

# GENDER-RESPONSIVE IMPLEMENTATION OF THE SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION

GUIDANCE NOTES



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GUIDANCE NOTE 1

# GUIDANCE FOR WOMEN'S MACHINERY

How to support the gender-responsive and inclusive implementation  
of the Sendai Framework for Disaster Risk Reduction (2015-2030)



## Overview

**Source:** the guidance was prepared by the UN Women East and Southern Africa Regional Office (ESARO), the Women's Resilience to Disasters (WRD) team, the Global DRR team in Geneva, and an independent UN Women consultant between September 2021 and March 2022.

**Content:** separate [standalone guidance](#) is provided for four key stakeholder groups and supported by [20 notes on specific topics](#) linked to gender-responsive implementation of the Sendai Framework. These are compiled in this document. Separate training slides also exist.

**Audience:** the guidance and notes are tailored for four distinct audiences:

- i. UN Women country staff;
- ii. UN Women regional staff;
- iii. women's machinery; and
- iv. disaster risk reduction machinery.

Although written for stakeholders in East and Southern Africa, the guidance and tools have wider applicability to stakeholders globally.

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

### A. List of Guidance

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

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

## B. List of notes

The following notes have been prepared to support gender-responsive and inclusive implementation of the four Sendai Framework priorities and have been compiled in this document.

Overview tools	
<b>Note 1</b>	Understanding gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction (DRR)
<b>Note 2</b>	Overview of disaster risk reduction, disaster risk management, risk-informed development, and resilience
<b>Note 3</b>	DRR machinery in Africa
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<b>Note 5</b>	Using gender data to inform monitoring and reporting of the Sendai Framework
<b>Note 6</b>	Introduction to conducting Gender Analysis
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<b>Priority 2</b>	<b>Strengthening disaster risk governance to manage disaster risk</b>
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<b>Note 13</b>	Sendai Framework Voluntary Commitments Platform
<b>Note 14</b>	Guidance and tools for mainstreaming age and disability in DRR
<b>Note 15</b>	Women's leadership in DRR
<b>Priority 3</b>	<b>Investing in disaster risk reduction</b>
<b>Note 16</b>	Gender-responsive investments in DRR
<b>Priority 4</b>	<b>Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation, and reconstruction</b>
<b>Note 17</b>	Gender-responsive early warning systems and early action
<b>Note 18</b>	Gender-responsive disaster preparedness
<b>Note 19</b>	Gender-responsive humanitarian action and early recovery
<b>Note 20</b>	Gender in Post Disaster Needs Assessment (PDNA) and recovery processes

## Background

This guidance has been written for national women's machinery' including staff from the Ministry of Women and government gender focal points, with the purpose of strengthening their engagement with disaster risk reduction and resilience issues and providing guidance on how they can support the gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction. The overarching goal is to address disproportionate disaster impacts for women and girls and mobilise their meaningful participation and leadership in disaster and climate prevention, mitigation, preparedness and resilience building.

Separate guidance has also been prepared for DRR machinery (e.g., national disaster risk management agencies, civil protection agencies, government development agencies, and climate change departments) accompanied by a collection of notes on key issues for closing the gender gaps in risk reduction and resilience. These resources can be found on the [Women's Resilience to Disasters \(WRD\) Knowledge Hub](#).

## What are the global frameworks for disaster risk reduction and resilience?

The [Sendai Framework for Disaster Risk Reduction 2015-2030](#) was the first major agreement of the post-2015 development agenda. It is the successor instrument to the 'Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters.' The Sendai Framework provides the UN Member States with policy structure and concrete actions to protect development gains from disaster risks.<sup>2</sup>

The state has the primary role in reducing disaster risk, but that responsibility should be shared with others, including local government, the private sector, and other stakeholders.<sup>3</sup>

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



For DRR terminology please consult the following link - <https://www.undrr.org/terminology>

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<sup>1</sup> Formal governance structures assigned to promote gender equality and improve the status and rights of women.

<sup>2</sup> UNDRR (2021). "What is Sendai Framework for Disaster Risk Reduction?" <https://www.undrr.org/implementing-sendai-framework/what-sendai-framework>

<sup>3</sup> Ibid.

## What do we mean by disaster risks, disaster risk reduction, and resilience?

Disaster Risks are the potential loss of life, injury, or damage to assets that could occur to a system, society, or a community over a specific timeframe.<sup>4</sup> They are the result of the severity/frequency of a hazard (e.g. floods, cyclones, earthquakes, pandemics, locus invasions etc.), the numbers of people and assets exposed to the hazard, their vulnerability or susceptibility to impact (a function of socio-economic and cultural factors), and capacity to cope and respond.

**Disaster Risk Reduction (DRR)** is a systematic approach to identifying, assessing, and reducing the risks and vulnerabilities related to hazards, whilst increasing capacities for disaster risk management. It broadly incorporates **hazard prevention**, which aims to prevent hazards (e.g., through land use planning to avoid hazard-prone areas) or **impact prevention** (e.g. flood protection dams, building codes), impact mitigation (e.g. awareness building, education, and training), **hazard preparedness** (e.g. early warning systems), and **risk transfer and sharing of the financial consequences** (e.g. micro-insurance, community seed banks), all of which contribute to strengthening resilience, reducing the need for humanitarian assistance, and support sustainable development. DRR also includes addressing the underlying drivers of vulnerability to hazards including poverty, inequality, environmental degradation, urbanisation etc., and this can be done by embedding risk reduction in the DNA of development to secure risk informed development, post-disaster recovery, and resilience.

**Resilience** is the ability of individuals, households, communities, cities, institutions, systems and societies to prevent, resist, absorb, adapt, respond and recover positively, efficiently and effectively. It therefore involves anticipating, planning, and reducing disaster and climate risks effectively.

