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

GUIDANCE NOTES

GUIDANCE FOR UN WOMEN REGIONAL OFFICES

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)
Note 2	Overview of disaster risk reduction, disaster risk management, risk-informed development, and resilience
Note 3	DRR machinery in Africa
Note 4	Women's machinery in Africa
Priority 1	**Understanding disaster risks**
Note 5	Using gender data to inform monitoring and reporting of the Sendai Framework
Note 6	Introduction to conducting Gender Analysis
Note 7	Understanding the gender dimensions of risk - a checklist
Note 8	Inclusion of Sexual orientations, Gender Identities and Expressions, and Sex Characteristics (SOGIESC) in Disaster Risk Reduction and Resilience
Priority 2	**Strengthening disaster risk governance to manage disaster risk**
Note 9	Legal basis for gender inclusion in the SFDRR and resilience
Note 10	Why and with whom to coordinate?
Note 11	Gender inclusion in national and local platforms for DRR
Note 12	Gender and DRR tool for parliamentarians
Note 13	Sendai Framework Voluntary Commitments Platform
Note 14	Guidance and tools for mainstreaming age and disability in DRR
Note 15	Women's leadership in DRR
Priority 3	**Investing in disaster risk reduction**
Note 16	Gender-responsive investments in DRR
Priority 4	**Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation, and reconstruction**
Note 17	Gender-responsive early warning systems and early action
Note 18	Gender-responsive disaster preparedness
Note 19	Gender-responsive humanitarian action and early recovery
Note 20	Gender in Post Disaster Needs Assessment (PDNA) and recovery processes

Background

This guidance has been written for country-level UN Women staff to support gender-responsive implementation of the Sendai Framework for Disaster Risk Reduction at regional level. Therefore, its main purpose is to address dispropor-tionate disaster impacts for women and girls and mobilise their meaningful participation and leadership in disaster and climate prevention, mitigation, preparedness, recovery, and resilience building. While this guidance was originally prepared for the East and Southern Africa Regional Office (ESARO), examples given are specific to this region.

Separate **guidance** has also been prepared for country UN Women staff, national DRR machinery, and women's machinery, which are 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 Frame-work for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters. The Sendai Frame-work provides UN Member States with policy structure and concrete actions to protect development gains from disaster risks.[1] The state has the primary role in reducing disaster risk, but that responsibility should be shared with other stakeholders, including local government, the private sector, and other key stakeholders.[2]

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*

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 time period.[3] These disaster risks are as a result of the severity/frequency of a hazard (e.g. floods, cyclones, earthquakes, pandemics, locust invasions), 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 their 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 coping with disasters. It broadly incorporates hazard prevention, which aims to avoid 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), risk transfer and sharing of the financial consequences (e.g. micro-insurance, community seed banks). All these 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: poverty, inequality, environmental degradation and urbanisation to mention the most obvious. This can be done by embedding risk reduction into the DNA of development to secure risk informed development 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.*" Therefore, it involves anticipating, planning, and reducing disaster and climate risks effectively.

Note 2: *Overview of disaster risk reduction, disaster risk management, risk-informed development, and resilience*

---

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

[2] Ibid.

[3] Hazards are defined 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).

Gender inequality and disaster risk reduction

Globally, North Africa and sub-Saharan Africa are the second and third regions respectively with the highest gender inequality, behind the Middle East. The vulnerability of women and girls are long before natural hazards occur due to gender inequalities that limit social power and economic resources.[4] 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, and social protection, and employment.[5] 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.[6]

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 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, mitigation, preparedness, response, and recovery planning and implementation. These barriers increase their vulnerability 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.[7] 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.[8]

What is UN Women's role?

UN Women is the United Nations entity dedicated to gender equality and the empowerment of women. It works globally to make the vision of the Sustainable Development Goals a reality for women and girls. It stands behind women's equal participation and leadership in all aspects of life. UN Women's role in reducing disaster and climate risks and building resilience is to save lives and livelihoods during and after disasters through more effective and gender-responsive prevention, mitigation, preparedness, and recovery. In this context, the main roles of UN Women Country Offices are:

1. To lead and coordinate the UN system's work on gender equality in disaster risk reduction and resilience policy and practice and promote accountability, including regular monitoring of system-wide progress.

