

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

GUIDANCE NOTES



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GUIDANCE NOTE 2

GUIDANCE FOR DRR 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	
Guidance 1	Women's machinery - formal governance structures assigned to promote gender equality and improve the status and rights of women (e.g., Ministry of Women's Affairs, Ministry of Social Affairs, government gender focal points)
Guidance 2	Disaster Risk Reduction machinery - formal governance structures assigned to manage disaster and climate risks, support post-disaster recovery, and secure risk informed and resilience development (e.g., National Disaster Management Agencies, climate change departments, central development planning agencies, national line ministries)
Guidance 3	UN Women Regional staff (with a focus on East and Southern Africa)
Guidance 4	UN Women Country staff (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	
Note 1	Understanding gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction (DRR)
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Note 20	Gender in Post Disaster Needs Assessment (PDNA) and recovery processes

Background

This guidance has been written for national DRR machinery

– the formal government structures assigned to manage disaster and climate risks, support post-disaster recovery, and secure risk-informed and resilient development, notably: i) national and subnational disaster risk management agencies/civil protection agencies responsible for preparedness/response (e.g. national disaster management offices/NDMOs); ii) recovery mechanisms (e.g. national recovery committees); iii) hazard specific agencies (e.g. climate change departments, hydro-meteorological or geological departments, and health ministries); and iv) central and sector ministries responsible for risk-informed resilient development.

The purpose of this guidance is to support the gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction to address disproportionate disaster impacts for women and girls and to mobilise their meaningful participation and leadership in disaster and climate risk prevention, mitigation, recovery, and resilience building.

Separate guidance has also been prepared for national women’s machinery (e.g., the ministry of women, and government gender focal points), which are accompanied by a **collection of notes** on key issues for closing the gender gaps in disaster risk reduction and resilience. All these resources can be found on the [Women’s Resilience to Disasters Knowledge Hub](#).

Context

The [Sendai Framework for Disaster Risk Reduction 2015-2030 \(SFDRR\)](#) provides the UN Member States with policy structure and concrete actions to protect development gains from disaster risks.¹ While the state has the primary role in reducing disaster risk, the Sendai Framework notes that responsibility should be shared, including with local government, the private sector, and other stakeholders.²

The SFDRR makes several references to gender equality and social inclusion. It reiterates that “*women, children, and people in vulnerable situations are disproportionately affected*” by disasters (paragraph 4). It highlights the need

for more dedicated action to tackle underlying disaster risk drivers, such as poverty and inequality (*paragraph 6*). It calls for a broader, more “*people-centred preventative approach to disaster risk*,” and it confirms the importance of “*all-of-society engagement and partnership*,” including “*empowerment and inclusive, accessible, and non-discriminatory participation*” and the promotion of “*women and youth leadership*” (*paragraph 19d*) in its guiding principles.



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

Introduction to gender equality

Equality between women and men (gender equality)

This refers to the equal rights, responsibilities and opportunities for women and men, girls and boys. It means that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women’s issue. Rather, it should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.³ Gender equality is seen as the end goal, with gender equity – the means of achieving this.

Empowerment of women

This is the process by which women gain power and control over their own lives and acquire the ability to make strategic choices. Women’s empowerment has five components:

- i. women’s sense of self-worth;
- ii. their right to have and to determine choices;
- iii. their right to have access to opportunities and resources; their right to have power to control their own lives, both within and outside the home; and
- iv. their ability to influence the direction of social change to create a more just social and economic order, nationally and internationally.

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

² Ibid

³ <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

Tools for empowering women and girls to claim their rights include education, training, awareness raising, building self-confidence, expansion of choices, increased access to and control over resources, and actions to transform the structures and institutions that reinforce and perpetuate gender discrimination and inequality.

Women's leadership

Women's equal participation and leadership in public life, including disaster risk reduction, is both an important goal in itself and is essential for reducing disaster risk, as well as achieving a broad range of sustainable development goals.⁴ Women's leadership is critical for bringing invaluable perspectives, contextual knowledge, skills, resources, and experiences to disaster risk reduction and resilience. Well-designed disaster risk reduction initiatives that provide for women's full, meaningful, and effective participation and leadership can advance gender equality and women's empowerment, while achieving sustainable development and disaster risk reduction objectives. The Sendai Framework emphasises that a **gender equitable** and universally accessible approach is not only key; it also calls for the mobilisation of women's leadership in building resilience.

