobile phone during disasters, which should allow for the vast majority to access disaster-related information. However, FHHs with low income may not have access to

mobile phones, with accessibility features utilized by disaster management service agencies (UN Women 2021a). In addition, the WMO assessment (2018) included Antigua and Barbuda among the countries selected for the EWS review. It identified key gender issues to consider when designing and developing EWS: (i) women and men are likely to respond differently to EWS because of time use patterns; (ii) their bargaining power in the household and their family structure; (iii) the economic activity they are engaged in; and (iv) gendered differences in risk perception. It led to a specific assessment of the national EWS to identify ways to improve it. Aspects for improvement include: (i) collection and analysis of gender differentiated risks and vulnerability data; (ii) feedback mechanisms to verify that warnings have reached the principal stakeholders, particularly women and people in vulnerable conditions; (iii) communication and dissemination systems to tailor the different needs or risks of urban and rural populations, women and men, older people and youth, people with disabilities; and (iv) dissemination through greater use of radio amateurs and community alert via social media (NODS 2018).

Disaster preparedness: According to the policy brief on “Gendered Impacts of Climate Change and Disaster Risk” in Antigua and Barbuda (UN Women 2021a), women in Antigua and Barbuda tend to spend more money on disaster preparation by stocking essentials when notification of the disaster is provided. However, this may make them more financially vulnerable when returning to normalcy or resumption of work takes longer than expected. This seems to be confirmed by the GoAB and Adaptation Fund report (2020). On average, in Antigua and Barbuda, women pay over US\$800 more than their male counterparts for disaster preparedness, including for materials such as shutters, tapes for windows to protect their houses, food, and clothes.⁷ Interestingly, the GoAB launched a social housing program in 2018 focused on poor and vulnerable persons in urban communities, which prioritizes women, particularly single mothers, as they are recognized as a vulnerable and often disadvantaged group. This recognition has improved women’s access to safe, affordable, and climate resilient housing (DoGA 2019).

Access to finance, assets, and social security: Despite some data gaps (table 1), women and men in Antigua and Barbuda continue to have unequal access and control over assets and resources (CBD 2014), contributing to determining their coping capacity to disasters. Likewise, access to pension in Antigua and Barbuda is biased as periods of absence from

⁶ According to Erman et al. (2021), resilience refers to the ability to prepare (anticipate, absorb, accommodate) or cope (recover) from the effects of a hazardous event in a timely and efficient manner.

⁷ This aspect would require further analysis as there is no evidence on the driving factors and on the consequences in terms of reduced impacts for women and men in AB. Global evidence may suggest the different responsibilities in household and social family roles as potential factors influencing disaster preparedness of women and men (Erman et al., 2021).

work owing to childcare are not accounted for pension benefits (WBL 2021). Impact assessments focusing on disasters such as hurricanes and the COVID-19 pandemic in Antigua and Barbuda indicate that women have economic challenges, resulting in limited resources such as disposable income (UN Women 2021a).

Livelihoods: Women are generally reported to be more at risk of unemployment (UN Women 2021a) as the great majority engage in the services sector such as tourism, with a relevant impact on their capacity to cope and recover from disasters. According to the “Review of the Beijing Declaration and Platform for Action Report” (DoGA 2019), in the aftermath of Hurricane Irma, women working in the tourism sector were the most concerned about employment as they were unsure of how they would be able to transfer their skills. On the contrary side, men overrepresented in the construction and fisheries sectors are better positioned to access jobs in the rebuilding phase after a disaster occurs (DoGA 2019). To address this, the Government of Antigua and Barbuda developed the “Guidelines for Implementing Gender Equality and Social Inclusive Infrastructure Projects” (GIGSIIP). Its goal is to enhance the capacity of the Ministry of Works and Housing and other relevant ministry partners and contractors to implement equal employment and gender-responsive safeguard policies in the workplace (DoGA 2019). Assessments following the COVID-19 pandemic in Antigua and Barbuda confirm the economic

challenges for women, and specifically for FFHs. For instance, from March to December 2020, women depleted most of their savings as many FFHs were without jobs. As a coping strategy, some of them decided to work for a shorter period in a different sector, while others created entrepreneurial ventures (UN Women 2021a).