---

[4] UNISDR (2015) Disaster Risk Reduction in Africa, Status Report – 2015

[5] 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/explore/library/cedaw-general-recommendation-no-37

[6] 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/explore/library/cedaw-general-recommendation-no-37

[7] UNISDR (2015) Disaster Risk Reduction in Africa, Status Report – 2015

[8] 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

2. To provide normative support to governments in their formulation of gender responsive policies, global standards, and norms.
3. To help the region implement these standards, through its operational work, and stand ready to provide suitable technical and financial support when requested and to forge effective partnerships with civil society. Part of this support includes building the resilience of women and girls to disaster impacts.

Gender just like DRR, is a cross-cutting issue to be mainstreamed across the development-humanitarian-recovery nexus. Therefore, it cuts across all the development sectors to ensure risk-informed/resilient development that incorporates disaster and climate risk prevention and mitigation. Similarly, gender should be incorporated across disaster preparedness and risk informed recovery.

The overarching umbrella for UN Women's work on DRR and resilience is its signature intervention - the Women's Resilience to Disasters Programme - guiding all UN Women country activity in this space.

The Women's Resilience to Disasters Knowledge Hub is the key platform centralising all disaster and gender knowledge, tools, good practice, and expertise.

Sendai Framework Priority 1: understanding disaster risks

RATIONALE: Women and girls are disproportionately impacted by disasters and threats, including climate change. Due to gender-specific barriers and inequalities; women experience higher loss of lives and livelihoods during dis-asters and a longer recovery time. Across the board, from life expectancy to education, housing, health, safety, job security, and nutrition, women and girls are impacted more severely than men. At the same time, women are largely excluded from shaping disaster risk reduction and resilience policy, strategies, and programmes.

Quantitative sex, age, disability disaggregated data (SADDD) combined with qualitative gender data and analysis improves understanding of the root causes of disaster risk; the unequal distribution of vulnerability, risks, and impacts; and it identifies entry points to address them through inclu-sive DRR. Therefore, gender data comprises: i) data collected and disaggregated by sex; ii) qualitative data on gender issues (e.g. gender roles, relationships, causes of inequali-ties, 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. It serves as the basis of gender analysis in disaster risk reduction.

Key Actions

1a: Capacity Development for collection, analysis, and use of gender data (including SADDD)

Key tasks for the UN Women Regional Office should be as follows: **Provide technical leadership for the collection and use of gender data**
In liaison with the UNDRR, provide technical support to multi-country offices, national governments, including National Statistic Office, to establish a system to collect, interpret and analyse sex, age, and disability data (SADDD).

→ **Advocate for the use of gender data to inform regional and national policy frameworks and reporting**

For instance, promoting the use of gender data, including SADDD to develop risk-informed regional policies, regulations, plans and procedures. Similarly draw upon the Sendai Framework Monitor, which provides a voluntary mechanism to report and monitor SADDD, for example on disaster mortality.

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

1b: Gender analysis

Gender analysis is central to gender mainstreaming in DRR. It identifies the differences between and among women and girls, men and boys, and diverse genders regarding their relative position in society and the distribution of resources, opportunities, constraints, and power in pre-disaster and disaster contexts.[9] It is the first step in planning efficient and inclusive DRR and risk-informed development strategies, programmes, and projects that address both the needs of all genders and reduce the inequalities between them. Key tasks for the UN Women Regional Office should be as follows:

→ **Use gender analysis (based on SADDD) to inform regional DRR/resilience strategies and plans**

For example, in East and South Africa the Women, Gender and Development Directorate (WGDD) together with UNDRR and UN Women should ensure that gender analysis is included in the following regional strategies and plans on DRR.

- The Africa Regional Strategy for DRR[10] (under revision currently); and

- The Africa Programme of Action (POA)[11] for implementing the Sendai Framework for Disaster Risk Reduction 2015-2030 and its action plans (launched during the Regional Platform in November 2021).

1c: Women, research, science, and knowledge

Key tasks for the UN Women Regional Office should be as follows:

Identify and collaborate with scientific institutions developing technologies for gender equality and DRR issues

UN Women ESARO should identify and work with relevant scientific entities for example AU/Africa Science and the Technology Advisory Group on Disaster Risk Reduction (Af-STAG DRR)[12] to secure access to resilient technologies and livelihoods for women. Similar partnerships should be forged with scientific and research institutions in other regions.

