



Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review

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Contents

Abbreviations and Acronyms	viii
Acknowledgments	x
Executive Summary	xi
1. Introduction	1
1.1. The importance and objectives of the desk review	2
1.2. The desk review's conceptual framework	3
1.3. Structure of the desk review	6
1.4. The scope, methodology, and limitations	7
2. Gender gaps at the country and regional levels and the associated disaster impacts	11
Key findings	12
2.1. Population and disaster risk profiles of the Caribbean countries	13
2.2. Gender gaps related to human capital endowments and the associated disaster impacts	14
2.3. Gender gaps in economic opportunities and the associated disaster impacts	18
2.4. Gender gaps related to voice and agency and the associated disaster impacts	20
3. Integration of gender equality and women and girls' empowerment into disaster preparedness and recovery efforts: The desk review's key findings	23
Key findings	24
3.1. National policies on gender equality, women and girls' empowerment, and GBV	25
4. Conclusion: The way forward	32

Appendix A. Country profile: Antigua and Barbuda

A.1. National policies on gender equality, women and girls' empowerment, and GBV	36
A.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	49
A.3. Implementation and practice	50
A.4. Advocacy and knowledge generation	50
A.5. Women's participation and leadership	51
A.6. Gaps and recommendations	51

Appendix B. Country profile: Belize

B.1. National policies on gender equality, women and girls' empowerment, and GBV	43
B.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	44
B.3. Implementation and practice	45
B.4. Advocacy and knowledge generation	45
B.5. Women's participation and leadership	46
B.6. Gaps and recommendations	46

Appendix C. Country profile: Dominica

C.1. National policies on gender equality, women and girls' empowerment, and GBV	49
C.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	50
C.3. Implementation and practice	51
C.4. Advocacy and knowledge generation	52
C.5. Women's participation and leadership	52
C.6. Gaps and recommendations	53

Appendix D. Country profile: Grenada

D.1. National policies on gender equality, women and girls' empowerment, and GBV	56
D.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	57
D.3. Implementation and practice	58
D.4. Advocacy and knowledge generation	59
D.5. Women's participation and leadership	59
D.6. Gaps and recommendations	59

Appendix E. Country profile: Guyana

E.1. National policies on gender equality, women and girls' empowerment, and GBV	62
E.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	64
E.3. Implementation and practice	65
E.4. Advocacy and knowledge generation	66

E.5	Women's participation and leadership	66
E.6.	Gaps and recommendations	66

Appendix F. Country profile: Jamaica

F.1.	National policies on gender equality, women and girls' empowerment, and GBV	70
F.2.	National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	72
F.3.	Implementation and practice	73
F.4.	Advocacy and knowledge generation	73
F.5.	Women's participation and leadership	74
F.6.	Gaps and recommendations	74

Appendix G. Country profile: Saint Lucia

G.1.	National policies on gender equality, women and girls' empowerment, and GBV	77
G.2.	National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	78
G.3.	Implementation and practice	79
G.4.	Advocacy and knowledge generation	80
G.5.	Women's participation and leadership	80
G.6.	Gaps and recommendations	81

Appendix H. Country profile: Saint Vincent and the Grenadines

H.1.	National policies on gender equality, women and girls' empowerment, and GBV	84
H.2.	National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	85
H.3.	Implementation and practice	86
H.4.	Advocacy and knowledge generation	86
H.5.	Women's participation and leadership	86
H.6.	Gaps and recommendations	87

Appendix I. Country profile: Suriname

I.1.	National policies on gender equality, women and girls' empowerment, and GBV	91
I.2.	National and sector DRM and climate change laws, policies, and plans and the status of their gender integration	92
I.3.	Implementation and practice	93
I.4.	Advocacy and knowledge generation	93
I.5.	Women's participation and leadership	94
I.6.	Gaps and recommendations	94

Appendix J. Select toolkits, guides, and benchmarking resources consulted for the desk review

97

Appendix K. Glossary of Terminology

98

Figures

Figure 1.1. Priority target areas of gender integration into DRM policies and programs.	5
Figure 1.2. Integration of gender into the policy cycle in the DRM context.	6
Figure 2.1. Maternal mortality ratio per 100,000 live births at the country and regional levels.	16
Figure 2.2. Country-level and regional gender gaps in labor force participation.	19
Figure 2.3. Sexual violence in select Caribbean countries with available data.	21

Tables

Table 2.1. GDP per capita and select population indicators at the country and regional levels in 2019.	13
Table 2.2. INFORM Risk Indices related to natural hazards and COVID-19 in 2020.	14
Table 2.3. Educational attainment, vocational education of men and women, and out-of-school rates for primary and secondary education.	15
Table 2.4. Select indicators related to social protection.	18
Table 2.5. Select decision-making indicators at the country and regional levels.	20
Table 3.1. Gender equality policies and plans.	25
Table 3.2. National policies related to GBV and DV.	26
Table 3.3. The number of disaster and climate change policies and plans at the national level that contain specific provisions or mention gender and vulnerable groups, per country.	27
Table A.1. Antigua and Barbuda's key policy documents on gender equality and GBV.	36
Table A.2. Antigua and Barbuda's key policy documents on DRM and gender integration.	37
Table A.3. Gender-related gaps in DRM and recommendations for Antigua and Barbuda.	40
Table B.1. Belize's key policy documents on gender equality and GBV.	43
Table B.2. Belize's key policy documents on DRM and gender integration.	44
Table B.3. Gender-related gaps in DRM and recommendations for Belize.	46
Table C.1. Dominica's key policy documents on gender equality and GBV.	49
Table C.2. Dominica's key policy documents on DRM and gender integration.	50
Table C.3. Gender-related gaps in DRM and recommendations for Dominica.	53
Table D.1. Grenada's key policy documents on gender equality and GBV.	56
Table D.2. Grenada's key policy documents on DRM and gender integration.	57
Table D.3. Gender-related gaps in DRM and recommendations for Grenada.	60
Table E.1. Guyana's key legislation, policies, and plans on gender equality and GBV.	62
Table E.2. Guyana's key policy documents on DRM and gender integration.	64
Table E.3. Gender gaps in DRM and recommendations for Guyana.	67
Table F.1. Jamaica's key policy documents on gender equality and GBV.	70
Table F.2. Jamaica's key policy documents on DRM and gender integration.	72
Table F.3. Gender-related gaps in DRM and recommendations for Jamaica.	75

Table G.1.	Saint Lucia's key policy documents on gender equality and GBV.	77
Table G.2.	Santa Lucia's key policy documents on DRM and gender integration.	78
Table G.3.	Gender-related gaps in DRM and recommendations for Saint Lucia.	81
Table H.1.	Saint Vincent and the Grenadines' key policy documents on gender equality and GBV.	84
Table H.2.	Saint Vincent and the Grenadines' key policy documents on DRM and gender integration.	85
Table H.3.	Gender-related gaps in DRM and recommendations for Saint Vincent and the Grenadines.	87
Table I.1.	Suriname's key policy documents on gender equality and GBV.	91
Table I.2.	Suriname's key policy documents on DRM and gender integration.	92
Table I.3.	Suriname's NAP action by sector.	93
Table I.4.	Gender-related gaps in DRM and recommendations for Suriname.	95

Abbreviations and Acronyms

AIDS	Acquired Immunodeficiency Syndrome
BGA	Bureau of Gender Affairs (Dominica, Jamaica, and Suriname)
BWA	Bureau of Women's Affairs (Jamaica)
CARICOM	Caribbean Community
CCAP	Climate Change Adaptation Policy
CDB	Caribbean Development Bank
CDC	Civil Defence Commission (Guyana)
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women (United Nations)
CRF	Canada Caribbean Resilience Facility
CSO	Civil society organization
DAPD	Dominica Association of People with Disabilities
DGR	Division of Gender Relations (Saint Lucia)
DoE	Department of Environment (Antigua and Barbuda)
DoGA	Directorate of Gender Affairs (Antigua and Barbuda)
DNCW	Dominica National Council of Women
DRM	Disaster risk management
DRR	Disaster risk reduction
DV	Domestic violence
ECLAC	Economic Commission for Latin America and the Caribbean
ECT	Emergency cash transfer
EWS	Early warning system
FAO	Food and Agriculture Organization
GAB	Gender Affairs Bureau (Guyana)
GAD	Gender Affairs Division (Saint Vincent and the Grenadines)
GBV	Gender-based violence
GCF	Green Climate Fund
GEPAP	Gender Equality Policy and Action Plan (Grenada)
GFDRR	Global Facility for Disaster Risk Reduction
GFP	Gender Focal Points
GoAB	Government of Antigua and Barbuda
GoB	Government of Belize
GoCD	Government of the Commonwealth of Dominica
GoG	Government of Grenada
GoGy	Government of Guyana
GoJ	Government of Jamaica
GoS	Government of Suriname
GoSL	Government of Saint Lucia
GoSVG	Government of Saint Vincent and the Grenadines
GNOW	Grenada National Organisation of Women
GWLI	Guyana Women's Leadership Institute
HIV	Human immunodeficiency virus
HVCA	Hazard, Vulnerability, Capacity Assessment
ICT	Information and communication technology
IGAP	Integral Gender Action Plans (Suriname)

ILO	International Labor Organisation
IOM	International Organisation for Migration
IUCN	International Union for the Conservation of Nature
J-CCCP	Japan-Caribbean Climate Change Partnership
LAC	Latin America and the Caribbean
LGBTI	Lesbian, gay, bisexual, transgender or intersex
MAB	Men's Affairs Bureau (Guyana)
NaDMA	National Disaster Management Agency (Grenada)
NAP	National Adaptation Plan
NCCR	National Coordination Center for Disaster Relief (Suriname)
NCW	National Council of Women (Saint Vincent and the Grenadines)
NDC	National Disaster Committee (Jamaica)
NDMO	National Disaster Management Organisation (Saint Lucia)
NEC	National Emergency Council (Saint Vincent and the Grenadines)
NEMO	National Emergency Management Organisation (Belize and Saint Lucia)
NEOC	National Emergency Operations Centre (Guyana)
NEPO	National Emergency Planning Organization (Dominica)
NGESIP	National Gender Equality and Social Inclusion Policy (Guyana)
NGO	Non-governmental organization
NIDRMP	National Integrated Disaster Risk Management Plan and Strategy (Guyana)
NODS	National Office of Disaster Services (Antigua and Barbuda)
NPGE	National Policy for Gender Equality (Jamaica)
NRDS	National Resilience Development Strategy (Dominica)
NWC	National Women's Commission (Belize)
ODM	Office for Disaster Management (Dominica)
ODPEM	Office of Disaster Preparedness and Emergency Management (Jamaica)
OECS	Organization of East Caribbean States
PAHO	Pan American Health Organization
PWDs	Persons with disabilities
SIRF	Sustainable Island Resource Framework Fund
UN	United Nations
UNDP	Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations International Children's Education Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UNITAR	United Nations Institute for Training and Research
UNODC	United Nations Office on Drugs and Crime
VCA	Vulnerability and Capacity Assessment
WAD	Women Across Differences (Guyana)
WHO	World Health Organization



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Executive Summary



Children paint in a shelter a month after Hurricane Irma struck the Caribbean, Antigua and Barbuda. Photo: REUTERS/Shannon Stapleton

Caribbean countries share a number of characteristics which make them vulnerable to external threats, including small populations, limited economies of scale, and undiversified economies. The COVID-19 pandemic through 2020 has added to the severity of consequences for these countries' disaster preparedness and recovery efforts, which can significantly complicate challenges caused by natural or man-made disasters, and disrupt health services and health infrastructure as well as make social distancing more difficult in relief shelters and among people displaced by natural hazards. Strong evidence from around the world has demonstrated that disaster impacts are more devastating for vulnerable populations and disadvantaged groups that comprise women, the poor, the elderly, youth, people with disabilities, and various minority groups. Such evidence underscores the importance of differential gender analysis for an effective disaster planning and recovery, while considering the specific needs of vulnerable populations and disadvantaged groups.

This desk review recognizes the importance of evidence-based approaches to disaster risk management (DRM), and aims at evaluating gender-responsive disaster preparedness and recovery efforts in the nine CFR1 Caribbean countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. The desk review's key objectives include: (i) an assessment of gender gaps and other inequalities, particularly in the context of disaster impacts; (ii) an evaluation of the extent of the integration of gender considerations into disaster and climate change policies at the national and sector levels; and (iii) the development of recommendations for capacity building and technical assistance in gender-responsive disaster preparedness and recovery for each of the nine countries.

The desk review followed the key aspects of the 2016–2023 World Bank Gender Strategy in the assessment of gender gaps at the country level and the associated disaster impacts: human capital endowments, economic opportunities, and voice and agency (World Bank 2016). The desk review utilized a three-stage process in the evaluation of gender integration into disaster risk

management (DRM). During its first stage, the desk review focused on an analysis of national policies on gender equality, women and girls' empowerment, and gender-based violence. At this stage, specific attention spotlighted on the availability of a comprehensive gender policy and national action plan in the CRF countries as well as on new changes in their national laws aimed at removing existing legal disparities. The second stage of the evaluation process focused on an analysis of the countries' DRM and climate change laws, policies, and plans of its gender-specific content and provisions for vulnerable populations and disadvantaged groups. The third stage of the evaluation process involved an analysis of implementation practices, knowledge generation and advocacy efforts, and women's participation and leadership in DRM and climate change programs and initiatives.

The desk review's key findings reveal that women face inequalities in all aspects of their lives, human capital endowments, economic opportunities, and voice and agency. Higher unemployment rates, access to fewer economic opportunities, lower wages, vulnerable employment, and insufficient social support systems result in women's limited access to safety nets compared to men. These inequalities result in more devastating impacts of disasters on women. At the same time, the desk review shows that women as well as other disadvantaged groups are not fully integrated into DRM and climate change efforts in the CRF countries. The CRF countries experience common problems in their efforts to integrate a gender perspective into DRM contain gaps.

- Lack of systematic and consistent gender assessments and gender analysis in most policies, plans, strategies, and programmatic reports about DRM and climate change resilience.
- Lack of systematic and consistent collection of data disaggregated by sex and other key variables of vulnerable groups (age, for example), and limited gender considerations in post-disaster needs assessments, sectoral vulnerability and capacity assessments, hazard analyses, risk assessments, and climate change adaptation plans.
- Limited local research on the connection between gender, the environment, and women and men's health regarding the environment-based industries.

- Limited efforts to integrate child and gender sensitivity into ongoing public programs as well as lack of awareness raising campaigns about the importance of gender-sensitive budgeting.
- Institutional barriers and lack of incentives to increase the number of women in decision-making positions on DRM and climate change.
- Insufficient human and financial resources provided to the countries' national gender divisions to support gender mainstreaming.
- Limited monitoring and evaluation mechanisms to support gender-mainstreaming initiatives and track their progress.
- Lack of evidence-based policies on inclusion of the poor, ethnic minorities, indigent people, people with disabilities, people with HIV or AIDS or both, the poor, and other vulnerable groups in DRM programs and decision-making processes.
- Insufficient discussions on gender equality in policy making, planning, and developing programs on water management, waste management, land management, renewable energy, clean transportation, and other environmental topics. Limited efforts by national governments to build partnerships for DRM and climate change resilience with women's organizations, and other civil society organizations (CSOs) and non-governmental organizations (NGOs) that address critical issues affecting women, children, the elderly, minority groups, and people with disabilities.
- Lack of consideration regarding gender-based violence (GBV) and domestic violence (DV) in DRM policies as well as limited provision of psychosocial and other supportive services to GBV and DV victims and survivors, and insufficient measures for ensuring a safe environment for women, children, and other vulnerable individuals living in shelters.
- Significant gender gaps and other inefficiencies in early warning systems (EWS), and a lack of gender-specific measures.
- Gender disparities in knowledge, attitudes, and behavioral practices toward climate change and limited gender-responsive public information and education campaigns for disaster preparedness and recovery

Overall, the desk review's analysis shows that most disaster-related policies in the Caribbean countries are gender neutral, without considerations of specific needs of men, women, girls, and boys as well as those of the elderly, people living with disabilities, people with AIDS or HIV, and various minorities. The introduction of more gender-balanced approaches to DRM policies would allow the Caribbean countries to address some of their common characteristics such as a significant number of household headed by women because of the absence of male partners, the prevalence of masculinity norms, gender stereotypes and biases, and persistent GBV.