## What do we mean by the gender inequalities of risk?

Globally, North Africa and sub-Saharan Africa are the second and third regions, respectively, with the highest gender inequality, behind the Middle East. Women and girls are vul-

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<sup>4</sup> Hazards as: "a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydrometeorological and biological) or induced by human processes (environmental degradation and technological hazards).

nerable long before natural hazards occur due to gender inequalities that limit social power and economic resources.<sup>5</sup> Gender inequalities cut across sectors, and therefore achievement of the [sustainable development goals \(SDGs\)](#), by limiting women and girls' control over decisions governing their lives, their access to essential resources such as food, water, agricultural inputs, land, credit, energy, technology, education, health services, adequate housing, and social protection, and employment.<sup>6</sup>

**Intersecting forms of gender discrimination**, such as women living in poverty, indigenous women, women belonging to ethnic, racial, religious, and sexual minority groups, women with disabilities, refugee and asylum-seeking women, internally displaced, stateless, migrant women, rural women, unmarried women, adolescents, and older women - combine to negatively and disproportionately impact these groups compared with men or other women.<sup>7</sup>

**Disasters therefore disproportionately affect women and girls in all their diversity and other high-risk groups.** One of the most striking data points is that women are more likely to die in disasters and have different and uneven levels of resilience and capacity to recover. A [2007 study](#) covering 141 countries demonstrated women's higher disaster mortality but also their disproportionately reduced life expectancy as a result of disasters, meaning that women die at an earlier age than men due to disasters. Moving beyond direct impacts, research is also showing that women and girls are also subjected to [unequal indirect impacts](#) in the aftermath of disasters including loss of livelihoods, increase in unpaid care and domestic work – as the COVID-19 pandemic has clearly demonstrated – a rise in sexual and gender-based violence, deterioration in sexual and reproductive health, and loss of education for girls. Yet, women, girls, and other marginalised groups have limited access to and influence over post-disaster recovery interventions and compensation.

**Furthermore, unequal impacts are also the result of exclusion in DRR and recovery decision making.** Women and other high-risk or marginalised groups can face significant

barriers to their meaningful participation in disaster prevention, preparedness, response, and recovery planning and implementation; increasing vulnerability and resulting in less inclusive, relevant, effective, and sustainable recovery interventions, which can reinforce existing inequalities.

**Gender inequality is therefore a key driver of unequal exposure, vulnerability, and therefore disaster and climate risk and impacts.** It also shapes women's and girls' uneven capacity to anticipate, adapt and recover from crisis and to contribute effectively to resilience building. The intersection of disaster and conflict, further exacerbates gender vulnerabilities and gender-based violence, particularly in some African countries.<sup>8</sup> More recently, the COVID-19 pandemic has spread to almost all the 55 Member States in the African Union; reversing hard-earned gains in promoting gender equality, women's empowerment, and women's rights.<sup>9</sup>

## Who has responsibility for gender-responsive risk reduction and resilience?

**The Government is the primary stakeholder for implementing the Sendai Framework for Disaster Risk Reduction.** Key agencies at the national and subnational levels responsible for disaster and climate risk reduction and resilience include: the national and subnational disaster management office/civil protection agencies (also responsible for disaster preparedness and humanitarian response) and climate change departments. Development planning ministries and line ministries are further responsible for risk informed and resilient development and often have a mandate for risk informed and resilient recovery.

**The women's machinery has the mandate for mainstreaming gender equality and women's empowerment across development sectors and line ministries.** The role of women's machinery is crucial to making disaster risk reduction and resilience gender-responsive and inclusive.

**The women's machinery in Africa consists of the following bodies:**

- **At regional level:** The Women, Gender, and Development Directorate (WGDD).
- **At sub-regional level for East and Southern Africa:** Units for Gender/Women Affairs within the

<sup>5</sup> UNISDR (2015) Disaster Risk Reduction in Africa, Status Report – 2015

<sup>6</sup> CEDAW (2018) CEDAW General recommendation No. 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change: <https://wrd.unwomen.org/practice/resources/cedaw-general-recommendation-no-37>

<sup>7</sup> CEDAW (2018) CEDAW General recommendation No. 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change: <https://wrd.unwomen.org/practice/resources/cedaw-general-recommendation-no-37>

<sup>8</sup> UNISDR (2015) Disaster Risk Reduction in Africa, Status Report – 2015

<sup>9</sup> African Union (2020). "Framework document on the impact of COVID 19 on Gender Equality and Women's empowerment, AU Guidelines on Gender Responsive Responses to COVID-19" [https://au.int/sites/default/files/documents/38617-doc\\_gewe\\_and\\_covid\\_19\\_eng.pdf](https://au.int/sites/default/files/documents/38617-doc_gewe_and_covid_19_eng.pdf)

Intergovernmental Authority for Development (IGAD), the Southern Africa Development Authority (SADC) and the East Africa Community (EAC).

- **National level:** The Ministry of Gender/Women Affairs.
- **Subnational level:** The Departments and Offices of Women Affairs managed or coordinated by the Ministry of Gender/Women Affairs.



**Note 4:** Note on DRR machinery in Africa

## Sendai Framework Priority 1: Understanding disaster risks

**RATIONALE:** Quantitative sex, age, and disability disaggregated data (SADDD) combined with qualitative gender analysis can improve understanding of the root causes of disaster risk, the unequal distribution of risks and impacts, and can identify entry points to address them through inclusive and gender-responsive risk reduction. [Gender data](#)<sup>10</sup>, including SADDD, and subsequent **gender analysis provide the foundations for gender mainstreaming** and planning efficient and inclusive risk reduction and risk-informed development policies, plans, strategies, programmes, and projects that address the needs of all genders and reduces the inequalities between them. **Awareness raising on the rights, duties, entitlements, and available opportunities** is an essential starting point to empowering the most marginalised groups.

### Key Actions:



#### 1a: Awareness-raising on disaster and climate risks

It is important that the most marginalised and high-risk community members are aware of the key disaster risk reduction issues and opportunities available for building their disaster and climate resilience, and how to access these. Specific tasks could include the following.

<sup>10</sup> Gender data comprises: i) data collected and disaggregated by sex; ii) qualitative data on gender issues (e.g. gender roles, relationships, causes of inequalities, women's participation and leadership); and iii) data to adequately reflect diversity within subgroups and capture all aspects of their lives. Gender evidence takes into account existing stereotypes, and social, and cultural factors that cause gender bias.

#### → **Prepare simple and accessible messages**

The Ministry of Gender/Women Affairs in close collaboration with National Disaster Management Offices (NDMOs), the Meteorological Department, national, and local women's organisations and UN Women should support the development of the best formats for risk communications to ensure accessibility for women so that complex scientific and technical information on disasters is shared through simple, accessible messages for local governments and communities, especially women, children, elderly and persons with disabilities, and people living in remote areas with limited access to information.

#### → **Map women's organisations**

Women's machineries should develop (or update) a directory of the organisations, networks, and agencies working for women and excluded groups in provinces/districts, including women's groups, agencies working on women's rights, and representatives for marginalised groups including women with disabilities, LGBTIQ+ individuals etc.