Insurance: Hurricane Irma caused damage to 95 percent of the housing stock on the island of Barbuda, and significant damages were also reported in Antigua. This is in a context where about 30 percent of houses are reported to be covered by insurance, whereas the rest depend on family or friends for disaster recovery assistance (GoAB and Adaptation Fund 2020). Sex-disaggregated data on policy holders in the housing sector are unavailable, although they exist for the agriculture sector. According to CDPC’s report (2021), nine percent of male farmers who had accrued losses caused by a natural hazard or extreme weather indicated that they have or have had insurance coverage for their crops or livestock, compared to three percent for female farmers. Additional findings from the report include: (i) lack of awareness of parametric insurance⁸ as the dominant reason for its minimal penetration levels in the country, with 66 percent of male farmers reporting not being aware of parametric insurance, compared to 56 percent in the case of female farmers; ii) about a third of female farmers reported the unavailability of insurance for their specific crop or livestock as a reason for lack of coverage (CDPC 2021).

⁸ According to CPDC (2021), parametric insurance is a category of insurance based on the use of specific measured ‘parameters,’ such as rainfall amount, wind speed, or seismic activity linked to an insured’s loss. The claims payment amount is fixed in advance in the insurance contract and comes into effect when threshold conditions (i.e., parameters) are exceeded.

TABLE 1. Benchmarking gender gaps related to DRM.

	Performance	Year	LAC	Year	Income group	Year	Source
Human Endowments							
Life expectancy at birth, male (years)	76	2020	70	2020	78	2020	WB (2020)
Life expectancy at birth, female (years)	81	2020	77	2020	83	2020	WB (2020)
Maternal mortality ratio per 100,000 live births	42	2017	74	2017	11	2017	CRF report (2021)
Births attended by skilled health staff (% of total)	100	2017	95	2019	99	2019	WB (2017)
School enrollment, secondary, female (% net)	90	2018	79	2018	91	2018	WB (2018)
School enrollment, secondary, male (% net)	88	2018	76	2018	90	2018	WB (2018)
Lower secondary completion rate, female (% of relevant age group)	101.6	2019	82.9	2020	95.1	2020	WB (2019)
Lower secondary completion rate, male (% of relevant age group)	105.1	2019	77.9	2020	93.9	2020	WB (2019)
Percentage of female tertiary graduates in Information and Communication Technologies	NA	NA	NA	NA	NA	NA	UN Women (2020)
Percentage of female tertiary graduates in Engineering, Manufacturing and Construction	NA	NA	NA	NA	NA	NA	UN Women (2020)
Proportion of persons aged 15-24 enrolled in vocational training (%); female	1.24	2018 or latest	NA	NA	NA	NA	CRF report (2021)
Proportion of persons aged 15-24 enrolled in vocational training (%); male	2.26	2018 or latest	NA	NA	NA	NA	CRF report (2021)
Proportion of population above statutory pensionable age receiving a pension, female	NA	NA	NA	NA	NA	NA	UN Women (2021)
Assessing laws affecting the size of a woman's pension - on a scale from 0 (lowest) to 100 (highest)	75	2022	81.3	2022	NA	NA	WBL (2022)
Female-headed households (% of total households)	48.4	2012	NA	NA	NA	NA	CDB (2016)
Proportion of time spent on unpaid domestic and care work, female (% of 24-hour day)	NA	NA	NA	NA	NA	NA	Data not available
Economic opportunity							
Female labor participation (% of female population ages 15+)	66.2	2008 or latest	52.5	2019	53.6	2019	CRF report (2021)
Male labor participation (% of male population ages 15+)	78.2	2008 or latest	76.7	2019	68.6	2019	CRF report (2021)
Vulnerable employment, female (% of female employment)	NA	NA	33.8	2019	7.7	2019	Data not available

	Performance	Year	LAC	Year	Income group	Year	Source
Firms with female top manager (% of firms)	NA	NA	20.1	2020	18.2	2020	Data not available
Account ownership at a financial institution or with a mobile-money-service provider, female (% of population ages 15+)	NA	NA	70.14	2021	96.72	2021	Data not available
Share of agricultural landowners who are female	NA	NA	NA	NA	NA	NA	Data not available
Female mobile phone ownership as a % of total female population	NA	NA	NA	NA	NA	NA	Data not available
Female internet use as a % of total female population	NA	NA	NA	NA	NA	NA	Data not available
Voice and agency							
Proportion of seats held by women in national parliaments (%)	11	2021	34	2021	31	2021	WB (2021)
Number of Domestic violence cases with females as victims/survivors	119	2015	NA	NA	NA	NA	DECIDES CARIBBEAN (2017)
Number of Domestic violence cases with males as victims/survivors	12	2015	NA	NA	NA	NA	DECIDES CARIBBEAN (2017)