→ **Liaise with the UN Global Pulse HQ and the Kampala office** to develop empowering technologies for enhancing women's resilience and economic empowerment. Kindly refer to the following website for examples of existing GESI related projects: https://www.unglobalpulse.org/projects/

→ **Identify key regional training programmes or academic courses** for DRR/DRM/CC and collaborate to ensure that gender equality and social inclusion is mainstreamed.

---

[9] EIGE (2018) Gender mainstreaming: gender analysis: https://eige.europa.eu/publications/gender-mainstreaming-gender-analysis

[10] https://www.preventionweb.net/files/7603_AFRICAREGIONALDRRSTRATEGYfullPDF.pdf

[11] https://www.unisdr.org/files/49455_poaforsendaiimplementationinafrica.pdf

---

[12] Established in 2019, Af-STAG DRR provides scientific and technical support to the African Union Commission, Regional Economic Communities, and the AU Member States to implement Africa's GESI and Disaster Risk Reduction agenda. The Af-STAG supports a generation of assessments of scientific and technical information for effective implementation of Africa Regional Strategy for Disaster Risk Reduction, Sendai Framework for DRR 2015-2030, and Agenda 2063: Africa We Want.
Kindly see the Introductory Presentation on Af-STAG for DRR.

Sendai Framework Priority 2: strengthening disaster risk governance to manage disaster risk

RATIONALE: It is crucial to actively involve women and girls as leaders and decision-makers in the DRR governance processes at all levels. To ensure this, laws, policies, strategies, plans, budgets and governance structures must be gender-responsive and promote gender balance and women's leadership.

Key Actions

2a: Development of minimum standards for mainstreaming gender across the SFDRR in Africa
Key tasks for the UN Women Regional Office will be as follows:

Provide technical and coordination support to regional mechanisms (e.g. the AU's Women, Gender and Development Directorate - WGDD) together with the Ministry of Women Affairs to develop a continental/regional level minimum standards, guidance, and indicators for mainstreaming gender into the SFDRR in line with the Africa POA for DRR (2015-2030), and CEDAW Recommendation 37.

Review examples of gender standards from other regions including the Pacific Regional Standards for implementing the Regional Framework on Resilient Development in the Pacific and the Ha Noi Recommendations for Action on Gender and DRR. These standards were agreed at the Regional Asia-Pacific Conference on Gender and Disaster Risk Reduction in 2016 and have recently been updated with the support of UN Women. These clearly outlines the actions required for gender mainstreaming for Sendai Framework in the Asia-Pacific region.

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 and share any updates with the WRD team.

2b: Support the development of the Africa Regional Plan of Action for Sendai Framework for Disaster Risk Reduction
The Sendai Framework and its action plans in Africa provide limited guidance on mainstreaming gender across these four priorities. UN Women ESARO should develop guidelines for mainstreaming gender in the Africa POA for Sendai Framework for DRR and ensure that regional level documents, such as biennial action plans are adequately monitored and reflect the progress made on the gender-related action points. **Other UN Women Regional Office** staff should review their regional action plans to ensure they are sufficiently engendered. Good examples of gender-responsive regional framework, is the European Forum for Disaster Risk Reduction Road Map (2021-20), which was engendered through support from the UN Women Global DRR team, the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025, and the ECOWAS DRR Gender Strategy and Action Plan (2020-30)

2c: Operationalisation of a Gender Technical Working Group (TWG) for DRR
Key tasks for the UN Women Regional Office should be as follows:

→ **Operationalise the UN women led Gender Technical Working Group (GTWG) for DRR at the continental or regional level.** In the ESARO region, UN Women can operationalise the UN Women led Gender Technical Working Group for DRR to support the African Union at the continental level and to secure membership from the broad spectrum of gender, inclusion, DRR, development, and humanitarian NGOs.

→ **Ensure that the Gender TWG for DRR meets regularly** and actively participates in the Africa Working Group on Disaster Risk Reduction.

→ **Contribute a Chapter on Gender and Social Inclusion** in Biennial Africa Status Reports and the periodic reviews on the progress, gaps and achievements for gender mainstreaming in DRR by participating in the Africa Regional Platform for Disaster Risk Reduction.

→ **Develop a gender and inclusion mainstreaming review and monitoring framework** based on gender data (including SADDD) and gender analysis for the following:
    i.   the Africa Regional Strategy for DRR (under revision currently); and
    ii. the Africa Programme of Action (POA) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 and its five-year action plans 2021-2025 and 2026-2030 (which were launched in November 2021 during the Africa Regional Platform for DRR).