#### → **Mobilise women's organisations, women's groups,** and the Red Cross network to communicate these messages using popular media at the grassroots levels.

#### 1b: Capacity development for gender data including SADDD

The capacities of key stakeholders involved in climate and disaster data collection, use, and reporting should be developed to ensure these processes are gender responsive. Specific tasks will include the following.

#### → **Provide capacity development**

The Ministry of Women Affairs with the technical support of UNDRR and UN Women should develop the capacity of national and subnational governments, including the National Statistics Office, to establish/strengthen the system to collect and report SADDD data (e.g., on disaster mortality) including through the Sendai Monitor.

#### → **Provide training**

Gender machineries at all levels should provide training for representative organisations (e.g. national and grassroots women's organisations) to support gender data collection and gender analysis.



→ **Use gender data for decision making.**

Gender machineries should support the efforts of the relevant ministries such as the Ministry of Development and NDMOs to use gender data to inform decision making and develop risk-informed and resilient policies, regulations, plans and procedures.



**NOTE 5:** *Using gender data to inform monitoring and reporting of the Sendai Framework*

### 1c: Gender analysis

As a critical starting point for gender mainstreaming in disaster risk reduction, the national and subnational Gender Machinery should ensure **gender analysis is central to all key risk reduction and resilience processes**, for example **risk assessments**, **needs assessments**, planning or monitoring interventions. Gender analysis identifies the differences between and among women and girls, men and boys, and diverse genders in all their **intersectionality**<sup>11</sup> regarding their relative position in society and the distribution of resources, opportunities, constraints, and power in pre-disaster and disaster contexts. Specific tasks will include the following.

→ **Provide training**

The Ministry of Women Affairs should provide training at all levels (with support from UN Women) on the use of gender analysis to inform disaster risk reduction decision making and practice.

→ **Integrate gender analysis into key processes**

The Gender Machinery at national and subnational levels should conduct gender analysis to design new and revise gender-responsive and risk informed policies, strategies, plans, budgets, and projects (at all levels) in collaboration with key stakeholders including Gender Working Groups, women's rights' organisations, and women groups.



**NOTE 6:** *Introduction to conducting gender analysis*

## Sendai Framework Priority 2: Strengthening disaster risk governance to manage disaster risk

**RATIONALE:** It is internationally acknowledged that women are socio-economically, culturally, and politically more vulnerable than men and, consequently, suffer more during disasters. Women and girls in Africa experience greater risks to their survival and recovery in the aftermath of disasters due to compounding vulnerability factors. These include the intersection of poverty and discrimination with various dimensions of wellbeing such as education, employment, health and nutrition, access to safe water and sanitation, gender-based violence, asset ownership, and time use. Women's leadership and participation are critical to effective disaster risk governance and gender-responsive disaster risk reduction policies, plans, and programs and investments. Gender inclusion in disaster and climate resilience building is therefore a cross-cutting issue requiring multi-stakeholder coordination across sectors, interventions, and investments.

### Key Actions:



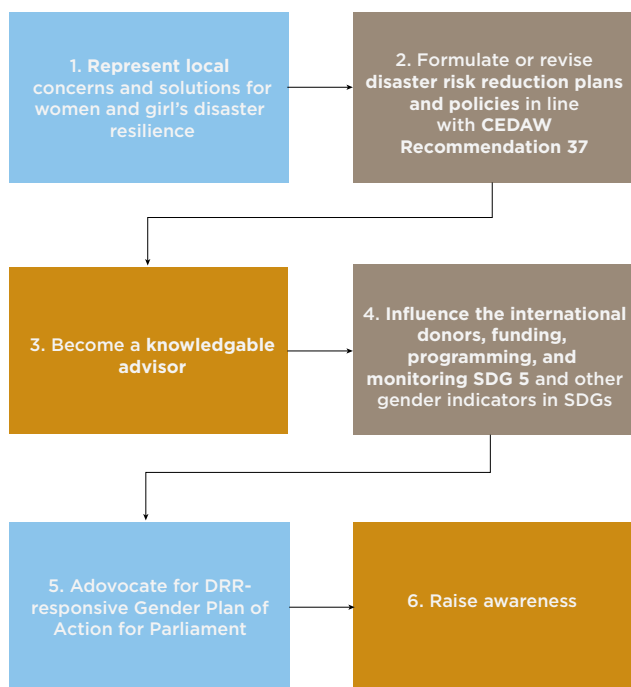
#### 2a: Gender and DRR-responsive parliament

Currently not all disaster risk reduction/management or risk-informed development laws and policies are gender-responsive or promote women's leadership and empowerment. Parliaments and parliamentarians are uniquely positioned to formulate, oversee, and monitor gender-responsive disaster risk reduction laws and policies and their impact at both national and local levels.

The CEDAW Recommendation 37 explicitly calls for parliamentarians to develop new or amend existing disaster risk reduction-related legislation from the gender equality and social inclusion lens; prepare gender-responsive DRR budget allocations and hold governments accountable for the protection of women and girls. Specific tasks could include those in *Figure 1*:

<sup>11</sup> Everyone has a series of intersecting identities and roles, assets, and disadvantages, some of which give rise to particular risks from disasters and climate change; and these sometimes intersect to increase a person's risk.

**FIGURE 1**  
**Specific tasks for Parliament and Parliamentarians to advance gender-responsive DRR**



**Note 12:** *Gender and DRR toolkit for parliamentarians*

## zb: Develop gender-responsive policies, strategies, and plans

**Gender-responsive laws, policies, strategies, and plans incorporate the experiences, capacities, and needs of women and girls in all their diversity** and are founded on the leadership and meaningful participation of women. To establish a gender-responsive and inclusive legal and policy framework, the following tasks are needed:

### Regional level:

- **Develop continental level minimum standards for gender mainstreaming into the Sendai Framework.** The African Union's (AU) Women, Gender and Development Directorate (AU WGDD) should align the minimum standards for gender with the Africa Programme of Action (POA) for DRR (2015-2030); the AU Solemn Declaration on Gender Equality; CEDAW Recommendation 37; Africa's Agenda 2063; and the Sustainable Development Goals (SDGs). Minimum standards with indicators should be developed in consultation with the Gender units in Regional Economic Commissions (RECs), Min-

istries of Women Affairs, NDMOs in the AU member-states, UN Women, Women Rights Organisations, and sector experts and should be biennially monitored at the continental level by WGDD and UN Women as part of the review of the [Africa Programme of Action \(POA\) for DRR \(2015-2030\)](#) by the African Union and UNDRR.