2. DRM policies and gender

The Government of Antigua and Barbuda is advancing in applying gender lens into DRM at the national, sector, and agency levels. Among other initiatives, the National Office of Disaster Services (NODS) works closely with the Caribbean Disaster Emergency Management Agency (CDEMA), which provides a framework for integrating gender into disaster risk reduction plans, programs and policies in Antigua and Barbuda (DoGA 2019). Nevertheless, most national disaster-related policies have no gender-specific content (table A.2; World Bank 2021b).

- The Environmental Protection and Management Act of 2019⁹ establishes and defines the Department of Environment (DoE) functions, which takes the lead on all government programs related to climate resilience and mitigation. Further, through DoE, the Government of Antigua and Barbuda developed a national fund, the Sustainable Island Resource Framework Fund (SIRF Fund), to serve as the primary channel for environmental, climate mitigation, and adaptation funding to support vulnerable groups and communities for disaster preparedness

financially. Special provisions are made to provide loans and financing options to female, single-headed households to increase their resilience to climate change (DoGA 2019). The Act also periodically mandates the preparation of gender impact statements of the Fund's operations, projects, and programs.

- The National Strategic Biodiversity Action Plan's¹⁰ main goal is to ensure that the biological diversity of Antigua and Barbuda is sustainably and equitably used, protected, and conserved so that it contributes positively to the social and economic development of the country. This goal sets strategic goals, actions to be undertaken, and related indicators. It aligns the strategic goal D, which is to enhance the benefits to all from biodiversity and ecosystem services to the Aichi Biodiversity Target 14. By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods, and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, the poor and vulnerable.
- The Gender Policy of the Department of Environment (DoE)¹¹ formalizes the DoE's commitment to mainstreaming gender nationally and achieving gender

⁹ [Environmental Protection and Management Act \(2019\)](#)

¹⁰ [FAO's National Strategic Biodiversity Action Plan \(2014-2020\)](#).

¹¹ [Gender Policy of Dept. of Environment](#).

sensitivity in all areas. This involves the active and equal involvement of men and women in environmental management and implementation and understanding and mitigating against risks associated with the differentiated vulnerabilities of men and women to climate change events.

- The Environmental Social Safeguard Policy of the DoE¹² formalizes the DoE's commitment to promoting environmental and socially sustainable projects. More specifically, the objectives include: (i) provide for environmental, social, and gender screening of projects; (ii) determine and assess environmental, social, and gender risks and impacts of projects through consultations with stakeholders and vulnerable communities; (iii) ensure access to information and full participation in the decision-making process for stakeholders, especially to vulnerable communities; (iv) create safeguards and mechanisms to mitigate risks and negative environmental, social and economic impacts associated with projects; (v) ensure access to justice in environmental matters regarding social safeguard and gender issues for affected parties in the form of a functional and efficient complaint mechanism; and (vi) cooperate with partners to build capacity in risk mitigation and facilitate implementation of environmental, social and gender safeguards, and monitoring and evaluation.

The Post-Disaster Public Financial Management (PD-PFM) Review for Antigua and Barbuda¹³ reports that the principles of inclusiveness and gender equality are not considered in the allocation of resources for disaster response.

UN Women conducted a survey to assess gender biases and how they play out in coordination mechanisms for climate change adaptation and disaster risk reduction. At an individual



level, it identifies knowledge gaps concerning understanding gender and its concepts, as well as bias in gender attitudes such as “women to prioritize their family over their career”. At the institutional level, it identifies the limited awareness of gender and the lack of sex-disaggregated data in the sector, which is reflected in the majority of sector strategies and actions plans (UN Women 2021a; UN Women and IISD 2021).

3. Building result chains for impact through the gender tag

This section provides a set of non-exhaustive gender gaps in key priority areas for Antigua and Barbuda. It illustrates actions that could be integrated into DRM-related projects to address such gaps, and indicators to monitor progress at the project level (table 2). These result 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 Annex A.

¹² [Environmental Social Safeguard Policy of the DoE \(2018\)](#)

¹³ [Post-Disaster Public Financial Management \(PD-PFM\) Review for Antigua and Barbuda.](#)

TABLE 2. List of gender gaps in key priority areas in Antigua and Barbuda.