Gender mainstreaming is the systematic consideration of the differences between the conditions, situations, and needs of women and men in all policies and actions. It is the (re)organisation, improvement, development, and evaluation of governance and policy processes, so that a gender equality perspective is incorporated at all levels and all stages, by key actors. Gender mainstreaming is a complementary strategy and not a substitute for targeted, women-centred policies and programmes, gender equality legislation, institutional mechanisms for gender equality, and specific interventions that aim to close the gender gap.⁵

Women's machinery

This is the 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). The gender machinery has the mandate to mainstream 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 gender-responsive and inclusive.

⁴ UN Women (2021) Women's Leadership <https://wrd.unwomen.org/practice/topics/leadership>
⁵ <https://eige.europa.eu/thesaurus/terms/1185>



NOTE 4: Women's machinery in Africa

What do we mean by the gender inequalities of risk?

North Africa and sub-Saharan Africa are the second and third regions globally with the highest gender inequality, behind the Middle East. Women and girls' pre-existing inequalities in socio-economic and political spheres renders them highly vulnerable to natural hazards.⁶ Gender inequalities cut across sectors 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, social protection, and employment.⁷ This has a negative impact in the achievement of the **sustainable development goals (SDGs)**.

Intersecting forms of gender discrimination – 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 – negatively and disproportionately impact these groups compared with men or other women.⁸

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. In addition, they have different and uneven levels of resilience and capacity to recovery. A **2007 study** covering 141 countries demonstrated that women not only have a higher disaster mortality; their life expectancy is also disproportionately reduced as a result of disasters. Hence, 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**

⁶ UNISDR (2015) Disaster Risk Reduction in Africa, Status Report – 2015

⁷ 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>

⁸ 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>

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 lack 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. These barriers increase their 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 and vulnerability to disaster and climate risk and impacts in the region. 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 exacerbates gender vulnerabilities and gender-based violence, particularly in some African countries.⁹ More recently, the COVID-19 pandemic has spread to almost all of the 55 Member States in the African Union, reversing hard-earned gains in promoting gender equality, women's empowerment, and women's rights.¹⁰

Africa's global and regional commitments to Gender and DRR

→ **The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**¹¹ is a legally binding international treaty for Member States. All United Nations Member States in Africa except Somalia and Sudan have ratified or acceded to CEDAW. The Member States that have ratified or acceded to the Convention are legally bound to put its provisions into practice.

CEDAW is unlike the Sendai Framework for Disaster Risk Reduction, which is not legally binding. Kindly refer to Annex 1 for the list of African Union Member-states that have ratified or acceded to the [Convention on the Elimination of All Forms of Discrimination against Women, New York, 18 December 1979](#).

→ **CEDAW General Recommendation 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change**¹² serves as guidance to State Parties to ensure that gender equality and women's empowerment are central to disaster risk management and humanitarian response and are reported in the [Universal Periodic Review](#). CEDAW 37 outlines the process of gender mainstreaming in disaster risk reduction in the context of Agenda 2030.¹³

→ **Africa Regional Strategy for Disaster Risk Reduction**¹⁴ acknowledges that the "low level of gender sensitivity" is one of the reasons for the weak governance of DRR institutions, disaster management policies, and programmes. The strategy states that gender mainstreaming and gender equality is essential for good governance for DRR, specifically women's leadership roles in the management of DRR organisations and programmes and women's participation in decision-making to protect their lives and livelihoods.