In addition, the desk review's analysis of the existing country reports and country gender assessments reveals that they focus mainly on vulnerabilities of disadvantaged groups, rather than their capacities. Such a one-sided focus does not allow for enhanced community resilience and capacity building for more efficient disaster preparedness and recovery. For example, although in disaster and post-disaster settings, women play their critical roles as volunteers, nurses, and caretakers for the vulnerable and disabled at the household and community levels, these important roles and many other functions of women are often invisible in the country reports and country gender assessments. The desk review offers a set of recommendations to address the identified gaps for national governments and internal stakeholders in the private and non-profit sectors. Each country profile contains a list of the most severe gender gaps in DRM and the related recommendations in the following eight critical areas: (i) legislation, policies, and plans; (ii) sex-disaggregated data and gender-specific research, (iii) GBV; (iv) institutional strengthening, (v) advocacy and education, (vi) partnerships in DRM, (vii) social inclusion; and (viii) women's participation and leadership in DRM and climate change activities. In its conclusion, the desk review also points to the necessity of several supportive activities in such critical areas as analytics, training, and knowledge management as well as monitoring and evaluation operations. These supportive activities aim at accelerating gender integration into DRM and climate change resilience in the Caribbean countries.

The desk review aims to inform of the CRF activities and operations in its efforts to support more effective and

coordinated gender-informed and disability-inclusive climate-resilient preparedness and recovery in the CRF countries. The desk review also targets national policy makers who face the challenge of addressing the COVID-19 pandemic, while simultaneously preparing for an increase in natural hazards caused by climate change. Finally, the report will be of interest to development practitioners and various women's organizations, CSOs, and NGOs that address critical issues for disadvantaged groups and vulnerable populations. As the desk review shows, the development of gender-responsive disaster and climate change policies is more successful if it is based on an inclusive participatory process and consultations with a wide range of stakeholders.

Notes

Caribbean Resilience Facility was established in 2019, with funding from the Canadian Government, to achieve more effective and coordinated gender-informed and disability-inclusive climate-resilient preparedness, recovery, and public financial management practices in CRF countries Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname.

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People leave a school used as a shelter after Hurricane Earl, Belize City, Belize. Photo: REUTERS/Henry Romero

Introduction

1.1. The importance and objectives of the desk review

DRM is critically important for resilient development. The gendered nature of disasters and their gender-specific impacts are well documented in the DRM literature. Multiple studies show that genders experience disasters differently, with women and vulnerable populations being more susceptible to their devastating impacts on account of a multitude of pre-existing inequalities and gender gaps in access to health, social protection, education, productive resources, economic opportunities, and voice and agency (ECLAC 2004, ECLAC, UNIFEM, and UNDP 2005, Enarson and Morrow 1998, Insurance Development Forum 2020, Neumayer and Plümper 2007; Nour 2011, Joseph–Brown and Tuiloma–Sua 2012, and UNISDR 2009). Moreover, disasters and climate change-related hazards further exacerbate the already existing inequalities and gender gaps, often resulting in new forms of discrimination and an increase in inequality (Ferris et al. 2013; Hallegatte et al. 2020). This trend manifests itself in a reinforcing loop, where a higher level of vulnerability of women and other disadvantaged groups transforms exogenous hazards to more devastating disaster impacts for these groups, that in turn, further increases their vulnerability to disasters and climate change-related hazards.

Consideration of gender-specific needs, skills, vulnerabilities, and capabilities is, therefore, essential for inclusive and gender-responsive DRM. Women play crucial roles in DRM due to their unique experiences, and make their valuable contributions to climate risk reduction. They are primarily responsible for taking care of children, the elderly, and the disabled as well as for such duties as providing safe spaces for victims of violence, hosting displaced families, and meeting broader community needs in their capacity as volunteers and nurses (Joseph–Brown and Tuiloma–Sua 2012). Yet, often these critical roles are not fully recognized because women themselves “are largely marginalized in the development of DRR policy and decision-making processes and their voices go unheard” (UNISDR, UNDP, and IUCN 2009). A wide consensus prevails among the international community regarding the necessity to integrate gender considerations into disaster risk management and climate change policies and decision making. For example, international frameworks such as the Hyogo Framework

on Disaster Risk Reduction 2005–2015 (UNISDR 2005) and the Sendai Framework for Disaster Risk Reduction 2015–2030 (UNISDR 2015) prioritize gender-responsive DRM, and require to incorporate gender perspectives in relevant policies, strategies, and plans at all levels.

Given the vulnerability of Caribbean countries to the increasing risk of disasters and climate change-related hazards, effective and efficient disaster risk management policies remain at the top of the public agenda at the national and regional levels. However, despite the importance of gender-responsive DRM, several studies provide evidence that many Caribbean countries are lagging behind on the integration of gender into disaster preparedness and recovery efforts (Dunn 2013, Mendoza 2019, and UNDP 2009). For instance, a research project, “Enhancing Gender Visibility in Disaster Risk Management and Climate Change in the Caribbean” conducted in five selected Caribbean countries, lists among its key findings: (i) limited awareness of gender differences in disaster impacts; (ii) lack of integration of national gender machineries into disaster planning; (iii) limited participation of civil society; and (iv) lack of policies for gender mainstreaming in DRM programs and strategies (UNDP 2009). Similarly, studies of gendered effects of climate change in the Caribbean region distinguish the lack of gender mainstreaming in the context of disasters and climate change resilience as one of the major challenges to sustainable development and gender equality in the Caribbean (Kerr 2013; Small 2013).

The Caribbean Regional Comprehensive Disaster Management (CDM) Strategy and Results Framework 2014–2024, developed by the Caribbean Disaster Emergency Management Agency (CDEMA) to address these issues, calls for the development and implementation of national and regional policies and programs aimed at the integration of gender in various aspects of DRM (CDEMA 2014). Specifically, the framework states that gender mainstreaming in DRM should entail “the assessment of the differences in vulnerabilities between women and men, girls and boys, and how these vulnerabilities should be taken into account in the design of policies, strategies and programs aimed at safeguarding our populations in the face of the negative effects of disasters and in the recovery and reconstruction thereafter” (CDEMA 2014 The

CDEMA Regional CDM Strategy encourages participating countries—Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines, and Suriname—to make gender-specific concerns and experiences of the role of women and men as agents of change in the policy-making area an integral part of the design, adoption, implementation, monitoring, and evaluation of disaster-related policies (ibid.).

The CRF intends to build their capacity on DRM's technical aspects in close collaboration with CDEMA as well as with relevant national organizations in charge of DRM in the CRF countries. It recognizes that gender-responsive institutional and technical approaches are crucial for more effective gender-responsive national disaster preparedness and resilient recovery. The CRF has adopted an evidence-based approach, to identify key operational, analytical, and capacity building activities in the nine countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. The CRF will conduct a gender gap assessment of priority sectors in each of the nine countries to determine the gender-differentiated impacts of disasters, and assess the level of the integration of gender considerations into preparedness and resilient recovery at the sector level. The assessments will identify bottlenecks, gaps, and challenges to effective gender-responsive disaster preparedness and recovery activities in the key sectors most impacted by climate change and disasters. It will also inform CRF operational, training, and analytical activities to ensure national approaches to disaster preparedness and recovery are more gender responsive.

- The CRF conducted this desk review as foundational gender gap assessments to understand the gender dimensions of disaster preparedness and resilient recovery in the nine CRF countries. Understand existing national-level disaster preparedness and recovery efforts better in each of the nine countries, and the extent to which they integrate gender equality and women and girls' empowerment;
- Identify gaps and needs for gender integration in policies, analysis, and capacities; and
- Generate findings and recommendations for technical assistance and capacity-building activities in preparedness and recovery for each of the nine countries.

The desk review contributes to the existing DRM and climate change literature by providing a systematic analysis of the extent of gender integration in disaster preparedness and recovery efforts at the levels of policies, institutions, and interventions in Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname.

1.2. The desk review's conceptual framework

This desk review uses the conceptual framework of the World Bank Group Gender Strategy 2016–2023 and the Global Facility for Disaster Risk Reduction's (GFDRR) Gender Action Plan 2016–2021 to analyze gender equality and women and girls' empowerment for resilience strengthening. The framework is organized around three interrelated pillars: (i) human capital endowments, particularly health, education, and social protection; (ii) economic opportunity, defined as participation in economic activities and access to productive assets; and (iii) voice and agency, understood as freedom from violence and the ability to participate in decision making, and influence political processes and governance mechanisms (GFDRR 2016). The World Bank Group Gender Strategy builds on the evidence base and conceptual framework of the 2012 World Development Report on *Gender Equality and Development* (World Bank 2011). It identifies climate change and DRM as emerging areas that require bringing a gender lens to resilience and developing gender-smart solutions to climate change. This approach helps identify key issues, gaps, challenges, opportunities, and potential areas of intervention to narrow those gaps. The conceptual framework aligns with the Sendai Framework for Disaster Risk Reduction 2015–2030, which states among its principles that DRR requires a gender, age, disability, and cultural perspective in all policies (UNISDR 2015).

In addition, integrating gender into DRM in small island developing states (SIDS) is supported by the Hyogo Framework for Action (UNISDR 2005), according to which a gender perspective should be integrated into all DRM policies, plans, and decision-making processes, including those on risk assessment, early warning, information management,

and education and training. According to the Sendai Framework for Disaster Risk Reduction 2015–2030, “disaster-prone developing countries, especially the least developed countries and SIDS, warrant particular attention in view of their higher vulnerability and risk levels, which often greatly exceed their capacity to respond to and recover from disasters” (UNISDR 2015). Finally, this framework is supported by the Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction adopted at the International Conference on Gender and Disaster Risk Reduction, which has set nine goals (Aguilar 2009).

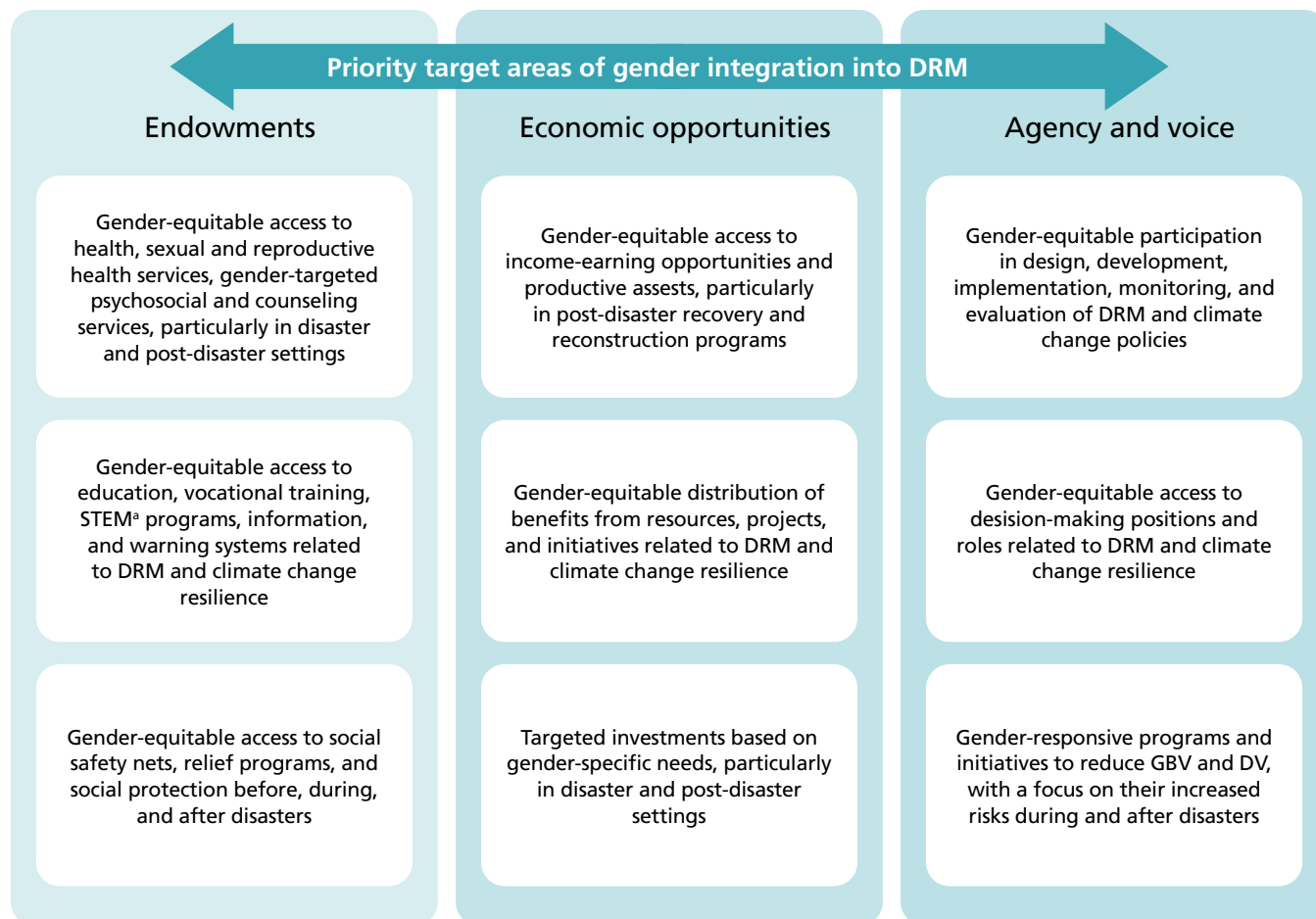
- Increase political commitment to gender analysis and gender mainstreaming through enhanced cooperation and collaboration between ministries responsible for disaster risk reduction, climate change, poverty reduction, and gender issues, with the participation of civil society.
- Develop and review national policies, relevant laws, strategies, plans, and budgets and take immediate action to mainstream gender into national development policies, planning, and programs.
- Foster the links between disaster risk reduction and climate change adaptation from a gender perspective through policy and administrative measures.
- Collect gender-specific data and statistics on the impact of disasters, carry out gender-sensitive vulnerability, risk and capacity assessments, and develop gender sensitive-indicators to monitor and measure progress.
- Increase awareness of the public and media on the gender-sensitive vulnerabilities and capacities in disasters and gender-specific needs and concerns in disaster risk reduction and management.
- Support research institutions to study the cost benefit and efficiency of gender-sensitive policies and programs in disaster risk reduction, climate change adaptation and poverty reduction.
- Secure the actual application of disaster risk assessments as part of development policy making and program formulation to prevent disasters from making the poor even poorer.
- Improve and mainstream a gender perspective and equal participation between men and women in the coordination of disaster preparedness, humanitarian

response, and recovery through capacity building and training.

- Build and enhance the capacities of professional organizations, communities, and pertinent national and local institutions to enable gender mainstreaming into all development sectors.