Entry points	Gaps	Actions	Indicators	Examples
Health	<p>Health risks are likely to increase in case of natural disasters:</p> <ul style="list-style-type: none"> in case of flooding and water contamination, pregnant women are more susceptible to vector-borne and water-related diseases (e.g., malaria and dengue). men are less likely to seek mental health assistance from post-traumatic stress. <p>Following Tropical Storm Arthur, FHHs, children and the elderly were identified as particularly in need of psychosocial support.</p>	<p>Provide support to healthcare services, including sexual and reproductive health services, and psychological support, especially for those at most risk (pregnant women; those living in areas prone to flooding).</p> <p>Increased number of water access points, especially in remote areas, in line with women's and men's specific needs.</p>	<p>Percentage of women receiving healthcare services.</p> <p>Percentage of pregnant women receiving antenatal/postnatal care.</p> <p>Percentage of females/males receiving psychosocial counseling services.</p> <p>Percentage of women suffering from water-borne diseases.</p> <p>Percentage of women suffering from GBV due to long distances to fetch water.</p>	
Education	<p>Extreme weather events in Antigua and Barbuda are likely to widening gender disparity gaps, including boys to drop out of school to find work to assist their single parent mothers.</p> <p>The risk of drop out of school may be particularly relevant in Barbuda.</p>	<p>Support continuity and strengthening education activities and infrastructure, especially in underserved areas with a higher risk/rate of out-of-school children, girls, and boys (e.g., in Barbuda).</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>	
Care work	<p>Unpaid care work is reported to be predominantly realized by women. When school closes during disasters, it is reported that women in Antigua and Barbuda tend to be more absent at work to dedicate time to stay at home to care for their children.</p>	<p>Provide infrastructure and service support to reproductive and care work: provision of childcare, 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>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>Gender gaps in labor market:</p> <ul style="list-style-type: none"> labor force participation is lower for women. occupational sex segregation, with women overrepresented in the service sector that is more susceptible to climate impacts. <p>Reported impacts/risks along gender lines:</p> <ul style="list-style-type: none"> a large proportion of women in the tourism sector are employed in low level, low paying and seasonal jobs. women are the majority of the domestic workers with high level of job insecurity – no paid vacation, sick leave or maternity leave. male farmers tend to engage in both crop cultivation and livestock rearing; female farmers engage in a greater variety of crop cultivation, but less in livestock rearing - male farmers are more likely to report losses to weather events compared to female farmers. middle-aged and older men tend to own and use the boats and tools for fishing, with expected financial losses for them and their families. 	<p>Provide targeted support to those affected by ensuring equal opportunities to recover/restart their livelihoods and consider existing gaps/barriers for women, including for female heads of households, rural women. Targeted support may include provision of inputs and tools; technical support to meet the specific needs of women and men; provision of childcare and transport services to facilitate female participation in trainings; involvement of female trainers; formalization of women-owned businesses.</p> <p>Promote female participation in reconstruction work through targeted training, recruitment (quota in bidding documents), etc. This is in line with the “Guidelines for Implementing Gender Equality and Social Inclusive Infrastructure Projects” (GIGSIIP).</p>	<p>Female beneficiaries reached with productive assets and services (disaggregated by ethnic groups/areas).</p> <p>Share of women receiving support (disaggregated by ethnic groups/areas).</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^a</p>
Social assistance	<p>About half of the households in Antigua and Barbuda are reported to be headed by women and particularly vulnerable in case of disasters/shocks:</p> <ul style="list-style-type: none"> many FHHs are reported to be single parent households with dependents (elderly, disabled, etc.) which may limit their access to economic opportunities. due to COVID-19 pandemic, women depleted most of their savings as many female heads of households were without jobs. <p>Access to pension in Antigua and Barbuda is still biased as periods of absence from work due to childcare are not accounted for pension benefits.</p>	<p>Provide access to safety net programs with specific targets for female beneficiaries including older women. These may include the design of cash-for-work programs with childcare work as an option.</p> <p>Increase financial inclusion of low-income women by including them in safety net programs through digital payments.</p>	<p>Share of female informal workers receiving access to emergency funds.</p> <p>Share of public works offering childcare/Share of beneficiaries with access to childcare.</p> <p>Increased number of men with accounts with financial institutions/ mobile-money-service providers.</p>	<p>Locust Emergency and Food Security Project (P174314)^b</p> <p>Somalia Emergency Drought Response and Recovery Project (P163830)^c</p>