→ **Program of Action (PoA) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa** guides the DRR implementation in Africa at all levels: the local/sub-national, national, regional, and continental. It strengthens efforts to increase resilience, coherent with the [Sustainable Development Goals \(SDGs\), Agenda 2063: The Africa We Want](#), and other development frameworks and processes, including through gender-responsive approaches¹⁵. One of

⁹ UNISDR (2015) Disaster Risk Reduction in Africa, Status Report – 2015

¹⁰ 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

¹¹ United Nations General Assembly (1979) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW): <https://wrds.unwomen.org/practice/resources/convention-elimination-all-forms-discrimination-against-women-cedaw>

¹² CEDAW (2018) CEDAW General recommendation No. 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change: <https://wrds.unwomen.org/practice/resources/convention-elimination-all-forms-discrimination-against-women-cedaw>

¹³ CEDAW (2018) Committee on the Elimination of Discrimination against Women, Sixty-ninth session Statement of the Committee on the Elimination of Discrimination against Women on gender-related dimensions of disaster risk reduction in the context of climate change: <https://wrds.unwomen.org/practice/resources/cedaw-general-recommendation-no-37>

¹⁴ African Union (2004) Africa Regional Strategy for Disaster Risk Reduction: https://www.preventionweb.net/files/4038_africaregionalstrategy1.pdf

¹⁵ African Union (2016) Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa in line with the Africa Regional Strategy for Disaster Risk Reduction: https://www.preventionweb.net/files/49455_poaforsendaiimplementationinafrica.pdf

the specific objectives of the PoA is to - “Strengthen mechanisms, frameworks, and capacities at national and sub-national/local levels for mainstreaming, implementing, and coordinating **gender-sensitive disaster risk reduction strategies and programs that also address risk drivers, such as poverty, public health, climate change, and variability, poorly managed urbanisation, conflict and migration, environmental degradation.**”

Sendai Framework Priority 1: understanding disaster risks

RATIONALE: To unpack disaster risks, it is important to understand the gender dimensions. 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 identify entry points to address these through inclusive and gender-responsive risk reduction interventions. [Gender data](#)¹⁶ (which comprises quantitative SADDD and more qualitative data), together with subsequent gender analysis, **provide the foundations for gender mainstreaming** and planning efficient and inclusive risk reduction and risk-informed development policies, strategies, programmes, and projects that address the needs of all genders and reduce the inequalities between them. **Awareness-raising on the rights, duties, entitlements, and available opportunities** is an essential starting point to empowering the most marginalised or high-risk groups.

Key Actions



1a: Capacity development on gender data including disaggregated data

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

- **Provide capacity development**
The NDMO, along with the technical support of the women’s machinery and UN Women, should coordinate and ensure capacity development of national and subnational governments, including the National Statistics Office and line ministries, to establish/strengthen the system to collect and report SADDD data (e.g., disaggregated disaster mortality data), including through the Sendai Monitor.
- **Provide training**
UN Women together with the Ministry of Women’s Affairs and national women’s organisations should be engaged to provide capacity development of the DRR/resilience machinery at all levels for gender data collection, gender analysis, and the use of gender data to inform decision making.
- **Update laws and regulations**
It will be important to enact/revise national laws and regulations at the national level to make the collection and use of SADDD for DRR mandatory for the line ministries.
- **Use gender data to inform decision-making**
NDMOs and key ministries should use gender data to inform the development and update of DRR/resilience policies, strategies, plans and procedures.
- **Revise the formats and tools**
The DRR machinery, with the support of the Ministry of Women’s Affairs and the Ministry of Social Affairs should revise the formats and tools for disaster risk reduction baselines, rapid disaster assessments, and disaster damage and loss assessment to include SADDD and gender data.
- **Report SADDD through the Sendai Framework Monitor**
With the coordination support of the National Statistical Office, the Ministry of Women’s Affairs, the Ministry of Social Affairs, and other line ministries, the DRR machinery should ensure that SADDD is submitted through the Sendai Framework Monitor for all sectors.

¹⁶ 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.



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

1b: Gender analysis

Beyond gender data, gender analysis is critical for gender mainstreaming in disaster risk reduction. The national and subnational agency responsible for disaster risk management (e.g., NDMOs) and line ministries should ensure **gender analysis is central to all key risk reduction and resilience processes**. For instance, risk assessments, needs assessments, planning and monitoring of interventions. Gender analysis identifies the differences between and among women and girls, men and boys, and diverse genders in all their **intersectionality**¹⁷ regarding their relative position in society and the distribution of resources, opportunities, constraints, and power in pre-disaster and disaster contexts. Specific tasks should include the following:

- **Make good quality gender analysis a mandatory component** for Hazard, Vulnerability, and Capacity Assessments (HVCA) and other DRR, risk or risk informed development/resilience assessments.
- **Ensure that women's machinery led by the Ministry of Women Affairs, women's organisations, and women groups are meaningfully involved** in HVCA or risk assessments and lead Gender Analysis for DRR/DRM/risk informed development at all national, subnational, and community levels.
- **Ensure that at least 50 percent of women and excluded groups in each province, district, village, and community provide their inputs** for risk assessments, preparedness and DRR/ DRM plans and that gender analysis informs and confirms the vulnerabilities, needs, and capacities of marginalised groups.