### National and sub-national levels:

- **Integrate women's priorities and needs**  
 Gender machineries should support the development of new/or the revision of existing DRR, DRM and climate change (CC) policies, plans, and strategies to include gender issues, needs, and actions.
- **Integrate DRR/resilience into gender policies.**  
 Gender Machineries should ensure risk-informed and gender-responsive development by integrating DRR and resilience as an integral and critical part of gender and development policies, plans, strategies, and budgets. The [WRD Policy Tracker](#), which identifies progress and gaps in developing gender-responsive DRR/DRM policies and strategies and [guidance](#) prepared by UN Women are useful tools to support this.
- **Raise awareness on women's rights**  
 The Ministry of Women should translate the CEDAW Recommendation 37 on Gender in DRR and climate change into national and local languages, including indigenous and minority languages, and disseminate it widely to all branches of government, civil society, the media, academic institutions, and women's organisations.
- **Develop Gender and Risk profiles**  
 Gender machineries should develop Gender, Inclusion and Risk Profiles for national and subnational levels - provinces and districts with information on: gender-specific demographics; relevant laws, policies and guidelines; related ministries; relevant networks; relevant poverty and development indices by gender; health parameters by gender, social roles, cultural roles; gender-specific social norms, discriminatory and cultural practices; and gender-specific protection risks including gender-based violence and trafficking, with a focus on gender and disaster risk and resilience issues (see the [Gender and Social Inclusion Profile from Nepal](#)).



See the *Women's Resilience to Disasters Policy Tracker* to follow Member States' good practice and progress advancing gender responsive and inclusive DRR/DRM laws, policies, strategies, and plans.

## zc: Coordination mechanisms

**Coordination and partnerships** are key for securing gender-responsive disaster prevention, mitigation, preparedness, recovery, and risk-informed development. It is impossible to achieve gender-responsive disaster risk reduction until the Ministry of Women Affairs leads and coordinates with all the relevant government line ministries to ensure that the needs and issues of women and girls are included in disaster risk reduction and resilience decision making and practice in all sectors. Specific tasks could include the following.

- **Work with gender focal points.**  
Establish/strengthen coordination with gender focal points across line ministries to ensure that gender needs and issues are well communicated and included in DRR/DRM/CC policies, plans, budgets, and interventions.
- **Develop, revise and formalise procedures and plans including clarifying roles and responsibilities**  
to ensure there are clear coordination structures, actions, and defined roles and responsibilities for the NDMO, the Ministry of Women Affairs/Ministry of Social Affairs, for collaborating on gender-responsive risk reduction, early warning systems and preparedness, response and recovery.
- **Advocate for inclusive coordination mechanisms.**  
Advocate for the inclusion of national and subnational women's machineries and women's organisations in fora, platforms, working groups, and other coordination mechanisms for disaster and climate resilience ensuring the voices of women are elevated.



**Note 10:** *Why and with whom to coordinate?*

Active participation of the Ministry of Gender/Women Affairs in National and Local Platforms for DRR can make gender and social inclusion an essential agenda in DRR across sectors and activities. National and Local platforms for DRR provide a forum for multi-stakeholder coordination,

collaboration, and exchange for gender mainstreaming in DRR with an opportunity to elevate women's voices and priorities to the regional and international level. Specific tasks could include the following.

- **Establish a thematic Working Group on Gender and Social Inclusion in the National Platform**  
for Disaster Risk Reduction and Local Platforms for Disaster Risk Reduction. This should be led by the Ministry of Women Affairs/Social Affairs.
- **Ensure active participation of women's machinery, women's rights organisations, and women's groups**  
in national and local DRR platforms.
- **Ensure that National and Local Platform for DRR, DRR conferences, and workshops at all levels are gender-responsive and socially inclusive** with equal representation and support safe and meaningful participation.
- **Ensure that these platforms' policies, plans, and activities consider the most high-risk populations**, particularly women, children, people with disabilities, and the elderly.
- **Ensure that gender is mainstreamed across the workplan of the National and Local Platforms**  
and informs commitments and outcome documents for the Regional and Global DRR Platforms.



**NOTE 11:** *Gender inclusion in national and local platforms for DRR*

## zd: Ensure women's leadership, active representation, and meaningful participation at all levels

Women's equal and **meaningful participation and leadership** in public life, including disaster and climate risk reduction and resilience decision-making, is both an important goal itself, and essential for reducing risks and achieving a broad range of sustainable development goals. Women's actual and potential contributions to DRR, including their leadership as first responders and their central role in community resilience, continue to be largely untapped assets in disaster prevention, mitigation, preparedness, resilience, and recovery strategies. **Evidence shows that harnessing women's leadership**, experience, and knowledge into these efforts yields more effective initiatives.

**To leverage women's machinery and women's organisations as critical agents of change in disaster risk reduction and resilience**, bringing their essential knowledge, skills, resources, and expertise to ensure more durable and inclusive solutions advocacy and commitment, is needed. Specific tasks will include the following.

- **Draw upon existing UN Women tools to prepare a baseline on women's leadership and participation** in DRR and resilience decision making at the country, subnational, sector, or organisational levels.
- **Agree commitments**  
Revise existing laws and guidelines to include commitments to ensure women's leadership, participation, and representation - ideally 50 percent but at least 30 percent of women at all levels of DRR/climate change/resilience machinery-from the national, through to the provincial, district and community levels. This could include targets and guidelines for community climate change and DRR committees, for District Disaster Management Offices, and for District Development Offices.
- **Secure representation**  
Ensure that women and diverse groups are represented (at least 30%) in national and local mechanisms responsible for developing disaster preparedness, response, and recovery decisions.
- **Build women's leadership capacities**  
Ensure women's capacity development and empowerment at all levels - regional, national, and subnational in leadership and their management skills for DRR including through women's mentoring schemes.
- **Secure meaningful and diverse participation.**  
Ensure women from diverse backgrounds and in all their intersectionality (including socially marginalised groups in each municipality) provide their inputs and meaningfully participate in risk assessment, preparedness actions, and action plans for disaster risk management and resilience plans (ideally comprising at least 50 percent of participants).
- **Implement women's leadership**  
For example, advocate for agencies to introduce inclusive quotas for appointing women in senior and decision-making roles in disaster risk management, strengthen women's networks including gender/resilience focal points in all sectors, organise relevant and targeted training for women, create women-friendly spaces and encourage men to work with women leaders.