Entry points	Gaps	Actions	Indicators	Examples
Housing	<p>Quality of housing may be different between FHHs and MHHs.</p> <p>Following Hurricane Irma and Maria, women reported that, on average, they paid over \$1,000 more than their male counterparts for post disaster recovery after hurricane, including for materials to repair houses, replacing electric wiring and water pipes, etc.</p>	<p>Provide targeted support to women and FHHs for housing reconstruction through grants or subsidies, while prioritizing criteria which targets women. This may include ensuring adequate technical assistance in reconstruction works. This is in line with the Social Housing program (2018).</p>	<p>Number of female-headed households that receive technical, legal and/or financial support to rebuild/repair their houses.</p> <p>Share of female-headed households with access to resilient housing.</p>	<p>P166537 – Dominica Housing Recovery Project^d</p> <p>P171361 – Comoros Post-Kenneth Recovery and Resilience Project^e</p>
Insurance	<p>The penetration rate of housing insurance against disaster is still low (30%), but sex-disaggregated data are not available.</p> <p>A gender protection gap does exist in the agriculture sector - 9% of male farmers that had accrued losses due to extreme weather indicated that they currently have or have had an insurance coverage for their crops /livestock vs. 3% for female farmers. About a third of female farmers reported the unavailability of insurance for their specific crop/livestock as a reason for lack of coverage.</p>	<p>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.</p>	<p>Increased rate of female/male policy holders (home/business insurance).</p>	<p>P171465 – Grenada Disaster Risk Management Development Policy Credit with a Catastrophe Deferred Drawdown Option^f</p>
EWS	<p>FHHs with low income may not have access to mobile phone with accessibility features, currently utilized by the disaster management service agencies.</p> <p>The NODS identifies areas for improvement of the EWS, including on specific gender issues.</p>	<p>Support awareness campaign and EWS which target women, especially those living in rural areas/low-income women, and ensure that systems meet specific information needs, use inclusive language and materials, use 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>P170874 - Indonesia Disaster Resilience Initiative Project^g</p>

Entry points	Gaps	Actions	Indicators	Examples
GBV	<p>Increased risks of violence against women:</p> <ul style="list-style-type: none"> especially for those that have more limited ability to financially meet their needs. transactional sex is reported as a severe risk to single women heads of households. 	<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 campaigns on GBV and measures for DRM professionals and communities; provide separate toiletsh and adequate lighting).</p> <p>Ensure GBV protocol and measures address the specific needs of women and girls, by strengthening reporting systems, and raising awareness with communities.</p> <p>This is in line with DoGA's Guidelines for prevention sexual assault and GBV within shelter settings.</p>	<p>Number of shelters with established protocol and measures to prevent and address GBV cases.</p> <p>Number of women and girls using GBV response services in shelters</p> <p>Number of women and girls reporting GBV cases in shelters.</p>	
DRM policies and gender	<p>Lack of sex-disaggregated socioeconomic data on disaster response, risks, vulnerability, and exposure to inform DRM interventions, investments and address existing gaps.</p> <p>Despite DRM-related institutions have women in high positions, this does not necessarily translate into gender-responsive policies and practices in the sector.</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 information on disaster risk, exposure, and vulnerability, disaggregated by gender and age.</p> <p>Set up/review DRM framework to include a set of gender-responsive indicators informed by sex- and age-disaggregated baseline data, which can be used to select/prioritize investment projects and monitor and evaluate progress in addressing identified gaps.</p> <p>This is in line with NODS's efforts to support the gender equality agenda in the sector.</p>	<p>Disaster risk, exposure, and vulnerability information, disaggregated by gender and age, made available for investment planning and data sharing among sectors.</p>	<p>P171474 – Haiti Covid-19 Response and Resilience Development Policy Operationⁱ</p>

Note:

- a. Dominica Agricultural Livelihoods. <https://documents1.worldbank.org/curated/en/676791523844067219/pdf/Dominica-Project-Appraisal-Document-PAD-April-4-2018-04042018.pdf>
- b. Pakistan. <https://projects.worldbank.org/en/projects-operations/project-detail/P174314>
- c. Somalia. <https://projects.worldbank.org/en/projects-operations/project-detail/P163830>
- d. Dominica Housing Recovery. <https://documents1.worldbank.org/curated/en/799351523844037096/pdf/Dominica-Housing-project-appraisal-document-pad-P166537-04042018-04042018.pdf>
- e. Comoros. <https://projects.worldbank.org/en/projects-operations/project-detail/P171361>
- f. Grenada. <https://www.worldbank.org/en/news/loans-credits/2020/01/21/grenada-disaster-risk-management-development-policy-credit-with-a-catastrophe-deferred-drawdown-option>
- g. Indonesia. <https://documents1.worldbank.org/curated/en/160881575169231425/pdf/Indonesia-Disaster-Resilience-Initiatives-Project.pdf>
- h. Please note that having separate facilities (as separate toilets) is an essential requirement of universal project design. As such, it does not fulfill the criteria for the gender tag.
- i. Haiti. <https://projects.worldbank.org/en/projects-operations/project-detail/P171474>

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Annex A

TABLE A.1. Antigua and Barbuda’s key policy documents on gender equality and GBV.

	Laws, policies, and plans	Content
Gender equality	National Gender Equality Policy and Action Plan (under consideration)	It is aimed to establish a framework for implementing gender priorities nationally and integrating the Sustainable Development Goals for national implementation.
	Labour Code (1975, amended in 2011)	It ensures equal pay for equal work for men and women in both the public and private sectors.
	Disabilities and Equal Opportunities Act (2017)	It prohibits discrimination against women and men with disabilities.
	Social Protection Act (2019)	Section 37 establishes the National Social Protection Commission to promote an integrated, equitable, and sustainable social protection system, reduce poverty and vulnerability, and deliver child and gender-sensitive programs.
	National Youth Policy (2007)	It identifies critical factors to youth empowerment and key focus areas of participation, gender equality, and gender relations.
	National Health and Family Life Education Policy (2010)	It aims to mainstream health and family life education as a core curriculum component in schools, including gender relations and sexual health.
Gender-based violence	Domestic Violence Act (2015)	It expands the definition of DV under the law and mandates that police offices file a report on every reported DV case.
	Evidence (Special Provisions) (Amendment) Act (2016)	It allows vulnerable witnesses of sexual crimes to give evidence without facing the perpetrator in court.
	Children (Care and Adoption) Act (2015)	It ensures that children, particularly girls, are placed in safe living environments, and provides access to psychosocial care through counseling services for children in need of protection.
	Sexual Offences Act (1995, amended in 2004)	It recognizes a wide range of offences, and contains provisions geared at offering greater protection to children and persons with mental disorders.
	Trafficking in Persons (Prevention) Act (2010, amended in 2018)	Section 7A establishes the Trafficking in Persons Prevention Unit, with its main function to eliminate and prevent trafficking incidents.t outlines mechanisms for policy, legislation, multi-sectoral collaboration, implementation, prevention, data collection, and tracking the progress on GBV.
	National Strategic Action Plan to End Violence Against Women and Girls for the period 2015-2018	It creates the National Electronic Gender-Based and Sexual Violence Database to store and analyze data and statistics on the related cases. Referrals to other organizations can also be made through the system.

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

TABLE A.2. Gender in Antigua and Barbuda’s key policy documents on DRM.

	Laws, policies, and plans	Gender-specific content
General DRM	Disaster Management Act (2002)	It does not include gender-specific content.
	Emergency Powers Act (1992)	It does not include gender-specific content.
	National Action Plan: Combating Desertification, Land Degradation and Drought (2015–2020)	It is gender neutral, with the only reference to the Gilbert Agricultural and Rural Development Centre, a non-profit NGO specializing in certified technical, vocational, and enterprise development training for vulnerable youth and women.
	National Comprehensive Disaster Management (CDM) Policy (2014–16)	It commits the national DRM architecture to develop a framework enabling communities and vulnerable groups to support and elaborate disaster prevention, mitigation, recovery, and rehabilitation efforts.
Sector/Agency DRM	Physical Planning Act (2003)	It does not include gender-specific content
	Slum Clearance and Housing Act (1948, amended in 1995)	It does not include gender-specific content.
	National Solid Waste Management Authority Act (1995)	It does not include gender-specific content.
	Public Utilities Act (1992)	It does not include gender-specific content.
	Barbuda Land (Amendment) Act (2007, amended in 2017)	It does not include gender-specific content.
	Environmental Protection and Management Act (2019)	It has a directive for the Sustainable Island Resource Framework Fund to provide financial support to vulnerable groups and communities for disaster preparedness. It also mandates to prepare gender impact statements periodically of the Fund’s operations, projects, and programs.
	National Strategic Biodiversity Action Plan (2014–2020)	It recognizes the need to contribute to health, livelihoods and well-being, considering the needs of women, indigenous and local communities, the poor, and the vulnerable.
	Department of Environment Environmental Social Safeguard Policy (2018)	It formalizes the agency’s commitment to promote environmental, gender-responsive, and socially sustainable projects.
	Department of Environment Gender Policy (2018)	It formalizes the agency’s commitment to gender mainstreaming in its programs and project portfolio.