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

1c: Awareness raising on disaster and climate risks

It is important that the most marginalised community members – women, girls, and people with disabilities – understand their disaster and climate risks, and opportunities to reduce these risks and build resilience. Specific tasks should include the following:

→ Awareness-raising

National disaster management offices (NDMOs) should involve women's machinery, national and local women's organisations, in raising awareness on disaster and climate risks, capacities, government programmes, and services available on DRR, recovery, and resilience for women and girls. Risk communications should be accessible and user friendly. They should be designed with input from women and other marginalised groups. It will be important to mobilise women's organisations, grassroots networks, and the Red Cross/Red Crescent network to communicate these messages using popular media at the grassroots levels.

→ Map organisations working on gender and social inclusion

In collaboration with the Ministry of Women Affairs and Ministry of Social Affairs, develop (or update) a directory of the organisations and agencies working for women and socially excluded groups in provinces/districts, including women's groups, agencies working on women's rights, and marginalised groups including women with disabilities, LGBTQI+ individuals, and displaced groups.

See relevant thematic pages on the Women's Resilience to Disasters Knowledge Hub:

- [Gender dimensions of risk](#)
- [Capabilities, awareness, knowledge, and skills](#)



¹⁷ 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.

Sendai Framework Priority 2: Strengthening Disaster Risk Governance

RATIONALE: Gender-responsive decision-making and governance systems are critical for enabling targeted action and investment to build women and girls' resilience to current and future disasters and threats.

Key Actions

2a: Coordination

Coordination is critical for securing gender-responsive disaster prevention, mitigation, preparedness, recovery, risk-informed development, and resilience. It is impossible to achieve gender and socially inclusive-DRR until the focal point for the Sendai Framework (i.e., the NDMO or civil protection agency) coordinates with all the relevant government line ministries to ensure that gender equality and social inclusion (GESI) needs, and issues are integrated into DRR and resilience decision-making and practice. Specific tasks should include the following:

- **Work with gender focal points**
Establish/strengthen coordination with the Ministry of Women Affairs and the Ministry of Social Affairs and identify/work with gender focal points in key ministries/agencies at all levels to ensure that gender needs and issues across sectors are integrated into DRR and recovery 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.
- **Create inclusive coordination mechanisms**
Include national and sub-national women's machinery and women's organisations in national and local DRR platforms or local development platforms (where local DRR platforms do not yet exist), thematic working groups, and other coordination mechanisms for disaster and climate resilience (see *Case Study 1*).



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

2b: Ensure gender balance and equal representation of women and socially excluded groups in national and local disaster risk reduction platforms

The active role of the Ministry of Gender/Women Affairs in national and local platforms for DRR can make gender and social inclusion an essential agenda issue 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. Specific tasks should include the following:

- **Establish a thematic Group on Gender**
Establish/strengthen Thematic Working Group on Gender within National Platform for DRR and Local Platforms for DRR.
- **Ensure representation of women**
Ensure representation and active involvement of women's rights organisations and other representative organisations (e.g., Organisations for People with Disabilities) in national and local DRR platforms.
- **Secure gender balance in DRR workshops and coordination mechanisms**
Ensure that National and Local Platform for DRR, DRR conferences, and workshops at all levels are gender-balanced and socially inclusive.
- **Develop gender-responsive plans backed up by budgets.**
Ensure that DRR/DRM policies and plans have actions backed up by adequate funding and resources to facilitate the safe, effective, and meaningful participation and leadership opportunities for the most high-risk populations, particularly women, children, people with disabilities, and the elderly to ensure their needs are identified and addressed.
- **Prepare gender-responsive workplans**
In coordination with the women's machinery, ensure that gender is mainstreamed across the workplans of the national and local platforms.