Based on these international frameworks, the World Bank Group Gender Strategy 2016–2023, and the GFDDR’s Gender Action Plan 2016–2021, the desk review identifies key priority target areas of gender integration into disaster and climate change-related policies, strategies, and programs in accordance with the three pillars of gender equality: endowments, economic opportunities, and agency and voice. The priority target areas of gender are schematically integrated into DRM policies and programs (figure 1.1). It is necessary to note that the three pillars of gender equality and the corresponding priority target areas are interrelated and interdependent. Inequalities in exposure and sensitivity to disaster-related and climate change risks, combined with inequalities in access to health, social protection, education, economic opportunities, and decision-making capabilities, systematically disadvantage women, and make them more vulnerable to the impact of disasters and climate change hazards.

To illustrate, gender-equitable access to education, vocational training, and STEM1 programs in DRM and climate change resilience allows women and other disadvantaged groups to: improve their access to income-earning opportunities; improve their participation in disaster recovery and reconstruction programs; and increase their chances to be selected for important decision-making positions. Improved income-earning opportunities for women and other vulnerable groups, in turn, enhance their safety nets in case of emergencies and disaster situations. Furthermore, improved safety nets of women and disadvantaged groups make them less vulnerable to different forms of exploitation, including sexual abuse for food, shelter, and even security during disasters and in post-disaster settings. A multitude of other connections between the three pillars of gender equality in the DRM context imply the necessity to analyze the integration of gender into disaster preparedness and recovery efforts in a broader context of gender gaps and

Figure 1.1. Priority target areas of gender integration into DRM policies and programs.

Source: Original diagram for this publication. World Bank 2020.

^a STEM - Science, Technology, Engineering and Mathematics

inequalities that already exist in labor markets, formal and informal institutions, and within households.

Critical elements that integrate gender into the DRM policy-making process are gender gap measurements and specific data collection relevant to the three pillars of gender equality. According to the desk review's conceptual framework, gender-differentiated impacts of disasters are seen as the output of a reinforcing loop. A higher level of vulnerability of women and other disadvantaged groups due to pre-existing gaps in access to endowments, economic opportunities, and decision making translates into more devastating disaster impacts for these groups, which, in turn, negatively impacts their human capital endowments, economic opportunities, and agency. The compounding effects, therefore, further increase their vulnerability to disasters, creating a reinforcing loop. It

is imperative to achieve and maintain gender-equitable involvement and participation in DRM as well as in its policy-making process to break the debilitating grip of the vicious loop.

The policy cycle that integrates gender in DRM involves five stages: (i) problem identification and agenda setting; (ii) policy formulation and design; (iii) policy adoption; (iv) policy implementation; and (v) policy evaluation. Importantly, an effective policy-making process should be based on gender-equitable involvement and participation in all stages of the policy cycle (figure 1.2).

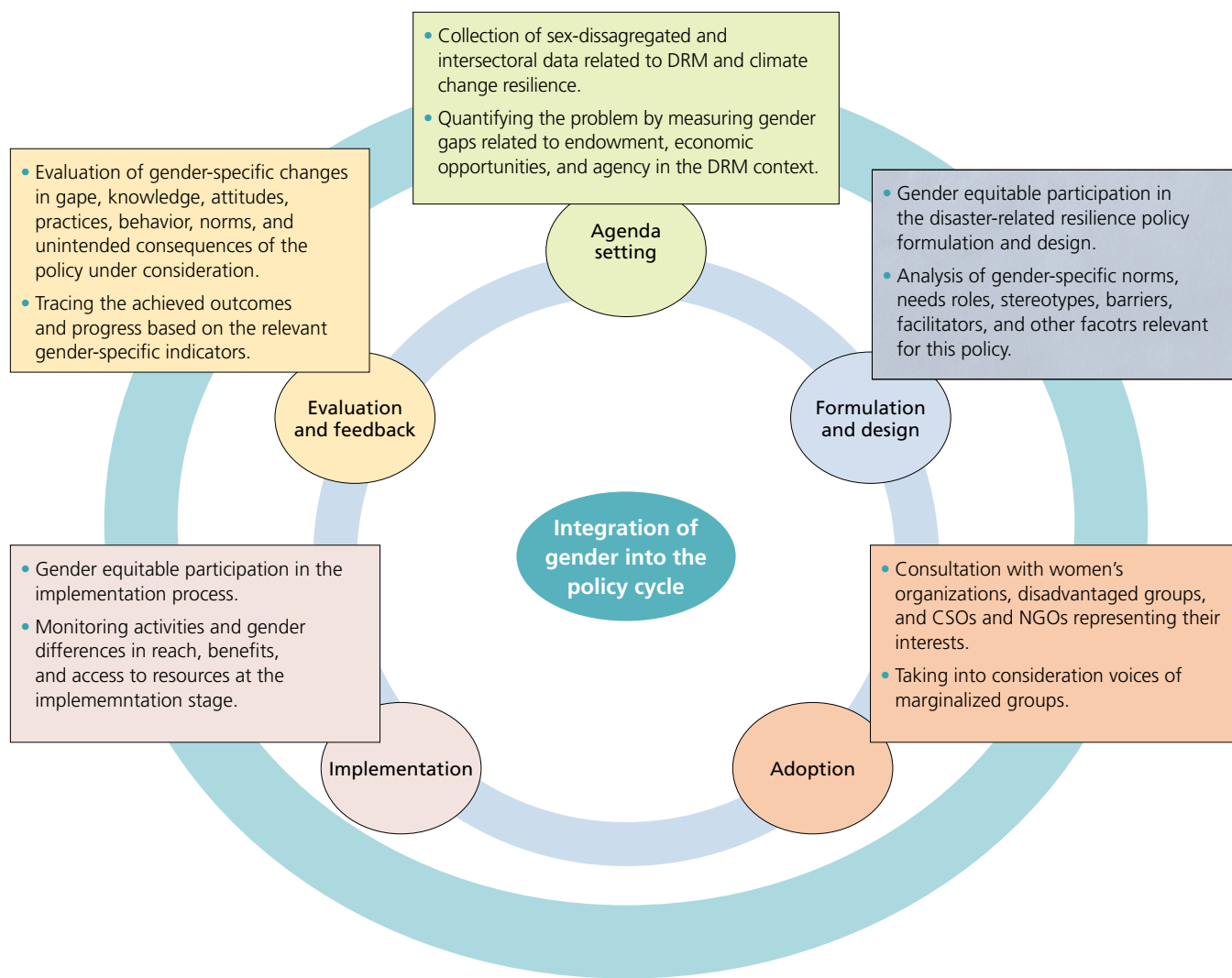
The desk review pays particular attention not only to gender vulnerabilities and gaps associated with gender-specific disaster impacts, but also to women's participation and leadership roles in the policy-making process and

implementation of programs in DRM and climate change resilience. The latter perspective underlines critical roles of women as agents of change searching for solutions to new challenges related to ever-increasing risks of disasters and climate change hazards. This approach to the conceptualization of gender-responsive DRM to gender gaps and capabilities helps assess the extent of gender integration into disaster preparedness and recovery efforts more effectively in the nine CRF countries at the levels of policies, programs, and institutions. The integrated conceptual framework defines the structure of this desk review.

1.3. Structure of the desk review

The desk review pays special attention to an analysis of sophisticated interconnections and links between gender gaps connected to endowments, economic opportunities, voice and agency, and gender inequalities in the DRM and climate change contexts, with a view to helping both practitioners and policy makers better target various types of discrimination. The desk review contributes to the existing literature on gender-responsive DRM policies and practices; it explores gender integration in national-level disaster preparedness and

Figure 1.2. Integration of gender into the policy cycle in the DRM context.



Source: Original diagram for this publication. World Bank 2020.

recovery efforts in each of the nine CRF countries, with particular attention to interactions between gender inequalities in the policy-making process and in the implementation of relevant programs and initiatives. An analysis of gaps in DRM policies helps develop country-specific policy recommendations aimed at creating a more enabling environment for gender-equitable involvement in policy making and in diminishing gender gaps in priority target areas of gender integration into DRM. Structurally, the report contains four sections.

Part 1 introduces the desk study's objectives and its conceptual framework. This part draws on the conceptual framework and describes the desk review's methodology developed for the evaluation of gender integration into DRM in the CRF countries. It also identifies the scope of the desk review and its key limitations that point to some of the future directions for further research efforts in this area.

Part 2 presents an analysis and quantification of gender gaps at the country and regional levels to give an overview of the identified barriers to gender equality and women and girls' empowerment in the Caribbean. Part 2 sets the necessary context for Part 3 that contains the desk review's original research of gender integration into disaster and climate change policies and programs. It identifies links between endowments, economic opportunities, and agency and voice, on the one hand, and gender-specific impacts of disasters, on the other hand. Part 2 provides multiple examples and vivid illustrations how the pre-existing gender gaps linked to endowments, economic opportunities, and voice and agency result in women and other vulnerable groups' limited access to safety nets, making them more vulnerable in disaster situations, and less prepared to counteract such devastating impacts on their lives. Part 2 describes both general challenges faced by women before, during and after disasters across this region based on the available statistics and literature review, and specific barriers to gender equality at the country level. Where possible, regional data are provided to illustrate larger trends evident in cross-country comparisons about gender disparities and discrimination.

Part 3 explores the integration of gender equality and women and girls' empowerment in disaster

preparedness and recovery efforts in the nine CRF countries. Part 3 focuses on an analysis of national policies on gender equality, DRM, and climate change, with specific attention to changes in national laws and action plans that affect existing legal disparities and gender gaps in endowments, economic opportunities, and agency identified in Part 2. The analysis also covers other vulnerable groups apart from women such as children, youth, the elderly, persons with disabilities, and various minority groups. The original contribution of this section to the existing literature can be attributed to a systematic analysis of the extent of gender integration into DRM and climate change resilience at the levels of policies, institutions, and programs in the CRF countries.

Part 4 of the desk review summarizes major findings that emerge from the analyzed disaster and climate change policies and their gender-specific content as well as their implementation and policy interventions that address various gender dimensions of DRM and climate change resilience. It is designed to promote evidence-based policy making and the development of innovative solutions to support gender integration into disaster preparedness and recovery efforts in the Caribbean. This section provides a set of key priority areas for action and recommendations "to ensure that DRM investments go beyond 'gender screening' towards specific actions and outcomes that address the gender dimensions of disaster preparedness and recovery, and empower women and girls for broader resilience strengthening" (GFDRR 2016). This section also describes knowledge gaps that still remain in this area, and identifies potential directions for further research to fill these gaps.

1.4. The scope, methodology, and limitations

The scope of the desk review is limited to the evaluation of gender-responsive disaster preparedness and recovery efforts in the CRF countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. This evaluation is primarily based on qualitative data related to national gender, GBV, DRM, and climate change policies. However, the desk review also utilized quantitative data

to assess gender gaps at the country level derived from existing databases such as the World Bank's Gender Data Portal, the World Development Indicators, the Women, Business and the Law database, the United Nations Survey of Crime Trends, the INFORM Index database, the UNESCO Institute for Statistics database, and the database on Global Educational Attainment developed by the Institute for Health Metrics and Evaluation. Apart from gender-specific country indicators, the desk review included regional and sub-regional indicators for comparative analysis.

The evaluation of gender integration into DRM in the CRF countries was based on a three-stage process. During its first stage, the desk review focused on an analysis of national policies on gender equality, women and girls' empowerment, and GBV. At this stage, specific attention was paid to the availability of a comprehensive gender policy and national plan of action in the countries under consideration as well as changes in their national laws and action plans aimed at removing existing legal disparities. The analysis also covered other vulnerable groups, apart from women, such as children, youth, the elderly, persons with disabilities, and various minority groups.

- The second stage of the evaluation process focused on an analysis of the countries' DRM and climate change laws, policies, and plans on a very wide range of characteristics.
- The scope and focus of the policy;
- The involvement of women, women's organizations, and representatives of various vulnerable groups in the policy development;
- The quality and quantity of gender considerations in the policy document, including policy goals and objectives of women and vulnerable groups (e.g., youth, the elderly, persons with disabilities, indigenous people, ethnical minorities, and people with HIV or AIDS); and
- Inclusion of gender-specific policy outcomes, strategies, actions, and indicators, with a focus on the quality and depth of their integration with gender policies.

These characteristics were applied to DRM and climate change policy documents at the national and sector levels.

Coverage of gender-specific topics varied significantly among the countries under consideration and their responsible agencies. In most cases, policy documents did not include gender-specific policy outcomes and indicators for their implementation assessments or provide any little detail about the relevant strategies and actions to achieve gender-specific goals.

The third stage of the evaluation process involved an analysis of implementation practices, knowledge generation and advocacy efforts, and of women's participation and leadership in DRM and climate change programs and initiatives at the country level. This stage of the evaluation was based on an analytical review of recent reports on DRR and country gender assessments by international organizations, multilateral agencies, committees, and financial institutions, including the UNICEF, UN Women, the UN ECLAC, the Committee on the Elimination of Discrimination against Women, the UNDP, the Caribbean Development Bank, the Inter-American Development Bank, the International Monetary Fund, the World Bank Group and its Global Facility for Disaster Reduction and Recovery, among other entities. In addition, the evaluation included official reports by the national disaster management organizations and other public agencies, evaluations of multihazard EWS conducted under the guidance of CDEMA, the knowledge, attitudes and practices (KAP) surveys on climate change commissioned by the UNDP through the Japan-Caribbean Climate Change Partnership, and program reports by various regional organizations, environmental funds, and international donors.

A key limitation of this desk review is the absence of systematic and consistent data collection on disaster impacts disaggregated by sex and other variables linked to vulnerable groups in the CRF countries. In addition, only a small portion of the analyzed studies and reports on DRM and climate change contain sex-disaggregated results. For example, among the KAP surveys on climate change included in this desk review, only one survey in Saint Lucia contained sex-disaggregated results (Severin and Jacobs Small 2016). Another limitation concerns lack of data on the number of women in decision-making positions in DRM and on the number of women's organizations active in the climate change policy making.

In addition, most qualitative studies and quantitative data in the Caribbean countries featured in this desk review focus on homogenous demographic groups represented by women, the elderly, children, with a lack of consideration of their intersectional vulnerabilities. This problem, however, is not limited to this region, but is also observed at the global level. For instance, a study produced by UN Women's Disaster Risk Reduction and Resilience Team found "data gaps excluding marginalized groups were apparent in all data sets, including at census level, meaning marginalized groups were often invisible in analysis, policy, and practice" (Brown et al. 2019). The lack of sex-disaggregated and intersectional quantitative data in the DRM and climate change areas significantly limits the understanding of the issues surrounding the integration of gender considerations into disaster preparedness and recovery efforts.

The final limitation of this desk review is attributed to COVID-19 policies. This desk review recognizes that the global pandemic has severely and adversely affected disaster preparedness and recovery in the Caribbean countries, and includes the COVID-19 Risk Index in the countries' disaster profiles. However, due to the limited scope of the research, the desk review does not include an analysis of national COVID-19 policies and guidelines in the CRF countries.

Notes

STEM is a curriculum based on the idea of educating students in four specific disciplines – science, technology, engineering and mathematics – in an interdisciplinary and applied approach.

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Cook and waitress at the Seabird Cafe, Soufriere, Dominica. Photo: George H.H. Huey/Alamy Stock Photo.

Gender gaps at the country and regional levels and the associated disaster impacts

This section addresses the population and disaster risk profiles of Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname, followed by an analysis of their gender gaps related to human capital endowments, economic opportunities, and voice and agency as well as the associated disaster impacts.