→ **Ensure that the Gender Technical Working Group on DRR actively participates in the Regional Platform for Disaster Risk Reduction for the Intergovernmental Authority on Development (IGAD)**
This should be done in collaboration with the Gender in Resilience Network and the Southern Africa Development Community (SADC) forums, such as IGAD's Technical Advisory Committee (TAC), and the Greater Horn of Africa Climate Forum (GHACOF). The GTWG should communicate and collaborate with the diverse stakeholders within the Africa Regional Platform for DRR to ensure gender analysis is based on the cross-sectoral perspectives of these stakeholders. This can be done by sending out periodic surveys on gender mainstreaming to these stakeholder groups and by establishing direct contact with the gender focal points in sectoral organisations.

2d: Provide technical support to the Africa Union and Regional Economic Committees - IGAD and SADC
Key tasks for the UN Women Regional Office should be as follows:

→ **UN Women should work with the African Risk Capacity group** to determine the exact role and concrete support UN Women and WROs can play to support the Africa Risk Capacity's (ARC) gender work in conjunction with the UN Women Global DRR team and drawing upon the recent MOU signed.

→ **Link the Women's Resilience to Disasters knowledge hub (WRD) and African Risk Capacity** gender portal to provide linkages within its website so that users can access the rich repository of tools, guidelines, and best practices on gender, DRR, and risk-informed development available on the UN Women and GTWG member's websites. GTWG already possesses a wealth of information: assessments, reports, tools, guidelines, and best practices on gender mainstreaming in DRM in Africa and globally.

→ **UN Women ESARO should develop joint work plans with IGAD's and its Gender in Resilience Network and SADC** to coordinate and support the efforts of these RECs towards mainstreaming gender, particularly the IGAD Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation and the SADC Gender-Responsive DRR Strategic Plan & Action Plan 2020-2030.

See IGAD (2017) - Customised Gender Mainstreaming Tools for IGAD Pillars and Program areas: this has guidelines and tools for DRR, and climate change in all their three Program areas: 1) DRR in Agriculture and Natural Resource Management; 2) Economic Cooperation and Social Development; 3) Peace and Security.

2e Capacity development on CEDAW Recommendation 37, Global and African frameworks on gender and DRR
Capacity development of UN Women Country Offices and DRM stakeholders on CEDAW Recommendation 37 and the regional frameworks and commitments on Gender and DRR is a key area. UN Women Regional Office should therefore focus on the following:

→ **Capacity development of UN women Regional and Country Offices on mainstreaming DRR and climate change in the UNSDCF**
The UN Women staff responsible for DRM at the regional level as well as all countries officers should be trained to understand the cross-cutting nature of the Sendai Framework, the legal and associated global frameworks that underpin it. Their roles and responsibilities for mainstreaming DRR into their work plans, drawing upon the following guidance "Integrating Disaster Risk Reduction and Climate Change Adaptation in the UN Sustainable Development Cooperation Framework, Guidance Note on Using Climate and Disaster Risk Management to Help Build Resilient Societies

Note 9: *Legal basis for the inclusion of women and girls in disaster risk reduction and resilience*

2f: Promote women's leadership at all levels – national to subnational and grassroots
Women's equal and meaningful participation and leadership in public life, including disaster risk reduction, is both an important goal in itself and essential for reducing disaster risk and achieving a broad range of sustainable development goals. Women's actual and potential contributions to DRR, including their leadership role as first responders and their central role in community resilience, continue to be largely untapped assets in DRR, preparedness, recovery, and resilience strategies. Evidence has shown that harnessing women's leadership, experience, and knowledge results in more effective interventions.

A key task for the UN Women Regional Office should be to:

Advocate for the empowerment of women and girls to lead and meaningfully participate in DRR and resilience (see Case *Study 1*).

Case study 1: Girls in Risk Reduction Leadership (GIRRL) and Integrating Adolescent Girls (IAG) in Community Based Disaster Risk Reduction

The regional Initiative for Integrating Adolescent Girls (IAG) in Community Based Disaster Risk Reduction built a regional network in Africa to explore new ways of integrating marginalised populations, especially girls and youth, into the design and implementation of DRR and risk mitigation programming.

The IAG pilot project was designed to address inherent problems related to the social vulnerability of adolescent girls living in peri-urban informal settlements and poor rural communities by providing concise and locally relevant information in a participatory manner and encouraging the development of effective decision-making skills.