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

2c: Empowerment of women's machinery, organisations and groups

Women's machinery and women's organisations are critical agents of change in disaster risk reduction and resilience, yet their capacities are not always leveraged. They bring essential knowledge, skills, resources, and expertise ensuring more durable and inclusive solutions (see Case Study 1). Specific tasks should include the following:

- **Draw upon existing UN Women tools to prepare a baseline on women's leadership** at the country, subnational, sector, or organisational level.
- **Agree on commitments**
When the existing DRM/DRR/resilience laws, policies, strategies, and plans and guidelines are revised, they should 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/resilience machinery, i.e., national and subnational (provincial, district, village, and community) disaster risk reduction, climate change and management committees and teams.¹⁸
- **Secure representation**
Ensure that women and diverse groups are represented (at least 30%) in national and local mechanisms responsible for developing disaster risk reduction, preparedness, response, and recovery decisions.
- **Ensure women's leadership in senior and decision making** Ensure women's leadership at all levels, including senior and decision-making positions within DRR/DRM/resilience agencies.
- **Promote gender balance and targets for capacity development**
Ensure gender balance in capacity development training and awareness programmes on DRR/DRM/resilience. Similarly, organise targeted training and mentoring for women on context-relevant issues, such as leadership, financing, and management skills.

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 \(2016\)](#).

¹⁸ Some regions in Africa might not have district or village level DRM committees. Instead, they might have District Development Committees. In such cases revise the legislations and guidelines if required for District Development Offices

2d: Gender-responsive DRR/DRM legislations and activities in parliament¹⁹

Parliaments and parliamentarians are uniquely positioned to formulate, oversee, and monitor gender-responsive disaster risk reduction laws and their impact at local levels. CEDAW Recommendation 37 explicitly calls for parliamentarians to develop new or amend existing disaster risk reduction-related legislation from the GESI lens, prepare gender-responsive DRR budget allocations, and hold governments accountable for the protection of women and girls. Specific tasks should include the following:

→ **NDMO should ensure that the national parliaments develop gender responsive DRR/DRM laws**

This might include advocacy for gender-responsive legislations and budget allocations, regular briefings, inviting parliamentarians (including both women and men parliamentarians) to be ambassadors for gender-responsive DRR, and championing the cause on important international days and events such as [International Disaster Risk Reduction](#), [Tsunami awareness](#), and [International Women's days](#). Collaborate with the Ministry of Women Affairs and International Parliamentary Union (IPU) to ensure a gender-responsive parliament for DRR.

2e: Develop gender-responsive policies, strategies, and plans

Gender-responsive laws, policies, strategies, and plans should incorporate the experiences, capacities, and needs of women and girls in all their diversity and should be founded on women's leadership and meaningful participation. The following tasks are needed at the regional and national levels to establish a gender-responsive and inclusive legal and policy framework.

Continental and regional level:

→ **Develop continental level minimum standards for gender mainstreaming into the Sendai Framework**

The African Union (AU) with its Women, Gender and Development Directorate (AU WGDD), should align these with:

- i. the Africa Programme of Action for the Implementation of the Sendai Framework in Africa;
- ii. the Africa Regional Strategy for Disaster Risk Reduction;
- iii. the African Union Solemn Declaration on Gender Equality;
- iv. CEDAW Recommendation 37;
- v. Africa's Agenda 2063; and
- vi. the Sustainable Development Goals (SDGs). Minimum standards with indicators should be developed in consultation with the Gender units in Regional Economic Commissions (RECs), Ministries of Women Affairs, NDMOs in the AU member-states, UN Women, Women Rights Organisations (WROs), and sector experts.

→ **Develop the capacity of AU member-states at national and sub-national levels on CEDAW Recommendation 37**, global and African frameworks, and commitments on Gender in DRM regional level frameworks (i.e., IGAD and SADC).

→ **Include GESI chapters/sections** in:

→ *the Biennial Africa Status Report on DRR developed by the AU with technical support from UNDRR; and*

→ *Periodic reviews on progress by the Africa Regional Platform for Disaster Risk Reduction.*

National and sub-national levels:

→ **Integrate women's priorities and needs in DRR**

Ensure that the gender machinery is integral to the development of new/ or revision of existing DRR and DRM policies, plans, and strategies to include gender issues, needs, and actions.