Key findings

- Women in the CRF countries experience various gaps in access to health, social protection, vocational and technical education, productive resources, economic opportunities, and voice and agency, all of which are associated with their increased vulnerability to disasters and climate change hazards.
- Although indicators for educational attainment—measured as the number of years of education—are almost the same for men and women in the CRF countries, a significant gender gap persists at the level of technical and vocational programs that might prevent women from improving their access to income-earning opportunities, particularly in the recovery and reconstruction programs in post-disaster settings.
- Among health indicators, maternal mortality rates present an area of particular concern, with five countries—Guyana, Suriname, Saint Lucia, Dominica, and Jamaica—demonstrating higher maternal mortality rates than a regional level. At the same time, strong evidence shows that in resource-poor nations, disasters make women more vulnerable to reproductive and sexual health problems, suggesting the necessity to include women’s health as a critical component of disaster relief programs.
- An analysis of social indicators in the CRF countries demonstrates various gender gaps in social protection, all of which make women more vulnerable to disaster impacts due to their lower safety nets compared to men.
- Women’s domestic burdens and their primary responsibility for the well-being of their families limit their economic opportunities and increase burdens imposed on them in disaster situations.
- Higher unemployment rates, access to fewer economic opportunities, lower wages, vulnerable employment, and insufficient social support systems for domestic workers result in women’s limited access to safety nets compared to men, making them more vulnerable in disaster situations.
- Although there are no exact statistics about the number of women in DRM and climate change-related decision-making positions, a general trend, based on the number of women in national parliaments, and ministerial and managerial positions, points to significant decision-making gender gaps, with Belize and Saint Vincent and the Grenadines demonstrating the worst results.
- Country reports from the CRF countries provide evidence of persistent violence due to inadequate protection measures for GBV victims, limited responsive care, treatment, psychosocial and other supportive services, and sub-culturally institutionalized violent practices. Importantly, the trend exacerbates during disasters and in post-disaster settings.
- A lack of focus prevails with men and boys’ vulnerability and capacity analyses, compounded by limited efforts to engage men and boys adequately as allies to achieve gender equality in disaster preparedness and recovery.

2.1. Population and disaster risk profiles of the Caribbean countries

Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname share a number of characteristics that make them vulnerable to external threats, including small populations, limited economies of scale, and undiversified economies. Table 2.1 shows GDP per capita and select population indicators in the nine countries under consideration.

The GDP per capita in these countries varies significantly from US\$4,815 in Belize to US\$17,790 in Antigua and Barbuda; and only three countries (Antigua and Barbuda, Grenada, and Saint Lucia) have GDP per capita above

the regional and sub-regional levels (World Bank n.d.). Overall, women, children, and the elderly represent a significant proportion of the vulnerable populations in disaster situations.

INFORM, a multi-stakeholder forum for developing quantitative analysis of crises and disasters calculated the risk indicators of 2020 from various natural hazards—earthquakes, floods, tsunamis, tropical cyclones, drought, and epidemics. INFORM risk indicators use a scale of 0 to 10, with the lowest score of 0 and the highest score of 10. The COVID-19 Risk Index was included because the pandemic can significantly complicate challenges caused by disasters such as power outages, blocking roads, disrupting emergency services, and closures of stores and pharmacies, among other negative impacts (table 2.2).

Table 2.1. GDP per capita and select population indicators at the country and regional levels in 2019.

Country	GDP per capita, (current US\$)	Population total	Proportion of female population	Population, ages 0–14, (% of total population)	Girls, ages 0–14 (% of female population)	Boys, ages 0–14 (% of male population)	Population, ages 65 and above (% of total population)
Antigua and Barbuda	17,790	97,118	51.8	22.0	20.9	23.1	9.1
Belize	4,815	390,353	50.2	29.7	29.1	30.3	4.9
Dominica	8,300	71,808	49.1	...	...	...	...
Grenada	10,966	112,003	49.6	23.7	23.3	24.1	9.7
Guyana	5,468	782,766	49.8	27.9	27.4	28.4	6.7
Jamaica	5,582	2,948,279	50.4	23.5	22.9	24.2	8.9
Saint Lucia	11,611	182,790	50.8	18.2	17.7	18.7	10.0
St. Vincent and the Grenadines	7,464	110,589	49.3	22.2	22.3	22.1	9.7
Suriname	6,855	581,372	49.7	26.9	26.1	27.7	7.0
Caribbean small states	10,308	7,401,381	50.4	23.5	22.8	24.1	9.0
Latin America and Caribbean	8,847	646,430,841	50.8	24.2	23.3	25.1	8.7

Source: World Development Indicators (database), World Bank, Washington, D.C., <https://databank.worldbank.org/source/world-development-indicators>.

Note: No data is indicated as ...

Table 2.2. INFORM Risk Indices related to natural hazards and COVID-19 in 2020.

Country	Earthquake	Flood	Tsunami	Tropical Cyclone	Drought	Epidemic	Natural hazards	COVID-19 risk	INFORM risk
Antigua and Barbuda	5.2	0.1	0	8.4	0	3.5	3.7	3.6	2.4
Belize	2.4	8.4	5.3	7.2	1	4.6	5.4	3.8	3.7
Dominica	4	0.1	8.5	7.6	0	3.8	4.9	4.2	3.4
Grenada	3.5	0.1	0	1.7	0.5	3.6	1.7	3.6	1.8
Guyana	0.1	4.8	6.7	0	4.2	5.2	3.9	3.7	3.3
Jamaica	9.1	3.1	0	7.2	2.4	5.2	5.4	4.1	3.1
Saint Lucia	4.3	0.1	0	4.7	0.5	4.5	2.6	3.9	2.3
St. Vincent and the Grenadines	5.1	0.1	0	4.3	0.5	4.1	2.6	4.1	2
Suriname	0.1	8.6	3.2	0	1.5	5.2	3.9	3.6	3.2

Source: The data for this table were derived from INFORM 2020 (database). <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Results-and-data/moduleId/1782/id/386/controller/Admin/action/Results>

Note: Red cells demonstrate those countries whose indicators are assigned to a high- or very high-risk group; yellow cells mean a medium-risk group; and green cells represent countries belonging to a very low- or low-risk group in the INFORM Database (2020).

All nine countries are located within the medium-risk group for COVID-19. This suggests that COVID-19 might have severe consequences for the countries' disaster preparedness and recovery efforts, disrupting health services and health infrastructure as well as making social distancing more difficult in shelters and among people displaced by natural hazards. Consequently, shelter managers and public health professionals need to develop and implement special measures to reduce the possible spread of COVID-19 among disaster survivors who seek safety in shelters.

The total INFORM Risk Index comprises three components: natural and human hazards, vulnerability (vulnerable groups with limited access to social protection and health care), and lack of coping capacity at the country level. Three countries, Belize, Dominica, and Suriname have higher INFORM risk indices (located within the medium-risk group), compared to the other six countries in the low-risk group (table 2.2). In Belize, Dominica, and Suriname disaster impacts might be more devastating for vulnerable populations, compared to other countries with lower risk indicators. The desk review will focus on women as one of the largest vulnerable groups to demonstrate how existing inequalities are exacerbated during emergency situations, resulting in more burdensome impacts of disasters on vulnerable people.

2.2. Gender gaps related to human capital endowments and the associated disaster impacts

2.2.1. Gender gaps in access to education and the associated disaster impacts

Understanding gender gaps in access to education is important when designing gender-responsive disaster preparedness and recovery policies and programs. In Latin America and the Caribbean (LAC), one-third of the population does not have access to education (Bliss 2009). According to data collected by the Caribbean Development Bank, 25 percent of the region's children—mainly those from poor, rural, and vulnerable families—do not have access to education during critical developmental years (CARICOM 2018). Strong gender disparities within indigenous communities also exist between men and women in access to education (World Bank 2020a).

While gender parity in education is on track throughout much of the Caribbean, inequalities persist in the education sector. Indicators for educational attainment measured as the number of years of education (mean) are almost the same for men and women in the CRF countries (table 2.3). However, at the level of technical and vocational programs, men's enrollment is significantly higher compared to women's enrollment in these countries (UNESCO n.d.).

Table 2.3. Educational attainment, vocational education of men and women, and out-of-school rates for primary and secondary education.

Country	Years of education of men aged 25+ (mean), 2015		Proportion of persons aged 15-24 enrolled in vocational training (%); 2018 or the latest year available		Out-of-school rate for primary and secondary education (%); 2018 or the latest available
	Female	Male	Female	Male	Total
Antigua and Barbuda	13.8	12.7	1.24	2.26	2.9
Belize	8.8	9.0	2.44	3.33	10.2
Dominica	11.0	10.4	...	...	4.03
Grenada	8.8	8.9	1.08	2.06	...
Guyana	9.8	9.8	1.16	1.25	...
Jamaica	10.9	10.3	...	...	17.9
Saint Lucia	10.5	10.0	0.14	0.64	7.8
St. Vincent and the Grenadines	8.6	8.7	...	...	4.6
Suriname	2.9	3.8	17.1	19.73	18.1
Caribbean Small Island states	8.8	9.2	...	...	...
Latin America and Caribbean	8.1	8.2	6.73	6.50	9.5

Sources: Institute for Health Metrics and Evaluation 2017; UNESCO Institute for Statistics (database), <http://data.uis.unesco.org/>

Note: No data is indicated as ...

In Latin America and the Caribbean, one significant success is the achievement of parity in primary school enrollment (UNESCO n.d.). Secondary school enrollment is still far from universal, with the gap in most countries (ibid.), paradoxically, affecting boys rather than girls. Similarly, in tertiary education, it is notable that a greater proportion of women enroll than men (World Bank 2020a). The higher educational achievements of girls, however, do not yet translate to a higher participation in the labor market and in closing of the wage gap (CBD 2015b), exacerbating their vulnerability in disasters.

In many parts of the world, it is the girls and women who are denied access to basic education. In the Caribbean, however, it is men and boys who have fallen behind, with higher out-of-school rates as well as under achievement and under participation of the boys, particularly at the higher levels of the education systems that take highly visible forms of male unemployment, “liming on the block”¹, violence, and crime (CDB 2016b). Challenges are not limited to boys, as girls also drop out because of teenage pregnancy, and later encounter problems re-entering the formal education and training system. These issues are compounded by gender stereotyping in subject selection, particularly in skills development programs, and inadequate gender sensitization of managers and teachers

(ibid.). This trend is behind occupational segregation and gender wage gaps in the labor market (ibid.), contributing to women’s vulnerability before and after a disaster. However, out-of-school rates differ significantly among the CRF countries under consideration.

Equal access to education for all genders can contribute positively to reducing vulnerability and enabling greater adaptive capacity to disasters in the short- and long-term through direct and indirect ways. Formal education and training help individuals acquire knowledge, skills, and competencies that will immediately improve their adaptive capacity in the face of disasters, for instance, through better understanding of warnings, preparations, and responses. Further, with additional socio-economic resources, applied education translates into enhanced adaptive capacity because society is much better organized, better resourced, and more efficient when dealing with and recovering from such disasters (Muttarak and Lutz 2014).

Given that disasters affect populations involved in every level of education, during the preparedness phase, basic government services should focus on fully activating the vision of “building back better”. The government should take leadership roles regarding strategies to secure access

to education for all children and young adults. When the education sector is poorly prepared to recover quickly from a disaster, the impact on children and young people can be severe. Some disruptive consequences are child marriage and pregnancy, trafficking and labor exploitation, and permanent drop out from the educational system. For these and other reasons, it is paramount that national governments respond quickly to restore provision of education in the aftermath of a disaster. The longer-term goal should be to rebuild the system to prepare better for and mitigate against known vulnerabilities and hazards (GFDRR 2019).

Education responses must also address needs through a whole-of-sector approach. Consideration of each education sub-sector is required at every phase of recovery, response and preparedness. This includes early childhood care and development, and primary, secondary, non-formal, and tertiary education (GFDRR 2019). Each education sub-sector presents important opportunities to empower people and enhance human and societal capacity by reducing vulnerability and strengthening adaptive capacity (Frankenberg et al. 2013).

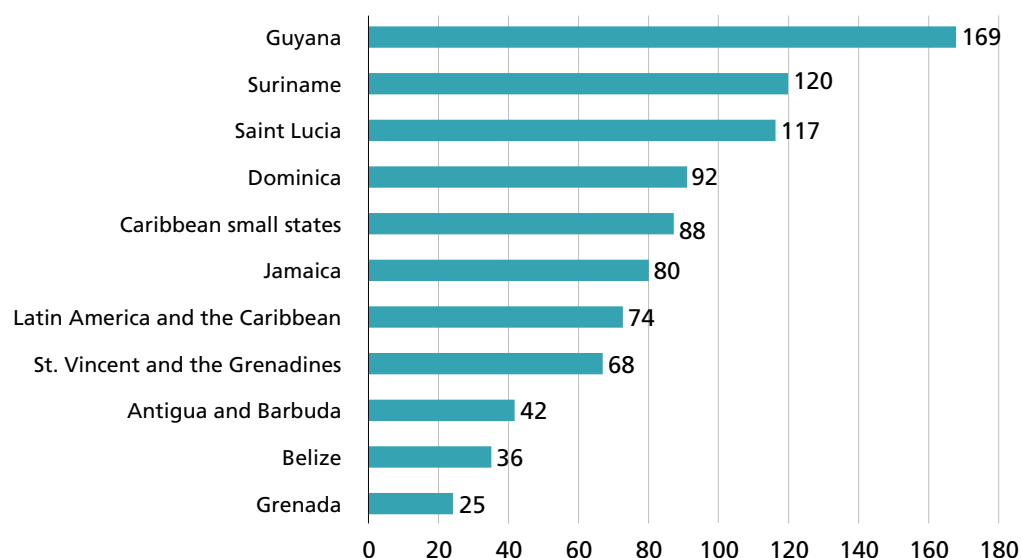
2.2.2. Gender gaps in access to health and the associated disaster impacts

Poor health status and lack of access to health care increase the vulnerability of women, men, girls, and

boys, and affect how they prepare for and recover from a disaster (Arnold and de Cosmo 2015). In Latin America and the Caribbean, around one-third of the population lack access to health care (Bliss 2009). This inequality is not only because of the absence of socio-cultural and geographic accessibility, but also on account of income inequalities, with the poor and vulnerable having worse observed health outcomes than the rich (World Bank 2015). The reproductive health services that are most unequally distributed among women by socioeconomic status, ethnicity, and age are prenatal care, skilled birth attendance for delivery, and family planning. These disparities, which have many complex causes, including poverty, poor education, disempowerment, weak health systems, and gender discrimination, lead to poor health outcomes (GFDRR, PAHO, and WHO 2017).

In Latin America and the Caribbean, progress toward the improvement of the health of women, men, girls, and boys is mixed (ibid.). Life expectancy, an overall indicator of a population's health, increased on average in the region from 71 to 78 years for women and from 65 to 72 years for men between 1990 and 2017 (UN 2017). Maternal mortality ratios were nearly halved between 1990 and 2017 from 136 to 74 per 100,000 live births (ibid.) (figure 2.1). Within the Caribbean countries, indigenous and rural women have maternal mortality rates that are twice or thrice the national average (World Bank 2020a).

Figure 2.1. Maternal mortality ratio per 100,000 live births at the country and regional levels.



Source: Gender Data Portal (database), World Bank, Washington, D.C., <https://datatopics.worldbank.org/gender/>

Fertility rates in the region have decreased by 28 percent from 2.9 children in 1994 to 2.1 children per mother in 2014 (OECD 2017). Women and girls have poor access to contraception and reproductive health services and information, and teenage pregnancy brings with it high risks of maternal death (Frost, Frohwirth, and Zolna 2014). The experience of early pregnancy and motherhood follows a woman through her life, tending to lower her education achievement and job opportunities. As a result, adolescent mothers are exposed to situations of greater vulnerability such as disasters, and a repetition of patterns of poverty and social inclusion (World Bank 2020a).