It offered a comprehensive capacity-building programme encompassing topics such as - team building, decision making, self-discovery, mental/physical/sexual health, personal safety and self-defence, environmental awareness, community involvement, career guidance and skills analysis, effective communication, first aid, fire safety, and community-based disaster risk assessment; all adapted to the local context.

Source: UNDRR, 2015

The following tools may be useful:
1. *The SADC Protocol on Gender and Development as an Advocacy Tool.*
2. *Drawing upon existing UN Women framework and tools to prepare a baseline on women's leadership at regional, country, subnational, sector, or organisational level.*

2g: DRR sensitise the Gender Plan of Action for gender-sensitive parliaments

The Plan of Action for Gender-sensitive Parliaments was adopted unanimously by the 127th IPU Assembly (Quebec City, October 2012). It is a key policy document for the International Parliament Union (IPU) and its member Parliaments. A gender-sensitive parliament responds to the needs and interests of both men and women in its structures, methods, and work. The Plan of Action is designed to support parliaments' efforts to become more gender-sensitive institution. It offers a wide range of strategies in seven action areas that all parliaments can implement. UN Women regional and country offices should:

→ **Support the International Parliament Union and the national parliaments to develop a DRR Gender-responsive Plan of Action** for gender-sensitive parliaments. Kindly refer to the International Par-liament Union's Action Plan.

The following tools may be useful:
1. *DRR to achieve the Sustainable Development Goals, Toolkit for Parliamentarians. This is a gender responsive DRR toolkit for parliamentarians covering important facets of gender mainstreaming in DRR.*
2. *Evaluating the gender sensitivity of parliaments: a self-assessment toolkit. Drawing on IPU's extensive experience, this toolkit helps parliaments to evaluate how gender sensitive they are, assess their current practices and policies, identify possible areas for reform, plan for change, and establish mechanisms to monitor progress.*

Case study 2: Recognition of key issues for gender in DRR in the Parliamentarian's Action Plans

Women in West Africa play an important role in food security for their families. Disasters increase their stress and workload, depriving women of the time to address the needs of their families and leading girls to drop out of school to help at home.

Source: Parliamentarians' Plan of Action for Making Millennium Development Goal Programs

Sendai Framework Priority 3: investing in DRR

RATIONALE: The CEDAW and its Recommendation 37 on Gender and DRR are insufficient unless gender-responsive plans are backed by adequate budgetary allocations. Gender investments in DRR remains a neglected area and needs to be mandatory at all levels from continental to subnational. Gender-responsive budgeting and expenditure frameworks alongside concrete investment are needed to address gender gaps in DRR and climate change adaptation (CCA) and 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.

There are also significant gaps in women's access to climate finance. Women are taking climate action at all levels. However, their voice, agency, and participation are under-supported, under-resourced, under-valued, and under-recognised. Only an estimated 0.01 percent of worldwide funding addresses both climate change and women's rights.

Despite increasing recognition of the critical role of women and girls in preventing and reducing climate risks, very little funding globally is directed to gender equality and women's climate action. In 2014, less than three percent of philanthropic environmental funding targeted women's environmental action, and only two percent of all gender-responsive climate aid went to southern civil society organisations, representing USD 132 million.

Yet, evidence is showing that gender-responsive finance is more effective. Without a gender lens, climate policy and funding frameworks will continue to increase discrimination and reduce effectiveness.

To empower those left furthest behind, climate financing must be accessible to and support women's grassroots organisations.

Key Actions

3a: Support gender-responsive budgeting
Key tasks for the UN Women Regional Office should be as follows:

→ **Advocate for cross-sectoral gender-responsive investments in DRR**
Advocacy for cross-sectoral gender-responsive investments and budgeting for disaster and climate risk reduction to ensure the resilience of women and girls is an essential forerunner on this issue.

→ **Provide technical support for gender responsive budgeting in DRR**
For instance, UN Women ESARO with Gender Budgeting and financing experts should lead efforts to provide technical support to the African Union, IGAD, SADC, national governments. Consequently, all UN Women Country Offices should support development and roll-out of gender-responsive budgeting guidelines for DRR.

→ **Advocate for funding for women's organisations**
Advocate for funding notably for those operating at the subnational and grassroots level.

→ **Develop the capacity of women's organisations on financial management** and gender-responsive budgeting.