→ **Integrate DRR in gender policies and plans**

Ensure that gender policies and plans include DRR and resilience lens and actions identifying gender gaps through the WRD Policy Tracker and drawing upon guidance prepared by UN Women.

→ **Raise awareness on women's rights**

In collaboration with the Ministry of Women, 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.

¹⁹ According to the Program of Action (PoA) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa - In line with the Africa Regional Strategy for DRR 6.2.1 Role of legislators and parliamentarians, at continental, RECs, and national levels as leaders and overseers of government action, have critical roles in implementation of Sendai Framework. The functions include Securing the highest level of political support for the PoA and creating an enabling legal environment for its implementation at all levels, including strengthening the gender-sensitive legislative framework and conducting regular reviews and updates resource allocations to support the implementation of legislation.

- **Develop gender, social inclusion and risk profiles**
Provide coordination and financial support to gender machinery to develop Gender, Social Inclusion and Risk Profiles at national and subnational levels 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](#)).
- **Report on the implementation of CEDAW Recommendation 37** on Gender in DRR and climate change, in Sendai Framework reports, the Voluntary National Reviews, and other reports that the UN Member States submit to the High-Level Political Forum.
- **Provide disaggregated data for the relevant targets in the Sendai Framework Monitor**, working closely with the National Statistics Office and the Ministry for Gender to ensure gender-responsive and inclusive reporting. UN Women has also developed [guidance for Member States](#) to ensure gender-responsive reporting for the Midterm Review of the Sendai Framework.



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

Sendai Framework Priority 3: Investing in DRR

RATIONALE: The CEDAW and Recommendations 37 on Disaster Risk Reduction and Gender would not be operationalised unless adequate [budget allocations](#) back up the gender-responsive plans. Based on a review of the Africa POA for Sendai Framework, it is evident that gender is absent in Priority 3 - investments for gender in DRR.

This remains a neglected area and adequate investment in gender responsive DRR and resilience should be made mandatory at all levels from regional to sub-national.

Key Actions



3a: Development of gender-responsive budget guidelines and tools

Specific tasks should include the following:

- **Develop Africa Gender Budgeting Guidelines** for Disaster Risk Reduction and Management led by the AU in collaboration with the Women, Gender and Development Directorate (WGDD).
- **Support capacity development**
The African Union's DRR Unit, in partnership with the Africa Risk Capacity, UN Women, and experts on budgeting and finance, should develop the capacity of AU member-states to roll out gender-responsive budgeting for DRR.
- **Lead efforts on gender-responsive budgeting for DRR**
The NDMO/civil protection agency, in collaboration with the Ministry of Women Affairs, Ministry of Finance, and gender budgeting and financing experts, should lead the efforts for ensuring gender-responsive budgeting for disaster and climate risk reduction and resilience of women and girls. Gender-responsive budgeting and expenditure frameworks alongside substantial investment are needed to address gender gaps in disaster risk reduction and climate change adaptation, 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.

- **Enact/revise laws and regulations** to include targets securing at least 15 percent of the DRR budget for gender equality and social inclusion (GESI).
- **Implement gender targets** and allocate at least 15 percent of DRR budgets for NDMOs and sectors for GESI targeted and mainstreamed action.
- **Fund Women Rights Organisations (WROs) and women's groups**
Ensure that gender equality, national, local, and grassroots women rights organisations and groups WROs get continuous funding support, especially during crisis times in line with the World Humanitarian Summit's Grand Bargain²⁰ and SDG 5.
- **Advocate and support adequate DRR budget for gender ministries** to ensure their meaningful participation in DRR and resilience decision making, planning, implementation, monitoring, and evaluation.