### **Case study 1: Women's Leadership at the community level reduces risks in Vanuatu**

CARE's gender-responsive DRR programming with women's leadership in Vanuatu positively impacted community-level preparation, response, reduction in damage, and resilient recovery. The Community Disaster and Climate Change Committees (CDCCC), therefore included women leaders. On the instruction of these women leaders, almost all people evacuated to safe houses at least 12 hours before TC Pam hit. Distributions and community action were more coordinated through active CDCCCs with women playing active roles in the relief process.

CARE's approach led to increased representation of women in community leadership roles, including as chairpersons of the CDCCC in some cases. The gender training provided to all CDCCC members contributed to increased respect for women's leadership in disasters. The greater involvement of women in disaster leadership contributed to more inclusive preparedness and response. Each DRR community provided evidence of specific actions to seek out and support women, children, and people with a disability in preparing, responding to, and recovering from TC Pam. The equal representation of men and women brought different perspectives to the CDCCC.

#### **Lesson Learned - ensure gender equality and inclusiveness is at the centre of DRR programming**

A focus on gender equality in DRR programming can empower women to take up new leadership roles in the community, ultimately making disaster risk reduction activities more effective in the face of a disaster when both men's and women's voices and roles are respected. DRR programs should, at minimum, ensure gender balance in CDCCCs and empower women to take leadership roles. It should provide training on gender and inclusion for all CDCCC members and community leaders and explicitly train CDCCC members on their roles and responsibilities related to gender and protection.

Source: [CARE International \(2016\)](#).



**Note 15:** Women's Leadership in DRR

## 2e: Ensure gender-responsive reporting against major international instruments

There has been a significant gap in monitoring and reporting gender-responsive action. For example, reporting against the Sendai Framework Monitor has been gender blind, with significant gaps such as sharing disaggregated data against the Sendai Framework targets. Rarely does post-disaster data and mortality data reflect the differential disaster impacts on men and women. Key tasks at the continental and national level would therefore include the following:

→ **Ensure gender-responsive reporting at the continental level**

The Women, Gender and Development Directorate (WGDD) should ensure reporting on the status and progress made on gender inclusion in the following: (i) the Biennial Africa Status Report on DRR developed by the AU with technical support from UNDRR; and (ii) Periodic reviews on progress by the Africa Regional Platform for Disaster Risk Reduction.

→ **Ensure reporting on CEDAW Recommendation 37 in the Universal Periodic Review.**

Women's machinery should ensure reporting on the implementation of *Recommendation 37 on Gender in DRR and climate change in the Universal Periodic Review*.

→ **Coordinate with, and ensure that, the relevant line ministries report on gender responsive DRR through Voluntary National Reviews.**

The Ministry of Women Affairs, Ministry of Social Affairs, and NDMO should closely coordinate with the Government and the United Nations Regional Commissions (UNRC) Office at all times to ensure that the status of gender equality, needs, issues, and progress made in the area of disaster risk management and climate change are adequately and well reflected in the *Voluntary National Reviews* and other reports that the UN member-states submit to the *High-Level Political Forum*.

→ **Ensure gender-responsive reporting to the Sendai Monitor.**

The Ministry of Women's Affairs should closely coordinate and provide support to the line ministries to ensure that disaggregated data on sex, age and disability are reported in relevant targets through the Sendai Framework Monitor. UN

Women has also developed [guidance for Member States](#) to ensure gender-responsive reporting for the Midterm Review of the Sendai Framework.

## Sendai Framework Priority 2: Strengthening disaster risk governance to manage disaster risk

**RATIONALE:** The CEDAW and its Recommendation 37 on Gender and DRR remain ineffectual unless gender-responsive plans are backed by adequate budgetary allocations to ensure implementation. At the Africa continental level, concerted effort is still needed to ensure that gender investments in DRR are mandatory at all levels from continental, regional, national, to subnational.

There are also significant gaps in women's access to climate finance. Women are taking climate action at all levels, but their voice, agency, and participation are under-supported, under-resourced, under-valued, and under-recognised. Yet, evidence is showing that gender-responsive finance is more effective.

Without a gender lens, climate and disaster policy and funding frameworks will continue to increase discrimination and reduce effectiveness. To empower those left furthest behind, climate and disaster financing must be accessible to, and support women's grassroots organisations.

**Gender-responsive budgeting and expenditure frameworks alongside concrete investment are therefore needed to address gender gaps in disaster risk reduction, climate change adaptation, and resilience ensuring more equitable and effective outcomes.**

This requires tools to assess the different needs and contributions of men and women within existing revenues, expenditures, and allocations; the involvement of women in designing investments projects; and adjustment of budget policy to benefit all groups and address gender bias, discrimination, and structural inequalities.

## Key Actions:



### 3a: Advocate for and support gender-responsive budgeting

There is a lack of stable funding for inclusive and gender-responsive risk reduction. Reliance on often short-term external funding sources constrains resources and capacities, to integrate gender equality and social inclusion meaningfully and systematically. It will be important for commitments to gender-responsive resilience to be included in the legal and policy framework. Key tasks should include the following.

#### → Develop guidelines

The working group on Women, Gender and Development Directorate (WGDD) with African Union Member States should develop Africa Gender Budgeting Guidelines for Disaster Risk Reduction and Management.

#### → Develop capacity

WGDD, in partnership with the UN Women and experts on budgeting and finance, should develop the capacity of AU member-states to roll out gender-responsive budgeting for DRR.