Detrimental gender norms affect men and boys by encouraging risk taking and limiting health-seeking behaviors. With an estimated 260,000 people living with HIV, the Caribbean region has some of the highest HIV-prevalence levels in the world, particularly among key populations such as sex workers and men who have sex with men (USAID 2015). Social stigmas and discrimination are widely recognized as undermining efforts to prevent the spread of HIV, and pose crucial barriers to accessing care and treatment services, particularly for persons already living with HIV (ibid.). The persistence of GBV also negatively contributes to men, women, girls, and boys' health outcomes, including unwanted pregnancy, sexually transmitted diseases, post-traumatic stress disorder, and alcohol and drug use (WHO 2013).

Disaster preparedness should include an analysis of the potential risks and vulnerabilities of the country's health system to mitigate the gender-differentiated effects of disasters in the health sector. Such an analysis would contain: (i) social determinants of health that could lead to increased marginalization and discrimination in access to health services, particularly, but not limited to, poverty, ethnicity, religion, and gender; (ii) pre-existing health risks and the presence of diseases with epidemic potential; and (iii) the existence of GBV and marginalized or disadvantaged sub-groups or both of the population with a special risk profile (GFDRR n.d.). Public health scholars also acknowledge that better mitigation of negative disaster impacts is contingent on a better understanding of the socially constructed vulnerabilities of specific groups of affected people (Neumayer and Plümper 2007).

In terms of disaster recovery and “building back better” outcomes, the aim should be to restore the health system to its pre-disaster condition while also addressing the underlying vulnerabilities that may have contributed to the extent of the disaster's effects. Such measures will strengthen the resilience of the health system and communities so that they can better manage future disasters and their risks to the health sector (GFDRR n.d.).

2.2.3. Gender gaps in social protection and the associated disaster impacts

Women have less access to social security benefits over the course of their working lives compared to men because of the gendered labor division in the Caribbean countries (ILO 2018c). Specifically, as most social protection benefits are based on national insurance contributions paid by employees and employers, women are often more disadvantaged in terms of coverage than men (ibid.). Women are less covered by pensions in Antigua and Barbuda, Dominica, and Jamaica (table 2.4). In the 2020 Women, Business, and the Law database, these countries received a score of 75, on a scale ranging from 0 (the lowest) to 100 (the highest) (World Bank 2020b).

With limited access to economic opportunities, women in the Caribbean countries tend to hold vulnerable employment. The latter is defined as the sum of own-account workers who hold self-employed jobs and are contributing family workers (ILO 2009). Both own-account and contributing family workers are more likely to have informal work arrangements and lack decent working conditions. They are also less likely to contribute to pension plans and other social insurance programs for themselves, and therefore, they generally lack social protection and safety nets. As table 2.4 shows, around 30 percent of the employed women in Belize, Guyana, Jamaica, and Saint Lucia held vulnerable employment in 2019 (ILO n.d.).

Furthermore, a report by the International Labour Organisation provides evidence that in the Caribbean countries, social norms support a system where women are primarily responsible for domestic work and for taking care of children, the disabled, and the elderly (ILO 2018c). At the same time, the CRF countries have not introduced any formalized processes to collect data on unpaid

Table 2.4. Select indicators related to social protection.

Country	Pension	Vulnerable employment, female (% of female employment), 2019	Maternity leave	Paternity leave
Antigua and Barbuda	75	...	13 weeks	n/a
Belize	100	29.9	14 weeks	n/a
Dominica	75	...	12 weeks	n/a
Grenada	100	...	12 weeks	n/a
Guyana	100	28.5	13 weeks	n/a
Jamaica	75	30.6	12 weeks	n/a
Saint Lucia	100	26.0	13 weeks	n/a
St. Vincent and the Grenadines	100	17.1	13 weeks	n/a
Suriname	100	9.9	12 weeks in the public sector	n/a

Sources: World Bank 2020b; ILOSTAT (database). <https://ilostat.ilo.org/data/>; Pautassi and Nieves Rico 2011.

Note: No data is indicated as ...

domestic work. Since unpaid domestic workers generally do not make contributions to the national insurance schemes, which are based on mandatory employees and employers' contributions, they are not eligible to receive social benefits from these schemes.

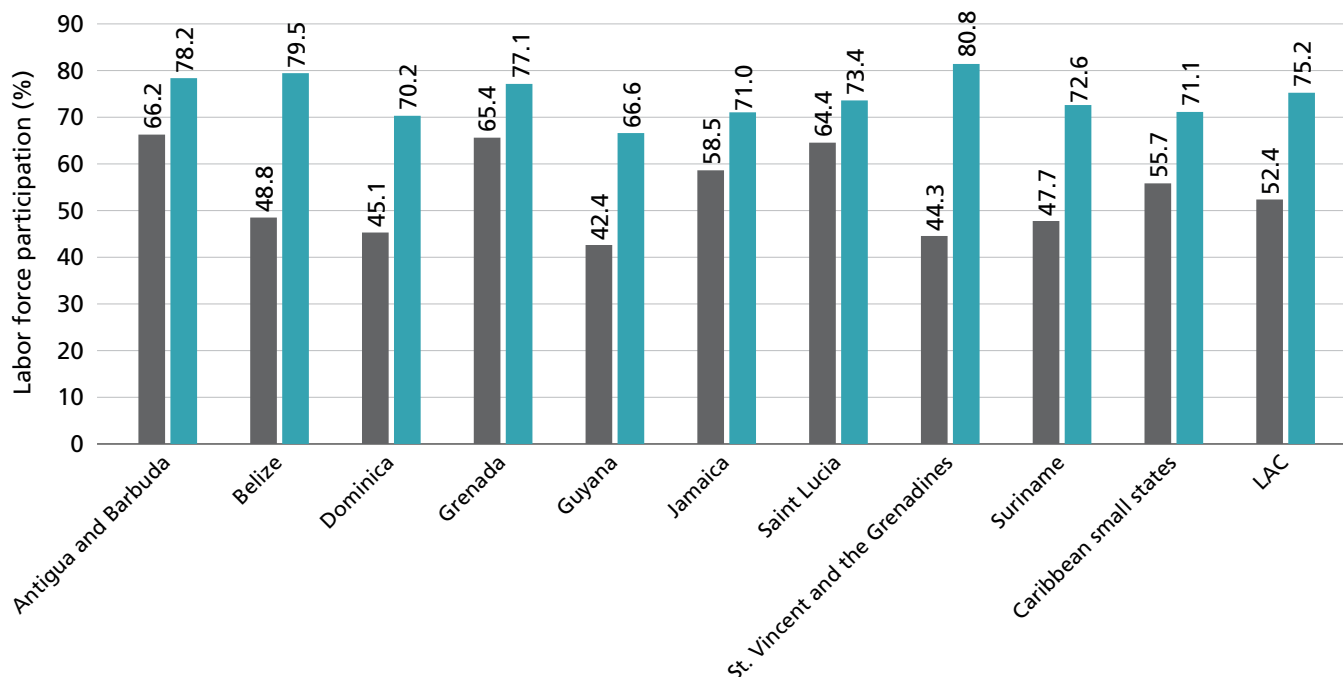
Women's domestic burdens and their primary responsibility for the well-being of their families limit their economic opportunities and increase burdens imposed on them in disaster situations. For example, a study conducted by the Caribbean Development Bank in Saint Vincent and the Grenadines found that housewives, female farmers, students, and unemployed young women were particularly stressed after the December 2013 floods that aggravated their pre-existing economic challenges (CDB 2015a). At the same time, Caribbean governments have not introduced any legal provisions to support a more even distribution of household work among men and women. For instance, although women are eligible to maternity leave ranging from 12 to 14 weeks depending on a country (table 2.4), no legal provisions for paternity leave exist in any of these countries (Pautassi and Nieves Rico 2011).

Overall, social protection and labor programs in the CRF countries vary significantly in their level of maturity, particularly in response to natural hazards. They generally include cash transfer programs, in-kind transfers, public works programs, and contributory insurance schemes.

Jamaica's social protection system, for example, is based on a combination of various social protection tools targeting women, the poor, and other vulnerable groups. It proved effective as the country's approach to disaster resilience (Williams et al. 2016). Apart from the national contributory insurance scheme, Jamaica implemented the Program for Advancement Through Health and Education (PATH). Through this program, many affected households received cash transfers after Hurricane Dean in 2007 and Hurricane Sandy in 2012 (ibid.). Other Caribbean countries have also introduced various cash transfer programs as a safety net for disaster events; however, they are often characterized by a low delivery capacity and weak institutional coordination (ibid.) that suggests a dire need for their improvements to enhance social safety nets of vulnerable groups in disaster settings.

2.3. Gender gaps in economic opportunities and the associated disaster impacts

An essential component in the design of gender-responsive DRM policies and programs in the Caribbean countries, is a clear understanding of its economic opportunities of women. All countries demonstrate higher rates of male participation in the labor force compared to women (figure 2.2). (Gender Data Portal n.d.).

Figure 2.2. Country-level and regional gender gaps in labor force participation.

Source: The figure is based on the data derived from the Gender Data Portal (database), World Bank, Washington, D.C. <https://datatopics.worldbank.org/gender/>

■ Female labor participation (% of female population ages 15+), 2008 or the latest year available

■ Male labor participation (% of male population ages 15+), 2008 or the latest year available

In these countries, women also tend to have higher unemployment rates than men (CDB 2016b). Female unemployment rates in the CRF countries (from 9.7% in Belize to 23.3% in Saint Lucia) were higher than the related sub-regional indicator (9.6%) for the Caribbean small states in 2019 (Gender Data Portal n.d.). In addition, a regional study shows that women in these countries are more likely to work in the informal sector and occupy positions in the lower paying sectors of the economies due to sex stereotyping, occupational segregation, and gender gaps in vocational education (CDB 2016b).

The gendered labor division and limited access to productive resources exacerbate in disaster situations. The 2004 gendered impact assessment of Hurricane Ivan in Grenada, for example, showed that women were more marginalized in the post-disaster labor market (ECLAC, UNIFEM, and UNDP 2005). Women's higher unemployment rates in post-disaster settings can also be attributed to new economic opportunities that are often concentrated in the historically male-dominated

construction sector and infrastructure rehabilitation (ibid.). Although both genders are affected by loss of employment, housing, crops, and assets in the aftermath of disasters, the gendered division of labor makes women less likely to obtain immediate means of securing a livelihood compared to men (ibid.).

Furthermore, female-headed households are more vulnerable to the impacts of hazards as they tend to be poorer than other households, particularly in rural areas (ILO 2018c). Poverty negatively affects capacity for managing shocks. In addition, Caribbean women have less access to land, productive resources, and credit compared to men (CDB 2016b). Jamaica's assessment of the socioeconomic and environmental impact of Hurricane Ivan showed that women and children were among the most affected groups (ECLAC 2004). Poor female households also have a higher chance to lose their houses in disaster events because of their low quality or bad location. Thus, Jamaica's assessment indicated that female-headed households

were overrepresented in each category of damages: houses completely destroyed, severely damaged, and partially damaged. Overall, higher unemployment rates, access to fewer economic opportunities, lower wages, vulnerable employment, and insufficient social support systems for domestic workers result in women's limited access to safety nets compared to men, and make them more vulnerable in disaster situations.

2.4. Gender gaps related to voice and agency and the associated disaster impacts

Voice and agency can be defined “as freedom from violence and the ability to participate in decision making,

and influence political processes and governance mechanisms” (GFDRR 2016). Gender-differentiated disaster impacts point to the importance of women's participation in decision-making processes in DRM and climate change policy making as well as in the implementation, monitoring, and evaluation of the related programs and initiatives. Governments in the CRF countries do not have exact statistics on the number of women in DRM and climate change decision-making processes. Also, inclusion of women and women's organizations in policy-making consultations are not fully institutionalized in these countries. Overall, in the nine countries, the number of women in decision-making positions (national parliaments, and ministerial and managerial positions) remains relatively low (table 2.5).

Table 2.5. Select decision-making indicators at the country and regional levels.

Country	Proportion of seats held by women in national parliaments (%), 2019	Proportion of women in ministerial level positions (%), 2019	Share of women in middle management positions (%), 2017	Share of women in junior management positions (%), 2017	Share of women in senior management positions (%), 2017	Share of women in top executive positions (%), 2017
Antigua and Barbuda	11.1	15.4	37	38	45	25
Belize	9.4	6.3	21	20	27	6
Dominica	25.0	31.3	2	23	50	13
Grenada	46.7	41.7	32	50	40	20
Guyana	31.9	40.0	28	25	26	20
Jamaica	17.5	23.5	50	50	40	33
Saint Lucia	16.7	15.4	28	25	32	18
St. Vincent and the Grenadines	13.0	0.0	24	17	11	4
Suriname	31.4	17.6	30	30	25	10
Caribbean small island states	22.6	22.3	30	30	30	10
LAC	31.7	29.2	...	...	...	...

■ Countries that have lower proportions of women in decision-making positions.

Sources: Gender Data Portal (database); ILO 2018d.

Note: No data is indicated as ...

Indicators in red cells (table 2.5) demonstrate those countries that have lower proportions of women in decision-making positions, compared to the related regional or sub-regional indicators. In the Caribbean countries, key barriers to women's participation in decision making include social beliefs that men are more suited to leadership, consistent with the reproductive roles of women, and challenges caused by an uneven distribution of caring responsibilities (ILO 2018c).

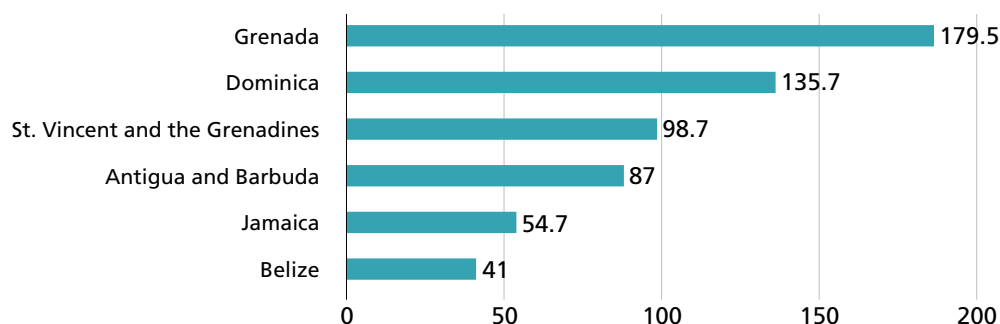
Research on gender and DMR highlights the benefits of increasing the role of women and other vulnerable groups in decision making (Arnold and de Cosmo 2015). For instance, due to the crucial role that women and girls play in household water collection and management, they are disproportionately affected by lack of access to adequate drinking water, particularly during droughts (GoG 2019). This is why their involvement in decision-making processes about water supply and necessary improvements in the

related infrastructure projects can enhance resilience at the household and community levels. Jamaica's climate change projects also show the benefits of involving women in community hazard mapping because they help identify more effectively high-risk areas and critical facilities and infrastructure that might be affected in a disaster event (ODPEM 2015).