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

TABLE A.3. Gender gaps in DRM and recommendations for Antigua and Barbuda.

Area	Gaps	Recommendations
Legislation, policies, and plans	<ul style="list-style-type: none"> Lack of a gender perspective in many DRM national policies and programmatic plans. Lack of legal provisions on unpaid domestic work. 	<ul style="list-style-type: none"> Amend national disaster-related policies to include a gender perspective. Include legal provisions on unpaid domestic work. Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> Insufficient information about gender differentiated disaster impacts. Lack of information on the number of women in DRM and climate change-related decision-making processes. Lack of data on unpaid domestic work. 	<ul style="list-style-type: none"> Continue to build capacity and train public officials on risk, vulnerability, capacity assessments, and adaptation assessments. Strengthen collection of data on disaster impacts, disaggregated by sex and other key variables related to vulnerable groups. Enhance data collection on the number of women in DRM decision-making processes. Develop time-use surveys to measure unpaid work periodically.
Gender-based violence	<ul style="list-style-type: none"> Challenges of women and girls without sufficient means in accessing justice, protection, and redress. 	<ul style="list-style-type: none"> Expand the services provided by the Legal Aid and Advice Centre to include free legal aid and legal representation for women and girls without sufficient means. Increase the allocation of human, technical and financial resources dedicated to the Sexual Offense Model Court (SOMS) with the High Court of Antigua and Barbuda.
Institutional strengthening	<ul style="list-style-type: none"> Gender disparities in women's access to disaster safety nets due to unequal employment, lower wages, and lower control over productive resources. Lower access of Barbuda's residents to health care and high-quality schools compared to Antigua's residents. Limited efforts to integrate child and gender sensitivity into ongoing public programs. Limited monitoring and evaluation mechanisms to support gender-mainstreaming initiatives. 	<ul style="list-style-type: none"> Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. Strengthen the existing mechanisms and programs to improve access to affordable health care, including sexual and reproductive health, for women, particularly in disaster settings. Promote access of all women in disaster situations to critical services, relief payments, disaster insurance, and compensation. Eliminate disparities between residents of Antigua and Barbuda in access to healthcare, education, and social protection. Strengthen tools to integrate child and gender-responsive budgeting and improve monitoring and evaluation of gender mainstreaming in DRM programs.
Advocacy and education	<ul style="list-style-type: none"> Lack of legislative provisions for specific services to support health and family life education as a core curriculum component in schools. Insufficient coverage of special needs and measures to support various vulnerable groups in the DoGA training programs. Lack of awareness raising campaigns about the importance of gender-sensitive budgeting. 	<ul style="list-style-type: none"> Provide legislative support for specific services related to health and family life education in schools. Include tools and techniques to support people with HIV/AIDS, people with disabilities, and members of the LGBTI community in disaster-related training programs. 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.
Partnerships in DRM	<ul style="list-style-type: none"> Limited efforts to create partnerships with civil society in DRM areas. 	<ul style="list-style-type: none"> Promote partnerships between public agencies, women's organizations, and other CSOs and NGOs to accelerate responses to disasters and climate change hazards.

Area	Gaps	Recommendations
Social inclusion	<ul style="list-style-type: none"> 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 programs and decision-making processes. Insufficient efforts to increase participation of Barbuda's women in decision-making processes about land redistribution on the island. 	<ul style="list-style-type: none"> Increase inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs. Increase Barbuda's women's participation in DRR, climate resilience, and mitigation programs and projects as well as decision-making processes about the land redistribution on the island.
Women's participation and leadership	<ul style="list-style-type: none"> Insufficient women's participation and leadership in DRM and climate change activities. 	<ul style="list-style-type: none"> 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.

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