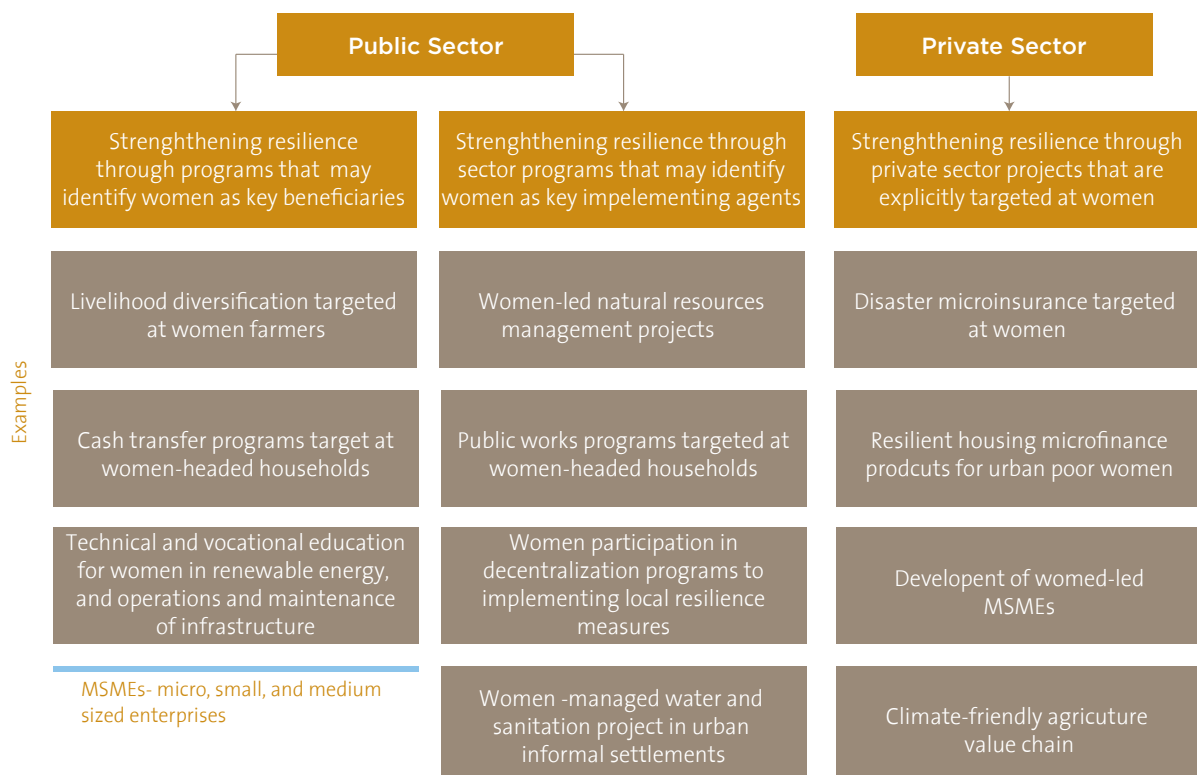
#### → Advocate for commitments to a minimum percentage of budget allocation for gender and social inclusion

The Ministry of Women Affairs should advocate for at least 15 percent of the DRR budget for gender and social inclusion needs and issues across all the line ministries and sectors.

#### → Secure funding for gender machineries and women's organisations

The Ministry of Women Affairs should advocate for secured funding for the participation of government gender agencies, national and local level women's organisations and representative groups and networks to support women-focused and gender-responsive investments in resilience (see Figure 2).

**FIGURE 2**  
Examples of women-focused investments in resilience



Source: Source: [ADB \(2020\) Enhancing women-focused investments in climate and disaster resilience](#)



## Sendai Framework Priority 4: Enhancing disaster preparedness for effective response and to “build back better” in recovery, rehabilitation, and reconstruction

**RATIONALE:** While disaster preparedness, early warning, early action, and response provide critical opportunities for the national and local administrations to reduce mortality rates and economic losses, and recovery can be used as a potential opportunity for **building forward better**. Sendai Framework Priority 4 states that ‘empowering women and persons with disabilities to lead publicly and promote gender-equitable and universally accessible response, recovery, rehabilitation, and reconstruction approaches are key for disaster preparedness for effective response.’

### Key Actions:



#### 4a: Secure gender-responsive early warning systems

Early warning and early action save lives, economic losses, and enhances the capacity of communities to bounce back from disasters. The Ministry of Gender/Women Affairs should carry out the following to ensure people centred and women-led early warning systems.

- **During normal times, maintain close coordination** with the Early Warning Committee consisting of the Meteorological Agency, NDMO, agricultural department, other relevant ministries, the World Meteorological Organisation (WMO), World Food Programme (WFP), and the Food and Agriculture Organisation (FAO) to stay updated on weather-related forecasts for potential hazards such as floods, droughts, and locust infestation.
- **Facilitate equal participation and involvement of women machinery** at the national and subnational level, and women’s groups, and women’s rights organisations in developing **risk assessments** ensuring they include gender analysis.
- **Work closely with the Meteorological Department** to share the best formats for risk communications to support accessibility for women so that the complex scientific and technical information on disasters is shared in simple and accessible messages for local governments, high-risk communities and inhabitants, especially women, children, the elderly,

people living with disabilities, and people living in remote areas with limited access to information.

- **Work with local knowledge holders** and coordinate with women’s machinery at subnational levels, and women’s and human rights groups to gather local/indigenous knowledge and information on risks.
- **Mainstream gender needs and issues** into Early Warning and Early Action Planning while facilitating inputs from women’s rights organisations and women’s groups and aligning with their needs and priorities.
- **Collaborate with the NDMO** to disseminate the early warning and early action messages via women’s groups, women’s rights organisations, networks, and the Red Cross network. Support the use of popular local media such as radios or phone messaging, which women identify as the most accessible.



**Note 17:** Gender-responsive early warning systems and early action

#### 4b: Secure gender-responsive preparedness

It is crucial to consider multiple forms of discrimination that individuals may be subjected to and recognise their different and specific needs, capacities, and priorities in relation to preparing for a disaster. Gender equality, social inclusion, and women’s empowerment and leadership should be incorporated into all preparedness activities, notably by ensuring gender balance in preparedness committees and teams, securing diversity in leadership including women in senior leadership roles, and ensuring full, effective, and meaningful participation of women and men in preparedness processes and capacity development.

Key tasks for the Ministry of Women’s/Social Affairs should include the following.

- **Identify women’s needs and priorities.** Ensure that the gender and needs of women and girls are adequately highlighted and addressed across **clusters** or relevant coordination mechanisms during the development of contingency, preparedness, humanitarian response plans, and recovery plans for disasters.

- **Strengthen coordination.** Lead the cross-sectoral coordination between the gender focal points in various line ministries, women rights organisations, and UN agencies working on gender issues and gender-responsive preparedness.
- **Implement Gender Analysis to inform preparedness.** Lead and conduct gender analysis before, during, and after disasters with field teams of implementing partners such as the gender working group, UN Women, and women rights organisations using relevant tools and approaches. Coordinate with the NDMO and ensure that this gender analysis is well integrated in preparedness and contingency plans and operational guidance.
- **Vulnerability Assessment.** Identify the most marginalised/high-risk people, their needs, capacities and the specific relief and services required to prepare, respond, and recover from disasters.
- **Information gathering and management.** Ensure gender balance of the assessment teams instituted by the government and stakeholders. Deploy women’s machinery to identify the needs, coping abilities, and best solutions for women, girls and socially excluded groups in the disaster affected populations. With the technical support of the UN agencies and women rights organisations ensure that the tools such as needs, sectoral, and rapid assessment formats are structured to capture in-depth analysis based on relevant data disaggregated by sex, age, disability, and context-relevant vulnerability.
- **Support capacity development.** Ensure active, gender balanced and equal engagement of women and men in capacity development for preparedness. With technical assistance from the UN Women and women rights organisations, organise capacity development on gender-responsive preparedness for the officials and staff from line ministries, women rights organisations, women groups, CSOs, the private sector, academia, and the media. Develop the capacity for women’s leadership and decision making in disaster preparedness.
- **Hold disaster simulations.** Ensure that locally relevant gender and protection issues are integral to the disaster simulation scenario. Facilitate the active participation of gender and protection actors in disaster simulation exercises. Identify gaps in their prepared-

ness and integrate the lessons learned in the revision of the contingency and preparedness plans.