Another important aspect of improving women's agency and decision-making power is reducing their vulnerability to violence. Country reports from the Caribbean countries under consideration provide evidence of persistent violence

due to inadequate protection measures for GBV victims, limited responsive care, treatment, psychosocial and other supportive services, sub-culturally institutionalized violence practices, among other factors (CDB 2016b; UN Committee on the Elimination of Discrimination Against Women 2007). According to the authors' calculations, Antigua and Barbuda, Dominica, Grenada, Jamaica, and Saint Vincent and the Grenadines experienced a rate of rape above the unweighted average of the 73 countries in the United Nations Survey of Crime Trends in 2017 (figure 2.3).

Figure 2.3. Sexual violence in select Caribbean countries with available data.



Source: The figure is based on the data derived from UNODC n.d., the United Nations Survey of Crime Trends (database), <https://dataunodc.un.org/data/crime/sexual-violence>.

During disaster situations, women and girls are at an increased risk for GBV and domestic abuse, trafficking, and forced marriages (Nour 2011). For instance, in the course of the socio-economic assessment conducted after Hurricane Dean in Belize, many women expressed concern and anxiety about their male partners' unemployment because it increased the chance of their alcohol abuse and violence against female members of the household in the post-disaster situation (ECLAC and UNDP 2007). Also, since disasters exacerbate economic conditions of women and other marginalized groups, they become more vulnerable to different forms of exploitation, including sexual abuse for food, shelter, and even security (Nour 2011). Violence is also common in shelters and camps because of lack of protection and support for women, alcohol and drug abuse, and general lawlessness among other factors (Committee on Health Care for Underserved Women 2010). It is critical to provide safe environments and establish the rule of law in shelters for disaster survivors particularly so for the protection of women and other vulnerable individuals in emergency situations.

Notes

"Liming on the block" refers to the art of doing nothing while sharing food, drink, conversation, and laughter, which constitutes an important part of island culture.

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Petite Goave, Haiti. Photo: Christian Kober 1 / Alamy Stock Photo

Integration of gender equality and women and girls' empowerment into disaster preparedness and recovery efforts: The desk review's key findings

This section summarizes the desk review's key findings on the integration of gender considerations into disaster preparedness and recovery efforts in Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. It is based on individual country profiles that can be found in the appendixes. The individual country profiles are structured along: (i) national policies on gender equality, women and girls' empowerment, and GBV; (ii) national and sector DRM and climate change laws, plans, and policies and the status of their gender integration; (iii) implementation and practice; (iv) advocacy and knowledge generation; (v) women's participation and leadership; and (vi) gaps and recommendations. This section presents a comparative analysis of these countries, focusing on existing gaps in legislature, policy implementation, advocacy and education campaigns as well as women's participation and leadership.

Key findings

- An analysis of the nine individual country profiles demonstrates a lack of systematic and consistent gender assessments and gender analyses in most disaster and climate change-related policies, plans, and strategies, with limited monitoring and evaluation mechanisms to support gender-mainstreaming initiatives and track their progress.
- Lack or insufficient data disaggregated by sex, age, and other key variables of vulnerable groups is one of the key challenges experienced in all nine countries.
- The intersectional approach lacks in most policies, strategies, and plans implicating DRM and climate change that invariably treat women as a homogenous group, and focus on their singular identity without any analysis of their multiple vulnerabilities.
- The desk review's analysis points to limited efforts of national governments to integrate child and gender sensitivity into ongoing public programs as well as a lack of awareness raising campaigns about the importance of gender-sensitive budgeting.
- A lack of incentives prevails at the national level to increase the number of women in decision-making positions connected to DRM and climate change resilience, which reinforces the existing gender gaps related to agency and voice.
- Another gender gap linked to voice and agency manifests itself in insufficient inclusion of GBV and DV provisions in disaster-related policies as well as insufficient measures that would ensure a safe environment for women, children, and other vulnerable individuals living in shelters.
- All nine countries experience a dire need to increase human and financial resources provided to the countries' national gender machineries to support gender mainstreaming.
- Women's organizations, and other CSOs and NGOs which address critical issues affecting women, children, the elderly, minority groups, and people with disabilities are not fully involved in the policy-making process of DRM and climate change.
- In countries with available data, significant gender gaps and other inefficiencies were observed in early warning systems, including lack of gender-specific measures.
- An analysis of the available surveys on climate change points to gender disparities in knowledge, attitudes, and behavioral practices toward climate change and limited gender-responsive public information and education campaigns for disaster preparedness and recovery.

3.1. National policies on gender equality, women and girls' empowerment, and GBV

Among the CRF countries featured in this desk review, significant differences are evident in their progress on gender mainstreaming and the integration of gender considerations into DRM and climate change policies (table 3.1). Only six out of the nine Caribbean countries have adopted their national gender policies. However, Antigua and Barbuda has developed a draft of its National Gender Equality Policy and Action Plan, which is under consideration.

The content among the existing national gender policies varies significantly on special provisions for DRM and climate change. Jamaica's National Policy for Gender Equality, for example, states its commitment to involve women "in environmental decision making at all levels and integrate gender concerns and perspectives in policies and programs for sustainable development to minimize the differential effects of climate change and natural disasters" (BGA and Gender Advisory Committee 2011). Similarly, Belize's National Gender Policy includes its commitments to "address the gender dimensions of disaster preparedness and mitigation processes and respond adequately to the gender related vulnerabilities of women and men in times of disasters" (National Women's Commission 2013). Although Dominica's Updated National Gender Policy and Action Plan does not go beyond general statements about the importance of assessing the specific needs of women in disaster preparedness responses, it considers other vulnerable

groups such as "children, aged, disabled, and infirmed" persons (GoCD 2014). Guyana's National Gender and Social Inclusion Policy expands the scope of the integration of gender and environmental issues to include the agricultural sector and climate change adaptation (GoGy 2018). Apart from general commitments, Suriname's Gender Vision Policy Document includes long-term actions and interventions related to integrating gender considerations into environmental and climate change programs (Ministry of Home Affairs 2019b).

In comparison, Grenada's Gender Equality Policy and Action Plan contains a more advanced approach, with a detailed policy section on climate change, natural disasters, and natural resource management, accompanied by a similar section in the policy's action plan (GoG 2014a). These sections contain five specific commitments: (i) strengthening the capacity of communities and businesses to build green economy; (ii) integrating gender analysis, gender impact assessments, and gender-responsive approaches into natural resource management; (iii) equitable gender participation in adaptation climate change programs; (iv) gender-differentiated approaches to DRR and recovery; and (5) increased public awareness of men and women's complementary roles in natural resources management (ibid.). All of these five commitments are linked to specific short- and middle-term actions, expected outcomes, indicators, and lead agencies. Importantly, apart from governmental agencies responsible for the implementation of these five commitments, the section also includes women and men's organizations, other NGOs and CSOs as well as faith-based organizations (ibid.).

Table 3.1. Gender equality policies and plans.

Country	Year	Name	Responsible entity
Belize	2002, revised in 2013	National Gender Policy	Women's Department, National Women's Commission
Dominica	2014	National Gender Policy and Action Plan	Bureau of Gender Affairs
Grenada	2014	Gender Equality Policy and Action Plan	Division of Gender and Family Affairs
Guyana	2018	National Gender Equality and Social Inclusion Policy	Gender Affairs Bureau
Jamaica	2011	National Policy for Gender Equality	Bureau of Gender Affairs
Suriname	2000, revised periodically	Integral Gender Action Plans	Bureau of Gender Affairs
	2021	Gender Vision Policy Document	

The experience of Grenada demonstrates that the development of a national gender policy and its disaster and climate change sections is more successful if it is based on an inclusive participatory process and consultations with a wide range of stakeholders. At the same time, the implementation of such inclusive participatory approaches might face severe challenges. In Belize, for example, the faith-based community called to repeal the 2013 Revised National Gender Policy to reinforce “rigid definitions of male and female social roles and restrictions on the rights of gendered vulnerable populations” (CDB 2016b). Belize’s experience suggests the importance of stakeholder analysis at all stages of policy making to avoid disrupting gender-responsive programs and initiatives.

The GBV policy area is particularly important in the DRM context due to increased risks for violence and domestic abuse in disaster situations. Recognizing the importance of this policy area, Antigua and Barbuda, Belize, Grenada, Jamaica, and Saint Vincent and the Grenadines have addressed violence issues in their strategic action plans to end GBV (table 3.2).

Most countries have developed comprehensive laws prescribing measures to prevent and combat human trafficking by: protecting victims; facilitating the efficient investigation of cases and effective punishment of traffickers; and promoting cooperation with other states (table 3.2). In the DRM context, such laws play an important role since disasters tend to be correlated with increased reports of human trafficking incidents, including sex and labor exploitation (CDC n.d.; Polaris Project 2017).

3.1.2. National gender machineries

The national gender machineries in the CRF countries are experiencing insufficient institutional support, limited financial resources, and human resource constraints (CDB 2016b). These factors negatively influence their capacity to coordinate gender mainstreaming across all governmental agencies, divisions, and programs as well as inhibit their capacity to raise awareness about existing gender disparities, including in DRM and climate change activities. In addition, national gender divisions are not spread across their countries, with the only exception of Belize’s Women’s Department that has offices in six districts. The geographical distribution of its offices helps Belize’s Women’s Department provide more women with special services related to GBV, economic empowerment, and social protection (ibid.).

Most national gender machineries in the CRF countries have gender focal points¹ appointed at the ministerial levels, with the only exception of Saint Lucia. Their numbers and institutionalization mechanisms vary significantly among those governments that appoint gender focal points to increase ministries’ capacity to integrate gender into their DRM and other programs. Jamaica has one of the exemplary systems, with gender focal points established in all government ministries, departments, and agencies with their key responsibility to implement gender-responsive programs through capacity building and technical assistance (ECLAC 2015). The government of Jamaica appointed gender focal points in the disaster and environment-related areas to be directly involved in the sector gender planning process and action

Table 3.2. National policies related to GBV and DV.

Country	Strategic action plans to end GBV	Laws on domestic violence	Comprehensive laws on trafficking in persons
Antigua and Barbuda	✓	✓	✓
Belize	✓	✓	✓
Dominica	✗	✓	✗
Grenada	✓	✓	✓
Guyana	✗	✓	✓
Jamaica	✓	✓	✓
St. Lucia	✗	✓	✓
St. Vincent and the Grenadines	✓	✓	✓
Suriname	✗	✓	✓

plan initiatives in the Office of Disaster Preparedness and Emergency Management, the National and Environment Planning Agency, and the Ministry of Transport, Works and Housing (ibid.). Jamaica's gender focal points' system represents a good example for such countries as Saint Lucia that have no formal procedures or requirements for public officers to consult the Division of Gender Relations on the integration of gender considerations into their programs (CDB 2016b).

3.1.3. Gender gaps in DRM and climate change policy documents

The National Disaster Management Acts in all nine countries do not include gender-specific content or provisions related to other vulnerable groups, with the exception of Dominica's Comprehensive Disaster Management Act that contains gender-specific provisions for early warning systems (EWS) set in the related regulations. Although Guyana's Draft Disaster Risk Management Bill contains some provisions related to gender, it has not been finalized yet. Apart from the National Disaster Management Acts, the desk review's analysis included other national policy documents and plans about disasters and climate change such as National Action Plans on Combating Desertification, Land Degradation and Drought; National Comprehensive Disaster Management Policies, National Climate Change Policies, Strategies and Action Plans, Nationally Determined Contributions under the UNFCCC, Policy on Adaptation to Global Climate Change, National Hazard Mitigation Plans, National Disaster Relief Policies.

A full list of policies and plans can be found in individual country profiles (appendixes A to I). Table 3.3 summarizes the number of analyzed national policies and plans per each country, with the corresponding number of policies and plans that contain specific provisions or mention gender and vulnerable groups, in general.²

The inclusion of gender-specific topics in national disaster and climate change policies analyzed in this desk review varies significantly between the nine countries under consideration and their responsible agencies. However, even in the four countries (Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines) with the highest numbers of national disaster and climate change policies and plans containing some provisions related to gender or vulnerable groups, their coverage does not go beyond general statements about the importance of assessing the specific needs of women in DRM activities. In most cases, these policy documents and plans do not include gender-specific policy outcomes and indicators for their implementation assessments; and provide little detail about the relevant strategies and actions to fulfill gender-specific commitments. Only a few policy documents contain detailed information about concrete actions and gender-specific indicators. For example, the 2015 Aligned National Action Programme for Grenada's Commitment under the UN Convention to Combat Desertification and Drought proposes to increase the number of women's groups involved in its activities from zero in 2013 (baseline) to two in 2020, while it proposes to increase

Table 3.3. The number of disaster and climate change policies and plans at the national level that contain specific provisions or mention gender and vulnerable groups, per country.

Country	Total number of analyzed policies and plans at the national level	Number of policies and plans that include specific provisions or mention gender and vulnerable groups
Antigua and Barbuda	4	1
Belize	5	0
Dominica	7	2
Grenada	7	3
Guyana	9	8
Jamaica	6	5
St. Lucia	9	6
St. Vincent and the Grenadines	4	3
Suriname	4	2

the number of youth groups from one in 2013 to seven in 2020 (*ibid.*). These indicators are useful for monitoring the program implementation. However, as evident from these indicators, the participation of women and youth's organizations in DRM still remains very low.

One of the most significant gaps in DRM and climate change policies is the lack of data disaggregated by sex and other key variables related to vulnerable groups (such as age) and limited gender-sensitive research and analysis, especially as far as disaster impacts and risks are concerned. Grenada's Drought Management Plan, for example, states that no gender disaggregated data for disaster risks are available in Grenada, despite strong evidence of women's vulnerability to disasters and increased risks associated with gender inequality (GoG 2019). The only available gender disaster impact assessment in Grenada dates back to February 2005, approximately five months following Hurricane Ivan (ECLAC, UNIFEM, and UNDP 2005). In addition, the 2016 Caribbean countries' gender assessments show that many governmental ministries, departments, and agencies do not use or request other types of sex-disaggregated data, even if such data are available through their Central Statistical Offices (CDB 2016b). As a result, systematic and consistent gender assessments and gender analysis are absent in most policies, plans, strategies, and programmatic reports analyzed in this desk review, despite the fact that they are the starting points for gender integration into DRM.

Many disaster-related policies in the Caribbean countries are gender neutral, without considerations of specific needs of men, women, girls, and boys as well as the elderly, people living with disabilities, people with AIDS or HIV or both, and various minorities. At the same time, the success of disaster preparedness and recovery efforts depends on all-inclusive approaches and equal participation of men, women, and other affected individuals and groups. In this respect, a good policy example is Guyana's National Gender Equality and Social Inclusion Policy 2018–2025, which provides a more gender-balanced approach to inclusion of the specific needs of both men and women in disaster situations (GoGy 2020). The introduction of more gender-balanced approaches to DRM policies would allow the Caribbean countries to address some of their common characteristics such as a significant number of

households headed by women because of the absence of male partners, the prevalence of masculinity norms, gender stereotypes and biases, and persistent and often sub-culturally institutionalized GBV.

Insufficient gender considerations in many disaster related policies and plans are often combined with effects of multiple biases that women and other disadvantaged groups face on account of overlapping and interdependent systems of discrimination in the case of indigenous populations, ethnic and religious minorities, vulnerable age groups, and migrant communities. Yet, despite the importance of such overlapping and interdependent systems of discrimination, the intersectional approach is lacking in most policies, strategies, and plans related to DRM and climate change designed and implemented at the national and sectoral levels. Thus, women tend to be treated as a homogenous group, focusing on their singular identity without any analysis of their multiple vulnerabilities that can significantly reinforce disaster impacts on them. To a large extent, this bias can be traced back to the lack of disaggregated quantitative data at the national and sectoral levels. As a result, these data gaps further facilitate and contribute to exclusion of the already disadvantaged groups (Brown et al. 2019).