Note 16: *Gender-responsive investment for DRR*

Sendai Framework Priority 4: Enhancing disaster preparedness for effective response and to "Build Back Better"

RATIONALE. While disaster preparedness, early warning, early action and response provide critical opportunities for the national and local administrations to reduce disaster mortality and economic loss, rehabilitation and **recovery can be used as a potential opportunity for building for-ward better and together "leaving no one behind"**. Priority 4 states that '*empowering women and persons with disa-bilities 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

Key tasks for the UN Women Regional Office should be as follows:

→ **Closely coordinate with regional entities for Early Warning and Early Action**
Maintaining close coordination and participating in the Early Warning Committee consisting of regional entities (e.g., IGAD, SADC, other relevant regional entities), the World Food Programme (WFP), and the Food and Agricultural Organisation (FAO) to stay updated on forecasts for floods, droughts and locust infestation etc.

→ **Coordinate with women's and human rights organisations**
Coordinate with the women's and human rights organisations to gather local/indigenous knowledge and information on risks in high-risk locations.

→ **Provide technical support to UN women Country Offices**
Share standardised guidelines and tools drawing upon resources and good practices shared on the Women's Resilience to Disasters Knowledge Hub to support people-centric and women-led early warning systems.

→ **Capacity Development of key stakeholders**
Develop stakeholder capacities on mainstreaming of gender in Regional and National Early Warning systems and Early Action Planning (drawing upon the gender chapter in the forthcoming Words Into Action UNDRR publication supported by UN Women).

→ **Develop bulletins for gender in Early Warning and Early Action Planning**
Publish regular bulletins on Early Warning and Early Action. Liaise with FAO and WFP to add facts, figures and actions as a separate section or annex to their regular Early warning and Early action bulletins/reports.

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

4b: Secure gender-responsive 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 in relation to preparing for a disaster.

Gender equality, social inclusion and women's empowerment and leadership should be incorporated into all preparedness activities. These activities include ensuring gender balance, diversity in leadership, participation, and capacity development. Key tasks for UN Women Regional Offices should include the following:

→ **Technical support for the development of robust gender-responsive preparedness and contingency plans, guidelines and tools**
This includes needs, sectoral, and rapid assessment formats, which should be structured to capture in-depth analysis based on relevant data disaggregated by sex, age, disability, and context-relevant vulnerability.

→ **Capacity development for gender-responsive preparedness**
This should include officials and staff from the regional intergovernmental organisations (such as IGAD and SADC), national governments, line ministries, women's organisations, women groups, CSOs, private sector, academia and media.

It will also be important to identify approaches to develop the capacity for women's leadership and decision making in disaster preparedness across the region and share good practices.

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.
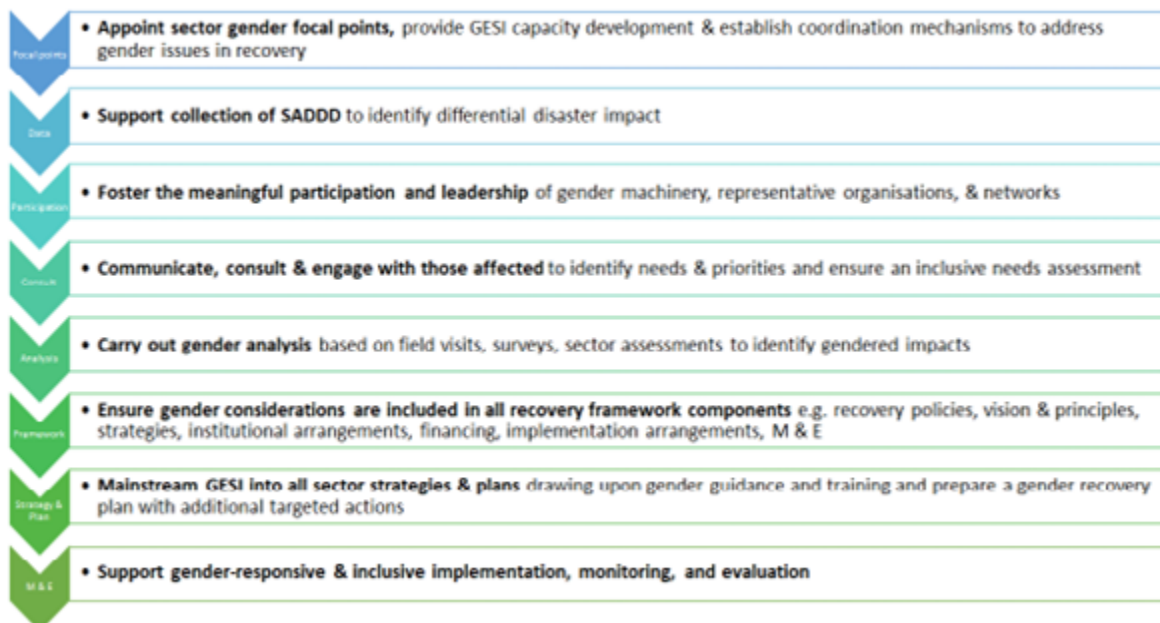
Recovery provides a critical opportunity for transformative change and for addressing some of the structural barriers and drivers of social inequality that result in unequal disaster impacts. Therefore, a more inclusive and gender-responsive recovery process is needed. The recovery process that empowers 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 UN Women Regional Offices are to provide guidance to Country Offices to ensure post-disaster recovery:
  i.   identifies and priorities gender-specific recovery needs; ii) takes action to protect women, men, boys and girls from physical and psychosocial harm;
  ii.   it is framed by systematically supporting gender-responsive policies, institutional, financial, and operational aspects of a disaster recovery programme;
  iii. empowers women for sustainable, effective, and resilient recovery;
  iv.   builds forward better and supports the strengthening of gender-responsive recovery systems; and
  v.   supports gender-responsive and inclusive action. A summary of key actions to support a gender-responsive and inclusive recovery process and plan are identified in *Figure 1*.