- **Mobilise resources.** Coordinate with the line ministries to ensure sufficient resource allocation and funding to meet the needs and access to service requirements of women and girls during emergencies. For example, the functioning or establishment of referral centres, women and child-friendly spaces, psychosocial support services, and capacity building of all stakeholders on gender and social inclusion ahead of disaster. Ensure adequate resources for the procurement and stockpiling of specific items required by vulnerable persons (such as women, pregnant and lactating mothers, elderly, persons with disabilities, infants, and children).



**Note 18:** Gender responsive disaster preparedness

#### 4c: Ensure gender-responsive and inclusive recovery governance, processes, and action

**When it comes to post-disaster action, unfortunately, there are too many instances where recovery efforts have failed women and girls** by not considering their needs and capacities in recovery planning and thereby reinforcing and even increasing existing gender inequalities. Governments and recovery stakeholders have a responsibility to reach, protect and empower women, girls, men and boys before, during and in the aftermath of disasters.

**Recovery provides a critical opportunity for transformative change and for addressing some of the structural barriers and drivers of social inequality** that result in unequal disaster impacts. Therefore, a more inclusive and gender-responsive recovery process, which empowers women and advances gender equality in a post-disaster recovery context whilst considering the needs and capacities of women and other marginalised groups will result in a more efficient, effective, and sustainable recovery, which “leaves no one behind” and “builds forward better.”

Key tasks for gender machineries in conjunction with central and sector recovery focal points and other stakeholders charged with planning and implementing the recovery should be the following:

- **Identify and prioritise gender-specific recovery needs.** Too often, post-disaster assessment (PDA) data does not capture the distinct losses and damages, needs, roles, responsibilities, and capacities of women and men, boys and girls. The collection and



analysis of sex- age, and disability disaggregated data and qualitative data is therefore a critical first step to efficiently identify and prioritise gender-responsive recovery needs. The data collection and analysis require communication and consultation with affected women, men, boys and girls through inclusive and participatory techniques. This can be facilitated through partnering with local civil society organisations – including women’s organisations - with an established presence in affected communities.

→ **Take action to protect women, men, boys and girls from physical and psychosocial harm**

Sexual and gender-based violence (SGBV) typically increases in the aftermath of disasters. To successfully protect women, girls, men and boys, their physical and psychosocial integrity also needs to be secured in the longer-term recovery phase. This can be done by integrating safety concerns (such as separate sanitation facilities for males and females) into the design and construction of temporary settlements, houses, schools, clinics and other infrastructure; by developing policies and enforcement mechanisms so that perpetrators of SGBV are legally held accountable for their actions and by providing counselling that targets especially vulnerable groups, such as SGBV survivors.

→ **Use the disaster recovery framework to plan a gender-responsive and inclusive recovery**

By systematically presenting the policy, institutional, financial, and operational aspects of a disaster recovery programme, recovery frameworks can play a key role in assisting governments and partners in planning for resilient and inclusive post-disaster recovery. To effectively reach, protect and empower women, girls, boys and men, actions that promote gender equality and women’s empowerment need to be integrated in every aspect of the framework and across each sector.

→ **Empower women for sustainable, effective, and resilient recovery**

The empowerment and leadership of women should be at the core of resilient recovery efforts. There is a need to shift the focus on women’s vulnerability towards an emphasis on their capabilities and underleveraged leadership potential. Women’s skills, knowledge about their communities and contributions should be acknowledged and leveraged

by formally allocating roles and responsibilities to them. This can be done by engaging women in recovery planning and implementation, developing their capacity to become recovery leaders, and by protecting and promoting their livelihoods.

→ **Strengthen gender-responsive recovery systems**

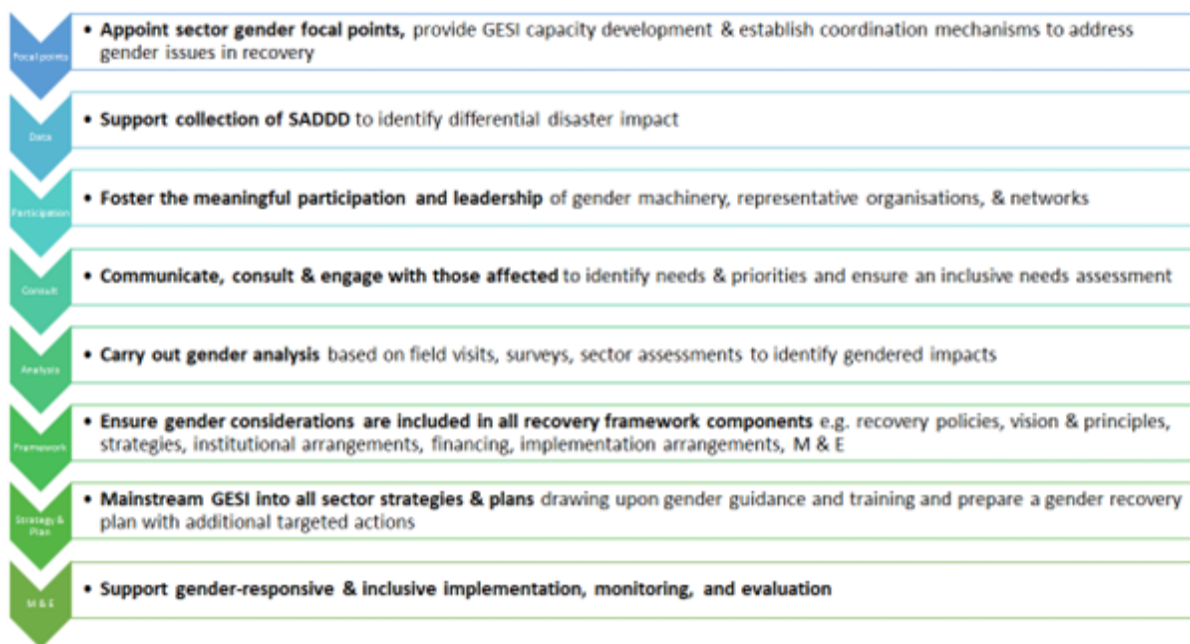
We cannot reach, protect and empower women, girls, men and boys equally without investing in ex-ante actions that promote gender equality and women’s empowerment in policy actions and community engagement. This includes the active participation of women and girls throughout all the phases of disaster prevention, mitigation, preparedness, and recovery, to training women on community based early warning systems and elevating women to decision-making roles in community DRM committees. Integrating gender equality and women’s empowerment in post-disaster recovery will not only contribute to more efficient and effective recovery, but it will also establish opportunities for women and communities to build resilient societies and contribute to sustainable development - a win-win for all.