In addition, it is important to integrate specific needs of children in DRM policies based on future comprehensive research. For example, a knowledge gap exists because of the absence of strong evidence about the connections between boys and girls' out-of-school rates, and their potential marginalization in their adult lives. Only mixed evidence is available about the relationship between boys' education out-of-school rates and male unemployment, crime, and GBV (CDB 2016a). Also, on account of less visibility, we have even less evidence about girls' out-of-school rates because of poverty and teenage pregnancies, and a higher incidence of poor female-headed households (*ibid.*). This finding, in turn, suggests the necessity of a more gender-balanced approach to youth policies and research. This research would be particularly useful for Jamaica, Belize, and Suriname, where the rates of out-of-school children, adolescents, and youth are much higher than in the other countries and at the regional level (UNESCO n.d.).

Finally, another important limitation of disaster-related policies is a lack of considerations regarding GBV in disaster settings, provision of psychosocial services to GBV and DV victims and survivors, and special measures for ensuring a safe environment for women and children living in shelters. The 2017 Post-Disaster Needs Assessment in Dominica, for example, found that shelters were not designed with gender considerations (GoCD 2017). Also, in Saint Lucia, the 2019 country's gender assessment found insufficient provision of a safe environment for women and children living in shelters (DoGA 2019). This finding suggests the necessity of incorporating GBV considerations in shelter policies in the Caribbean countries and incorporating provisions regarding various support services for victims and survivors of violence—treatment and psychosocial services—in national GBV action plans.

3.1.4. Implementation and practice: Gender-responsive preparedness and recovery efforts

The desk review's findings of the implementation of gender-responsive DRR programs show that they are still at their initial stage in all the nine countries. Antigua and Barbuda made some progress in 2018 on integrating gender considerations into its EWS (NODS 2018), while many other countries are falling behind. For example, the 2018 evaluations of the countries' EWS in Dominica, Saint Lucia, and Saint Vincent and the Grenadines—conducted by their National Disaster Management Agencies in cooperation with CDEMA—identified multiple gender gaps and other inefficiencies (CDEMA, IFRC, and UNDP 2019; NEMO 2018). Specifically, in these countries, warning messages were not targeted to vulnerable groups, as in the issuance of gender-specific warnings and alerts for the visually and hearing impaired (*ibid.*). In addition, these evaluations pointed to the lack of gender considerations in vulnerability and capacity assessments at the national and sector levels (*ibid.*). For instance, within Saint Lucia's flood EWS, community hazard mapping did not factor any consideration of gender-specific issues (National Emergency Management Organization 2018). At the same time, Jamaica's experience demonstrates the importance of involving women and other vulnerable groups in community hazard mapping. For example, 77 percent of participants in the 2015 community hazard mapping in areas adjacent to the Negril in Jamaica were women (ODPEM 2015). Apart from women, the Negril

project also showed multiple benefits of integrating the elderly and young people in community hazard mapping.

3.1.5. Advocacy and knowledge generation

Comparative analysis shows that national gender agencies, women's organizations, other NGOs, and CSOs have made significant progress on raising awareness about gender equality, women and girls' empowerment, and GBV in all the nine countries. However, much more efforts are needed in DRM and environmental education programs; for example, the knowledge, attitudes, and practices surveys on climate change commissioned by the UNDP through the Japan-Caribbean Climate Change Partnership found that a significant number of both female and male respondents in the Caribbean countries were unable to identify specific impacts of climate change on their communities, and did not know enough regarding what could be done to protect themselves from the related hazards (J-CCCP 2016a; J-CCCP 2016b; J-CCCP 2016c; J-CCCP 2016d; Severin and Jacobs Small 2016). Moreover, some studies with sex-disaggregated results showed that more women were unaware or were not prepared for climate-related hazards compared to men (Constable 2016; Severin and Jacobs Small 2016). These findings suggest the importance of enhancing community climate change resilience through continuous gender-sensitive training programs.

3.1.6. Women's participation and leadership

An analysis of individual country profiles suggests that the gender equality policies that have been adopted in Belize, Dominica, Grenada, Guyana, Jamaica, and Suriname are the outcome of an inclusive and participatory process, in which the gender affairs' agencies, women, and women's organizations played their critical roles. Thus, the consultation processes initiated by the gender affairs' agencies in these countries allowed them to incorporate different voices of disadvantaged groups to promote gender equality. These policies can serve as an example of women's involvement in the policy-making process. Yet, as far as DRM and climate change policies are concerned, much less evidence exists of women's organizations involvement in their design, adoption, and implementation. This finding suggests that public agencies in charge of DRM and environmental policies in the Caribbean countries need to be more proactive in

coordinating their activities with gender affairs' agencies and involving women's organizations, CSOs, and NGOs representing interests of vulnerable groups in all stages of the policy cycle. Gender-equitable participation in the disaster and climate change policy making is a condition for achieving gender equality and improving resilience at the community, societal, and national levels.

Various barriers prevent women's participation in post-disaster recovery efforts from equal participation with men in the infrastructure reconstruction process. In general, the gendered labor division makes women more marginalized in the post-disaster labor market, with fewer benefits from infrastructure development and community rehabilitation projects (ECLAC, UNIFEM, and UNDP 2005). Yet, the desk review provides some examples where women played their critical roles in post-disaster recovery efforts. For example, in Saint Vincent and the Grenadines, women represented approximately 70 percent of the temporary laborers in post-disaster road cleaning after the 2013 floods (CDB 2015a). Yet, it was documented that these women were paid wages for which many men refused to work (ibid.), that in turn, reflects existing disparities in the labor market. Also, at a higher level of infrastructure development programs, no evidence could be found of any measures to increase women's involvement (ibid.). The latter reflects a general trend among the Caribbean countries of insufficient numbers of women in decision-making positions in various sectors, including DRM and environment. The desk review shows that in Belize and Saint Vincent and the Grenadines women have the lowest access to decision-making positions compared to the other countries.

Finally, the desk review's analysis of the existing country reports and country gender assessments reveals their unbalanced approach. Specifically, most of them focus on women's vulnerabilities rather than on their capacities. At the same time at the household level, women play their critical roles in disaster settings, taking care of children, the elderly, and the disabled. At the community level in disaster and post-disaster settings, women are also primarily responsible for such duties as providing safe spaces for victims of violence, hosting displaced families, and meeting broader community needs in their capacity as volunteers, nurses, fundraisers, and caretakers

for vulnerable people (Joseph-Brown and Tuiloma-Sua 2012). Yet, these important functions and roles of women are often invisible in the DRM policy making, the implementation and evaluation of disaster recovery programs, and the related reports.

Notes

1. The role of Gender Focal Points is to ensure that gender equality and equity are mainstreamed in every national policy, planning and service delivery.
2. Countries' disaster and climate change-related policies at the sectoral level are included in each country profile in Appendixes A to I. However, their comparative cross-country analysis is limited because sectoral policies vary significantly, depending on a particular country under consideration. The inclusion of these policies in country profiles is aimed at providing preliminary insights into countries' sectoral DRM frameworks.

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According to the desk review's findings (section 2), women in the CRF countries experience various gaps in access to health, social protection, vocational and technical education, productive resources, economic opportunities, and voice and agency, all which are associated with women's increased vulnerability to disasters and climate change hazards. In turn, a higher level of vulnerability of women leads to more devastating disaster impacts on their lives, reinforcing the already existing inequalities and gender disparities. This effect, in turn, further increases the vulnerability of women and disadvantaged groups to disasters and climate change-related hazards through a reinforcing loop. To break this vicious cycle, the national governments in the CRF countries need to achieve and maintain gender-equitable involvement and participation in the DRM and climate change policymaking and implementation. However, despite the importance of gender-equitable involvement in DRM, this desk review (section 3) demonstrates that gender considerations are not fully integrated into DRM and climate change policies and programs in the nine CRF Caribbean countries.

The desk review develops country-specific recommendations for national governments and internal stakeholders in the private and non-profit sectors to address this problem (appendixes A to I). These country-specific recommendations are based on analyses of policies, plans, programs, and initiatives developed and implemented in each of the CRF countries. Top ten priority areas can be distinguished for immediate action, built on the country-specific recommendations.

- Apart from the recognition of the importance of gender integration into DRM at the policy level, the national governments need to demonstrate political will and actual commitments to gender mainstreaming through strong coordination between public agencies in charge of gender affairs, DRR, climate change, economic development, and social policies.
- The desk review provides evidence of a requisite official review of national DRM and climate change policies, strategies, and plans to enhance the integration of gender considerations into their design, development, implementation, and monitoring and evaluation.
- Gender-responsive policy making should be based on exact statistics and data related to gender-specific impacts of disasters, gender-sensitive vulnerability,

risk, and capacity assessments, and specific indicators of various disadvantaged groups that can be used to monitor and measure their progress of inclusion in disaster preparedness and recovery efforts.

- Gender-equitable and fair distribution of benefits from projects and programs in the areas of DRR and climate change adaptation require a cost benefit and efficiency analysis, with detailed information about all beneficiaries—individuals, groups, and organizations—that directly or indirectly benefit from particular interventions.
- The desk review points to the importance of expanding community-based approaches to DRM planning that covers pre- and post-disaster impacts, prevention, mitigation, preparedness, response, and recovery as well as the identification of vulnerable populations living in communities, such as women, the elderly, children, and other special groups.
- A broadened approach within the national EWS arrangements is necessary to empower and ensure more active involvement of women and other special groups into the EWS design. Systematic and periodic performance assessments of the national EWS should be inclusive of women and other disadvantaged groups to strengthen their protection during emergency situations.
- National awareness-raising campaigning is a prerequisite to challenge attitudes and beliefs that discriminate against women and girls and that often prevent them from taking up leadership positions in DRR and climate change adaptation. It is necessary to identify new ways to involve women and men equally and meaningfully in decision making in disaster risk reduction and management.
- It is important to ensure the links between poverty reduction, social protection, DRR, and climate change adaptation based on all-inclusive participatory approaches.
- At the national level, sustained and further impetus to effort will ensure gender-equitable access to disaster relief assistance and gender-sensitive financial risk-sharing programs.
- Effective gender integration into DRM requires the development of a dialogue platform and strong partnerships between public agencies, women's organizations, and other CSOs and NGOs to accelerate responses to disasters and climate change hazards.

Concrete methods, tools, and instruments to tackle the priority areas for action might vary significantly across national governments and their responsible agencies on account of the diversity of national frameworks for the integration of gender into DRM. Various international organizations have developed multiple toolkits and guides to be applied by agencies in charge of gender-responsive DRM and climate resilience. For example, the United Nations Office for Disaster Risk Reduction, in consultation with a range of international organizations and experts, developed its policy and practical guidelines for national and local governments to implement gender-responsive DRR, including checklists for gender-sensitive risk assessments (UNISDR, UNDP, IUCN 2009). Furthermore, Oxfam, the international nonprofit organization, mandated on global poverty alleviation, developed several toolkits and learning guides for practitioners who work on gender-responsive DRM and climate adaptation, with an overview of key instruments for mainstreaming gender-sensitive interventions in various phases of the DRM cycle: preparedness, mitigation, response, rehabilitation, and recovery (Oxfam 2010; Pincha 2011). More recently, the Green Climate Fund developed its toolkit to ensure gender integration into climate change projects in those countries that apply for its funding (Green Climate Fund 2017).

The International Recovery Platform (n.d.) generated assessment tools to be used to gather sensitive data on gender-differentiated disaster impacts. The Insurance Development Forum (IDF), a public-private partnership supported by the UN and other international organizations, developed practical steps for gender-based quantitative risk assessments at the country and city levels to illustrate the importance of the application of gender-focused risk analytics to unmodeled disaster impacts (Insurance Development Forum 2020). Additionally, their specific guidelines for an effective gendered quantitative risk analysis recommend: (i) a strategic approach to risk based on system-level multihazard assessments; (ii) empowerment of women and other risk owners through a participatory process; (iii) collaboration through public-private partnerships; (iv) adoption of open modeling principles; (v) scaling assessments of risk analytics capacity; (vi) disaggregated people-centric metrics with a focus on

gender and vulnerable groups, (vii) risk education and communication raising awareness about the importance of such analytics (ibid.). Although not comprehensive, appendix J lists the selected toolkits, guides, and benchmarking resources consulted for this desk.

The desk review underscores the indispensability of several supportive activities in such critical areas as analytics and research, knowledge management and training as well as in monitoring and evaluation activities and operations. These supportive activities are aimed at accelerating gender integration into DRM and climate change in the Caribbean countries.

Analytics and future research have much ground to cover knowledge gaps, and therefore are required to assess:

- Sectoral vulnerability and capacity assessments in the Caribbean countries that account for the gendered sector concentration and the gendered division of labor.
- Disaster-related impacts of the COVID-19 pandemic on the most vulnerable populations in the Caribbean countries, particularly of their disaster preparedness and recovery efforts.

Training and knowledge management represent another critically important area, which can be implemented through various channels:

- A wide range of knowledge products aimed at promoting and communicating innovative and creative initiatives that integrate gender considerations into DRM, and that identify and synthesize best practices and lessons learned, case studies, stories, and deep dives.
- Information and education materials on gender-responsive disaster preparedness and recovery efforts for a wide range of audience that include public agencies, women's organizations, other NGOs, and CSOs.
- Special training programs on child and gender-responsive budgeting aimed to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender-related policies and programs in DRM.

- Knowledge events to raise awareness among policy makers and other stakeholders about the disproportionate vulnerability of women and other disadvantaged groups to disaster impacts.
- Special training programs on DRM data collection disaggregated by sex and other key variables related to vulnerable groups such as age.
- Sensualization of different themes related to the importance of women and other vulnerable groups for building capacity and enhancing resilience to climate change, using a range of media targeted to specific audiences, blogs of international development organizations and social media.

Finally, **monitoring and evaluation activities and operations** that assess the status of integration of gender consideration into DRM entail considerable amount of efforts.

- The development of a clear monitoring framework to track countries' progress on the integration of gender considerations into disaster preparedness and recovery efforts.
- The development of monitoring and evaluation mechanisms that reflect synergies between DRM, climate change adaptation, and gender-sensitive budgeting.
- Technical assistance and support for capacity building

of internal stakeholders to develop and implement gender-responsive disaster and climate change programs, with a continuous assessment of their outputs, outcomes and impacts for further improvements.

These supportive activities warrant collaboration between international development organizations, social development practitioners, and academia, and should be targeted to a wide variety of stakeholders, such as public officials, women's organizations and other NGOs and CSOs that address issues of gender, vulnerable groups, and environment in the Caribbean countries under consideration.

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Appendix A. Country profile: Antigua and Barbuda

A.1. National policies on gender equality, women and girls' empowerment, and GBV

The government of Antigua and Barbuda (GoAB) has adopted and amended various policies addressing gender equality issues, women and girls' empowerment, and GBV since 2010 (table A.1).

The Directorate of Gender Affairs (DoGA) is Antigua and Barbuda's coordinating agency for mainstreaming gender across all government agencies, policies, and programs. It is a division of the Ministry of Social Transformation, Human Resource Development, Youth, and Gender Affairs. The DoGA coordinates gender-related activities, including drafting the National Gender Equality Policy and Action Plan, under consideration by the GoAB. It is aimed to set a national framework for advancing women and girls'

empowerment and promoting gender equality nationally (DoGA 2019). In Antigua and Barbuda, gender equality norms are included in various acts. For example, Section E8 of the Labour Code states that "no woman shall merely by reason of her sex be employed under terms of employment less favorable than that employed by male workers in the same occupation and by the same employer" (GoAB 1975). Further, the 2017 Disabilities and Equal Opportunities Act (GoAB 2017b) protects the rights of women and men with disabilities and provides equal access to health care. The 2019 Social Protection Act (GoAB 2019b) established the National Social Protection Commission to deliver child and gender-sensitive programs. The GoAB is also considering a national prevention of harassment and discrimination policy; however, it has not been adopted yet (DoGA 2019).