Note 16: Gender-responsive investment for DRR

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: Early warning and early action

Inclusive and gender-responsive early warning and early action saves lives, economic losses and enhances the capacity to bounce forward from disasters. NDMO should ensure the following:

- **Monitor socio-economic indicators**
During normal times or non-crises times, maintain close coordination with the line ministries, including the Ministry of Women and the Ministry of Social Affairs, to monitor slow-onset disasters and emerging crises that impact marginalised and socially excluded groups.
- **Facilitate equal participation and involvement of women's machinery and women's organisations** at the national and subnational level to ensure gender-responsive early warning, early action planning, and preparedness.
- **Simplify and disseminate scientific information**
Work closely with the Meteorological Department, Ministry of Women Affairs, and Ministry of Social Affairs to translate and communicate the complex scientific and technical information on disasters into simple, accessible messages for local governments, high-risk communities, especially women, children, elderly, persons with disabilities, and people living in remote areas with limited access to information and technology. Disseminate the early warning and early action messages via women's groups, women's rights organisations, represent-

²⁰ WHS (2016) Grand Bargain – Agenda for Humanity, World Humanitarian Summit, <https://agendaforhumanity.org/initiatives/3861>

ative organisations, and networks, such as the Red Cross/Red Crescent. Support the use of popular local media, such as radios or phone messaging, which is accessible to all groups.

- **Draw upon indigenous, traditional, and local knowledge** of hazards and risks and DRR. Coordinate with the women's machinery at subnational levels, women's organisations, and human rights groups to gather local/indigenous knowledge and information about risks and DRR.
- **Promote gender-responsive Early warning and Early Action Planning**
Mainstream gender needs and issues in the Early Warning and Early Action Planning while facilitating inputs from women's organisations and networks.



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

4b: Preparedness

It is crucial to consider multiple forms of discrimination that particular individuals may be subjected to and recognise their different and specific needs, capacities, and priorities. Actions to be taken by NDMO should include the following:

- **Identify women's needs**
The NDMO in close collaboration with the Ministry of Women Affairs and the Ministry of Social Affairs, should ensure that gender and the needs of women and girls are adequately highlighted and addressed across clusters or relevant coordination mechanisms during the development of preparedness plans for disasters.
- **Ensure that gender equality, social inclusion, and women's empowerment and leadership are incorporated** into all preparedness activities by ensuring gender balance, diversity in leadership, safe and meaningful participation, and capacity development.
- **Secure coordination with women's machineries.**
The NDMO in collaboration with the UNOCHA, UN Women and clusters/other coordination mechanisms should ensure that gender and protection needs are adequately included in the preparedness plan, including baseline data and inclusive tools for rapid assessment.
- **Include gender and social inclusion in preparedness plans and implementation**
The NDMO should actively coordinate with the Ministry of Women Affairs, Ministry of Social Affairs, UN Women and women's organisations to ensure that gender and social inclusion issues are adequately mainstreamed in the development of preparedness plans across the sectors/clusters.
- **Resource allocation and funding**
The NDMO, together with the line ministers, should: ensure sufficient resource allocation and funding for stockpiling specific items required by high-risk individuals (such as women, pregnant and lactating mothers, the elderly, persons with disability, infants and children); identify physical locations for setting up women and child friendly spaces; and support capacity building of all stakeholders on gender and social inclusion much ahead of a disaster.

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. This has subsequently led to 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 is needed. The recovery process that 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 the NDMO (or the agency mandated to lead recovery coordination) in conjunction with sector focal points and the Ministry for Women/Social Affairs, 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. This can be achieved 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, and preparedness, and recovery, from training women on community based early warning systems to 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; 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 not only 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 works 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 1*.

What is a gender responsive PDNA?

UN Women has updated the [Post-Disaster Needs Assessment \(PDNA\)](#) process to ensure that gender is not simply a stand-alone issue but cuts across all sectors of the assessment. This supports gender and socially responsive actions in response to the physical damages, economic losses, and socio-cultural impacts from a disaster, and requires gender-responsive financial allocations to ensure the recovery needs of all groups including women, girls, people with disabilities. Invariably this government-led process means an essential role for the Ministry of Gender and Social Affairs.

What is the role of the NDMO?

Gender is an essential cross-cutting issue in PDNAs. It should be integrated into every step of the PDNA or recovery process and cut across all key issues (e.g., shelter, livelihoods, nutrition, infrastructure, DRR, climate change, health, education). 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. The NDMO should carry out the following:

→ **Hold regular meetings on gender and social inclusion**

Meet the Ministry of Women's Affairs and the Ministry of Social Affairs to coordinate and collaborate on the roll-out process for a gender-responsive and inclusive PDNA.