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

- **Appoint sector gender focal points,** provide GESI capacity development & establish coordination mechanisms to address gender issues in recovery
- **Support collection of SADDD** to identify differential disaster impact
- **Foster the meaningful participation and leadership** of gender machinery, representative organisations, & networks
- **Communicate, consult & engage with those affected** to identify needs & priorities and ensure an inclusive needs assessment
- **Carry out gender analysis** based on field visits, surveys, sector assessments to identify gendered impacts
- **Ensure gender considerations are included in all recovery framework components** e.g. recovery policies, vision & principles, strategies, institutional arrangements, financing, implementation arrangements, M & E
- **Mainstream GESI into all sector strategies & plans** drawing upon gender guidance and training and prepare a gender recovery plan with additional targeted actions
- **Support gender-responsive & inclusive implementation, monitoring, and evaluation**

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

If a disaster is large-scale or extensive, it might be that the government request 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). Many of the activities described below also apply if a more general recovery process is followed, resulting in a Recovery Action Plan

→ **What is the role of UN women Regional Offices?**
Gender is an essential cross-cutting issue in PDNAs and should be integrated into every step of the PDNA process. Key tasks for UN Women Regional Offices should include the following:

→ **Hold regular meetings for gender and social inclusion.** Meet key regional organisations (e.g., IGAD, SADC in ESARO) including the regional UNDP office and the World Bank (given their leadership in PDNAs) to learn about the roll-out process and deadlines for the PDNA.

→ **Provide capacity development support for UN country Offices**
Provide capacity development and technical support to UN Women Country Offices to mainstream gender in the PDNA, and the recovery planning, institutional arrangements, financing, and implementation.

→ **Share Gender Checklists and sector guidelines**
Share the PDNA Gender Guideline Vol B and Gender Checklist with the sectoral chapter lead authors and relevant sector guidelines (e.g. Covid-19 recovery needs assessment guidelines).

→ **Review the PDNA chapters for Gender and Social Inclusion (GESI)**
Review the PDNA sector Chapters to ensure GESI is mainstreamed and ensure the GESI strategy and plan (chapter) includes targeted action for women, girls, and other marginalised groups.

→ **Include a Women's Charter of demands in the PDNA process and output**
Coordinate with the Women's Rights Organisations and women's groups to develop a Women's Charter of demands that can be included in the PDNA reports and recovery framework and process.

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

For more information, please visit the *Women's Resilience to Disasters Knowledge Hub* a one-stop-shop for all gender and disaster knowledge: *wrd.unwomen.org*

WOMEN'S RESILIENCE TO DISASTERS

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.

UN WOMEN

East and Southern Africa Regional Office
UN Gigiri Complex, UN Avenue;
Block M, Ground Floor
P.O. Box 30218- 00100 Nairobi, Kenya
Tel: +254 20 762 4778

africa.unwomen.org
Email: esaro.publications@unwomen.org
🅕 unwomenafrica
🅣 unwomenafric
▸ unwomen
◉ unwomenafriac