→ **Support gender-responsive and inclusive action**

Whilst it is vital to mainstream gender considerations across the recovery framework, institutional arrangements, financing, implementation arrangement, monitoring and evaluation, and sector strategies/plans, it is critical that a separate gender and social inclusion strategy and plan is prepared. This will include targeted actions to enable change (e.g. resources for ensuring the meaningful participation of gender machinery and women’s organisations to participate in recovery processes) but also specific actions to support women recovery. These might include implementing recovery programmes targeting female-headed households, ensuring women’s access to maternal and reproductive health or psychosocial support, securing land rights for women (in order to receive disaster compensation), and ensuring access to social protection or cash for work schemes.

A summary of key actions to support a gender-responsive and inclusive recovery process and plan are identified in *Figure 3*.

**FIGURE 3: Key actions to support a gender-responsive and inclusive recovery process**

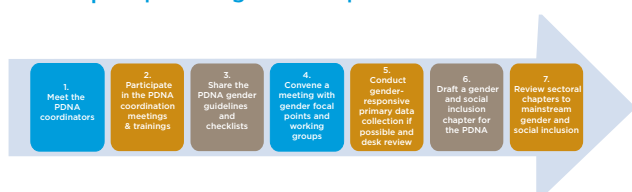


#### 4d: Supporting a gender-responsive Post-Disaster Needs Assessment (PDNA)

If a disaster is large-scale or extensive, it might be that the government requests the support of international agencies to help with a **Post-Disaster Needs Assessment (PDNA)**. This is an internationally accepted methodology used by the UN Member States to determine the physical damages, economic losses, and costs of meeting recovery needs after a disaster through a government-led process with a critical role for the Ministry of Gender and Social Affairs. **Gender is an essential cross-cutting issue in PDNAs** or similar recovery assessments. It should be integrated into every step of the PDNA process and across key sectors and issues (e.g., shelter, livelihoods, nutrition, infrastructure, DRR, climate change, health, education).

The Ministry of Women Affairs should follow the steps summarised in Figure 4 below and detailed overleaf to ensure a gender responsive PDNA. Many of the activities below also apply if a more general recovery process, rather than a PDNA is followed, resulting in a Recovery Action Plan.

**FIGURE 4: Steps for a gender responsive PDNA**



- **Participate in all coordination meetings**  
Meet the relevant national government authority coordinating the PDNA or recovery planning process, as well as key organisations including UNDP, the World Bank, EU representation, and UN Women to discuss commitments and approaches to ensuring a gender responsive PDNA or recovery process.
- **Be an integral and active member of the PDNA or recovery Coordination meetings and training** to understand the PDNA or recovery process and key sectoral issues; and ensure that a gender and social inclusion lens is well integrated across all sectors.
- **Share the PDNA Gender Guideline Vol B and Gender Checklists** with the sectoral chapter lead authors or as relevant the **Covid-19 recovery needs assessment guidelines**, which UN Women have updated to ensure they are gender-responsive.
- **Convene meetings and consultations with the Gender Working Group and Gender Focal points** in relevant ministries and women rights organisations to collect all the assessments, information, and data on gender and social inclusion in pre-disaster and post-disaster contexts.

- **Support gender analysis** drawing upon assessment data (and additional gender qualitative consultation and assessment where needed) to identify differential impacts, needs, and priorities.
- **Review all sector PDNA or Recovery Plan chapters**  
Ensure that the Gender Working Group and Gender Focal points in various line ministries at the national and subnational levels in the disaster-affected areas review the sector recovery strategies and plan and mainstream gender issues, needs, and recommendations.
- **Draft a Gender and Social Inclusion Chapter for the PDNA or gender and social inclusion Recovery Strategy and Plan**, including the estimated budget for economic losses and targeted gender actions. Share the chapter for review and inputs of gender focal points from the line ministries, women rights organisations, and the UN agencies.

### **Case Study 2:**

#### **Gender Impacts of Land Titling in Post-Tsunami Aceh, Indonesia**

The objectives of the Reconstruction of Aceh Land Administration System (RALAS) project, which was supported by the Multi-Donor Trust Fund for Aceh and North Sumatra, were to: (a) recover and protect land ownership rights of the people in Tsunami-affected areas; and (b) to rebuild the land administration system.

The project included a Community-Driven Adjudication (CDA) process to land titling, utilised community land mapping and community consensus on land parcel boundaries and inventory of land ownership.

These elements were then used by the government in its land titling process. After four years of implementation, the project supported the issuance of 222,628 land title certificates to tsunami disaster survivors, their heirs, or adjoining landowners. A total of 63,181 titles, about 28 percent of all titles distributed, were distributed to female owners, individually or as joint owners with their spouses.

Source: [World Bank, 2010](#)



**Note 19:** *Gender-responsive humanitarian action and early recovery*

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**Note 20:** *Gender in Post-Disaster Needs Assessment (PDNA)*

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For more information, please visit the [Women's Resilience to Disasters Knowledge Hub](https://www.wrd.unwomen.org/) a one-stop-shop for all gender and disaster knowledge:  [wrd.unwomen.org](https://www.wrd.unwomen.org/)



UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.





UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. It works globally to make the vision of the Sustainable Development Goals a reality for women and girls and stands behind women's equal participation in all aspects of life, focusing on four strategic priorities; Women lead, participate in and benefit equally from governance systems; Women have income security, decent work and economic autonomy; All women and girls live a life free from all forms of violence; Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of disasters and conflicts and humanitarian action. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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