→ **Include Gender and Social Inclusion (GESI) line ministries and organisations in the PDNA/recovery processes.**

Ensure that GESI related line ministers, such as the Ministry of Social Affairs and organisations working on gender and social inclusion issues are integral members of the PDNA processes and recovery coordination mechanism. Gender and Social inclusion related line ministries should attend coordination meetings and training, draft, review, and validate the PDNA report and recovery plan to ensure that gender and social inclusion lens is well integrated across all sectors.

→ **Review and share Gender Checklists and sector guidelines** including PDNA Gender Guideline Vol B, Gender Checklists and relevant sector guidelines (e.g. Covid-19 recovery needs assessment guidelines) with all the line ministries.

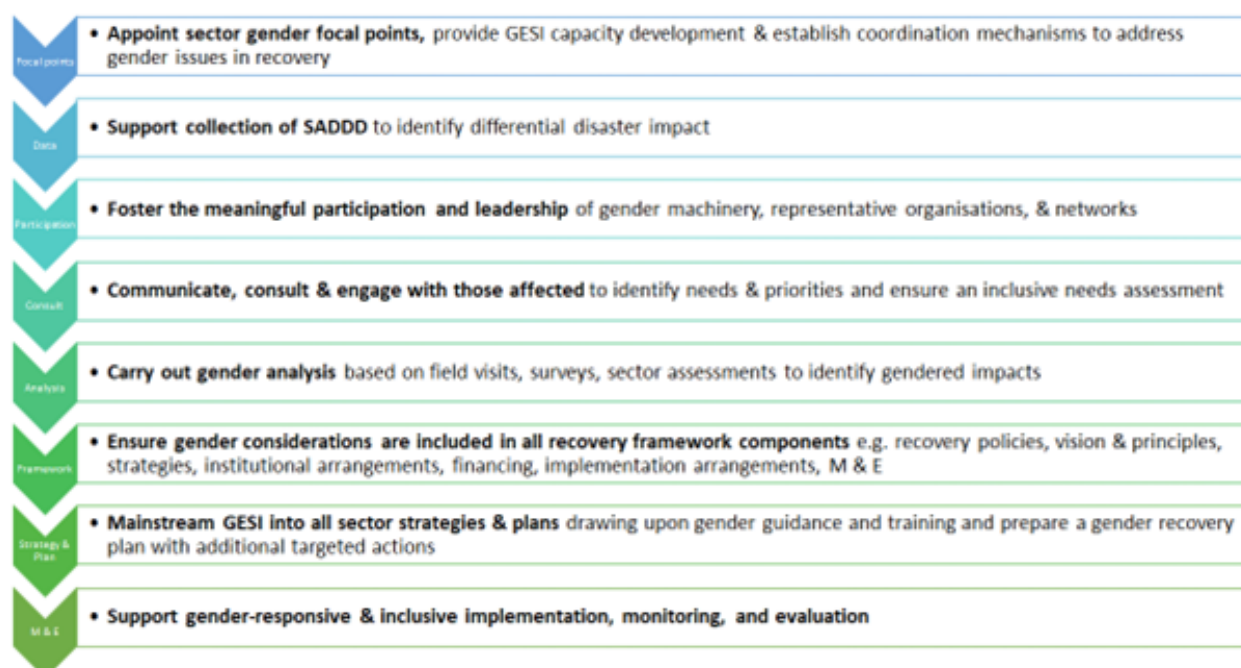
→ **Integrate gender into sector recovery strategies, plans or PDNA chapters**

Ensure that the Gender Working Group and Gender Focal points in various sectors at the national and subnational levels in the disaster-affected areas review the sector chapters and mainstream gender issues, needs, and recommendations (see *Case study 2*).

→ **Support development of the GESI Chapter/Strategy and Plan**

Ensure that the Ministry of women affairs and Ministry of Social Affairs lead the drafting of the Gender and Social Inclusion Chapter for PDNA, including targeted gender activities and the estimated budget required for implementation.

FIGURE 1: Key actions to support a gender-responsive and inclusive recovery process



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*



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

For more information, please visit the [Women's Resilience to Disasters Knowledge Hub](#) a one-stop-shop for all gender and disaster knowledge.







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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