Table A.1. Antigua and Barbuda's key policy documents on gender equality and GBV.

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

GBV policies have witnessed several important changes. The 2015 Domestic Violence Act (GoAB 2015b) and the 2016 Evidence (Special Provisions) (Amendment) Act provided greater protection for DV victims (GoAB 2016). Additionally, the 2015 Children (Care and Adoption) Act addressed issues affecting the care and protection of vulnerable children, particularly girls (GoAB 2015a). The 2018 amendment to the 2010 Trafficking in Persons (Prevention) Act further strengthened protection of trafficking victims (GoAB 2018b). In addition, the DoGA established the Support and Referral Centre (SARC) in 2017 to provide services to GBV survivors. The GoAB also established a Sexual Offense Model Court (SOMS) in 2019 with the High Court of Antigua and Barbuda to improve access to justice for GBV victims.

A.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

Although many disaster-related policies do not have any gender-specific content, the GoAB has taken its initial steps to integrate a gender perspective into DRM at the national, sector, and agency levels (table A.2).

The National Office of Disaster Services (NODS) is responsible for integrating gender into DRM policies. The NODS works in cooperation with the Caribbean Disaster Emergency Management Agency (CDEMA), a regional inter-governmental entity for DRM. Specifically, the NODS relies on the CDEMA framework for integrating gender into disaster risk reduction (DRR) plans, programs and

Table A.2. Antigua and Barbuda's key policy documents on DRM and gender integration.

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

policies. For example, in 2018, Antigua and Barbuda launched a gender-responsive early warning system (EWS) in collaboration with CDEMA (NODS 2018).

The Department of Environment (DoE) took the lead on gender integration into government programs related to climate resilience and mitigation. Under the 2019 Environmental Protection and Management Act. Under the Act, the Sustainable Island Resource Framework (SIRF) Fund is the primary channel for financing the related activities (GoAB 2019a). This fund serves as a mechanism through which women and vulnerable communities are able to access financing and increase their resilience to climate change (Adams-Matthew 2019). In 2018, the DoE also developed the Environmental Social Safeguard Policy (DoE 2018b) and the Gender Policy (DoE 2018a) to mainstream gender in its operations, programs, and projects. Both documents included consultations with women's groups and organizations.

The DoE received funding for climate change adaptation from the Green Climate Fund (GCF) for the National Adaptation Planning (NAP) project in 2017. According to the proposal, "The project will be implemented in accordance with the Department of Environment's Gender Policy, Environmental and Social Policy, and Consultation Strategy, to ensure that both men and women's concerns, aspirations, opportunities, and capacities are taken into account in all climate change adaptation activities, including assessments, planning, implementation, monitoring and evaluation, and technology development" (DoE 2017). Finally, the DoE indicates that the workforce development strategy and training will aim for a gender balance in the NAP development (ibid.).

A.3. Implementation and practice

The entire Barbuda population of approximately 1,600 people was evacuated to the larger island of Antigua in September 2017 after Hurricanes Irma and Maria damaged over 80 percent of homes and buildings (White 2019). In the immediate aftermath, the GoAB conducted its post-disaster needs assessment. It identified in its gender-related relief and recovery: special housing and rehabilitation measures for households headed by women; reconstruction of schools; culturally relevant, innovative and accessible psychosocial support programs

for women; case management protocols in disasters ensuring the continuity of the justice system; need for longer term skills training programs for women that are pro-growth and pro-poor; and in-depth assessments of GBV risks for women and children (GoAB 2018).

Several post-disaster gender-responsive programs were launched at the country level following this assessment. For example, the social housing program in 2018 focused on poor and vulnerable persons in urban communities. It allowed more women to get access to safe, affordable, and climate resilient housing (DoGA 2019). Further, in cooperation with the NODS, the DoGA trained 40 shelter managers on the prevention of GBV (ibid.). This training program included the basic concepts of gender, gender norms, and GBV, focusing on the increased GBV risks for women and girls in disaster settings. However, it did not cover special needs of other vulnerable groups. Healthcare providers at the Mount St John Medical Centre, the country's main hospital, received similar training (ibid.). Their program also covered the specialized role of health sector personnel in preventing and responding to GBV incidents during emergencies. Additionally, under the JURIST project, the DoGA trained 30 police officers, judges, magistrates, and court personnel on the basic concepts of gender, GBV, victim-blaming, and other forms of re-victimization (ibid.).

A.4. Advocacy and knowledge generation

The DoGA leads national public advocacy, education, and awareness-raising campaigns aimed to eliminate existing gender discriminatory norms and GBV. The target clusters include women's groups, vulnerable populations, men, boys, youth, CSOs, churches, schools, and public service providers. For example, the Men as Partners Program trained men in 2016 to advocate for gender equality and fight against GBV (DoGA 2019). The DoGA also commissioned anti-GBV billboards erected island wide, and anti-violence announcements on the local television and radio. In addition, the DoGA distributed brochures, information sheets, and education materials on GBV issues, gender equality, and disaster-related services across vulnerable communities, schools, churches, private entities, and public offices (CDB 2014a).

The DoGA commissioned a local youth theatre company, Honeybee Theatre, to create a piece on GBV in disaster settings to raise youth awareness about these issues. The related presentation, “Light in the Dark,” followed a 15-year old girl and her family who were displaced by a massive hurricane (ibid.). Under post-disaster conditions, the girl experienced her vulnerability, instances of abuse and exploitation as well as difficulties in accessing support services. The targeted audience included displaced women and young people who were living in shelters at the time. After the presentation, they received information about psychological aid and services available for GBV survivors in emergency situations (ibid.).

A.5. Women’s participation and leadership

Antigua and Barbuda have various women’s organizations that are active in promoting gender equality and helping GBV victims especially in disaster settings—Women Against Rape (WAR), the Professional Organisation of Women, and the Women of Esteem Foundation, among others (DoE 2020). After the 2017 hurricane season, the GoAB made special efforts to ensure that women participated in post-disaster programs. For example, the DoGA worked with UN Women and the UNFPA in 2017 to deliver “dignity kits” to the affected groups, which included basic health and hygiene products such as soap, sanitary napkins, and underwear (UNFPA 2017). Barbuda’s women from various communities participated in the

development and distribution of these kits. Women also participated in the recovery efforts through the Barbuda Council, a local government body, where more than half of 11 members are females (DoGA 2019). Yet, despite these efforts, the impact of Hurricane Irma continues to pose challenges to Barbuda’s women’s education, health and livelihood, while decision-making processes about the land redistribution on the island may deprive them of communal land ownership (Committee on the Elimination of Discrimination against Women 2019).

Both the DoGA and the DoE are headed by female directors. The DoE director Diann Black-Layne also serves as Antigua and Barbuda’s Ambassador for Climate Change (DoE 2020). Another example of female leadership is Ruth Spencer who was awarded the 2019 International Women’s Day Award for her contribution to women and girls’ empowerment in climate change and the environment (DoGA 2019). In her capacity as the National Coordinator for the Global Environmental Facility Small Grant Programme, Ruth Spencer has helped various community groups led by women develop their own integrated development programs (ibid.). Ruth Spencer also received the Energy Globe Award in 2015 for her promotion of solar energy conversion as a multi-faceted solution to Antigua and Barbuda’s development problems (Energy Globe Award 2015).

A.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table A.3).

Table A.3. Gender-related gaps in DRM and recommendations for Antigua and Barbuda.

GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> • Amend national disaster-related policies to include a gender perspective. • Include legal provisions on unpaid domestic work. • Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> • Continue to build capacity and train public officials on risk, vulnerability, capacity assessments, and adaptation assessments. • Strengthen collection of data on disaster impacts, disaggregated by sex and other key variables related to vulnerable groups. • Enhance data collection on the number of women in DRM decision-making processes. • Develop time-use surveys to measure unpaid work periodically.
Gender-based violence	<ul style="list-style-type: none"> • Expand the services provided by the Legal Aid and Advice Centre to include free legal aid and legal representation for women and girls without sufficient means. • Increase the allocation of human, technical and financial resources dedicated to the Sexual Offense Model Court (SOMS) with the High Court of Antigua and Barbuda.
Institutional strengthening	<ul style="list-style-type: none"> • Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. • Strengthen the existing mechanisms and programs to improve access to affordable health care, including sexual and reproductive health, for women, particularly in disaster settings. • Promote access of all women in disaster situations to critical services, relief payments, disaster insurance, and compensation. • Eliminate disparities between residents of Antigua and Barbuda in access to healthcare, education, and social protection. • Strengthen tools to integrate child and gender-responsive budgeting and improve monitoring and evaluation of gender mainstreaming in DRM programs.

	GAPS	RECOMMENDATIONS
Advocacy and education	<ul style="list-style-type: none"> • Lack of legislative provisions for specific services to support health and family life education as a core curriculum component in schools. • Insufficient coverage of special needs and measures to support various vulnerable groups in the DoGA training programs. • Lack of awareness raising campaigns about the importance of gender-sensitive budgeting. 	<ul style="list-style-type: none"> • Provide legislative support for specific services related to health and family life education in schools. • Include tools and techniques to support people with HIV/AIDS, people with disabilities, and members of the LGBTI community in disaster-related training programs. • Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender-related policies and programs in DRM.
Partnerships in DRM	<ul style="list-style-type: none"> • Limited efforts to create partnerships with civil society in DRM areas. 	<ul style="list-style-type: none"> • Promote partnerships between public agencies, women's organizations, and other CSOs and NGOs to accelerate responses to disasters and climate change hazards.
Social inclusion	<ul style="list-style-type: none"> • Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM programs and decision-making processes. • Insufficient efforts to increase participation of Barbuda's women in decision-making processes about land redistribution on the island. 	<ul style="list-style-type: none"> • Increase inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs. • Increase Barbuda's women's participation in DRR, climate resilience, and mitigation programs and projects as well as decision-making processes about the land redistribution on the island.
Women's participation and leadership	<ul style="list-style-type: none"> • Insufficient women's participation and leadership in DRM and climate change activities. 	<ul style="list-style-type: none"> • Target and remove gender-biased criteria or processes of decision-making bodies and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.

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Appendix B. Country profile: Belize

B.1. National policies on gender equality, women and girls' empowerment, and GBV

The Government of Belize (GoB) has adopted and amended various policies addressing gender equality issues, women and girls' empowerment, and GBV since 2010 (table B.1).

In Belize, the Women's Department and the National Women's Commission (NWC) are coordinating agencies for mainstreaming gender across all government agencies, policies, and programs. Both agencies are located within the Ministry of Human Development, Social Transformation and Poverty Alleviation. Among the CRF countries, Belize was the first to develop a national gender policy in 2002 that was revised in 2013. The five priority areas outlined in the policy include health, education and skills training, wealth and employment creation, violence producing conditions, and power and decision making (National Women's Commission of Belize 2013).

The policy, from a DRM perspective is aimed "to address the gender dimensions of disaster preparedness and mitigation processes and respond adequately to the gender related vulnerabilities of women and men in times of disasters" (ibid.). Specifically, the policy mandates the National Disaster Management Strategy to include the following elements: (i) sex-disaggregated data followed by gender analysis, (ii) prioritized evacuation of women and children, (iii) rapid restoration of family life, (iv) immediate assessments of disaster social impacts and the related responses, (v) assessments of mental health and provision of the related services, including psychosocial services, access to food, shelter, clothing, and recreation for children, and (vi) special protection and support measures for pregnant women, for men who engage in high-risk rescue missions, and for women who are first responders (ibid.).

Finally, the National Gender Policy calls for action to develop and implement special measures for the prevention, mitigation, and monitoring of GBV and other forms of exploitation of various vulnerable groups

Table B.1. Belize's key policy documents on gender equality and GBV.

	LAWS, POLICIES, AND PLANS	CONTENT
GENDER EQUALITY	National Gender Policy (2002, revised in 2013)	It identifies the inequities experienced by both men and women, and suggests strategies to correct gender disparities. It also reveals Belize's commitment to mainstream gender in the planning, implementation, and monitoring of the National Disaster Preparedness Response Plan and other related policies.
	Labour (Amendment) Act (2005)	It amends Sections 177 and 178 of the Labour Act to increase the maternity leave entitlement from twelve weeks to fourteen weeks on full pay.
	National Youth Development Policy (2012)	It is aimed to increase access to opportunities for leadership and self development that promote their overall well-being. It also pays attention to protection of children from abuse and protection of young persons with disabilities.
	National Development Framework, (2010–2030)	It contains a number of specific goals such as: to create greater opportunities for women and youth employment; to provide financial and other support to CSOs addressing critical health issues affecting women and children; and to encourage women's participation in politics.
GENDER-BASED VIOLENCE	Domestic Violence (Protection Orders) Act (2007)	It creates a wide range of remedies aimed at reducing the number of DV incidents.
	Criminal Code, Chapter 101 (Revised in 2000)	It contains provisions addressing sexual offenses, kidnapping, abduction, forced marriage, and abandonment.
	Families and Children Act (1998)	It ensures that children, particularly girls, are placed in safe living environments, and prescribes measures against child abuse.
	Trafficking in Persons (Prohibition) Act (2013)	It prescribes measures to prevent and combat human trafficking by: protecting victims; facilitating the efficient investigation of cases and effective punishment of traffickers; and promoting cooperation with other states.
	National Gender-Based Violence Plan of Action (2017–2020)	It outlines mechanisms for policy, legislation, multi-sectoral collaboration, implementation, prevention, data collection, and tracking the progress on GBV.

(ibid.). Belize's GBV legislative framework has undergone important changes including the adoption of the 2013 Trafficking in Persons (Prohibition) Act (GoB 2013), the development of the 2017–2020 National Gender-Based Violence Plan of Action (GoB 2017), and the formation of a Sexual Offences Unit in the Police Force. However, despite these changes, GBV victims often do not receive adequate protection measures and the associated responsive care, treatment, and support services (CDB 2016b). For example, some of the gaps include limited availability of medical professionals helping GBV victims, difficulties in presenting evidence in court, and inadequate forensic evidence gathering techniques (ibid.).

B.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

Most of Belize's national disaster-related policies have no gender-specific content; however, at the sector and agency levels, various efforts were applied to integrate a gender perspective into DRM policies and plans (table B.2).

The responsibility for DRM lies with the National Emergency Management Organization (NEMO). It has developed a multi-sectoral emergency response plan which operates at the community, district, and national levels. In addition, the Ministry of Health developed a disaster mitigation plan focused on psychosocial intervention for the most

Table B.2. Belize's key policy documents on DRM and gender integration.

	LAWS, POLICIES, AND PLANS	GENDER-SPECIFIC CONTENT
GENERAL DRM	Disaster Preparedness and Response Act (2000)	It does not include gender-specific content.
	National Climate Change Policy, Strategy and Action Plan (2016)	It does not include gender-specific content.
	Nationally Determined Contribution under the UNFCCC (2016)	It does not include gender-specific content.
	Policy on Adaptation to Global Climate Change (2001)	It does not include gender-specific content.
	National Hazard Mitigation Plan (2008)	It does not include gender-specific content.
SECTOR/AGENCY DRM	Environmental Protection Act (2011)	It does not include gender-specific content.
	Solid Waste Management Authority Act (2000)	It does not include gender-specific content.
	Land Utilization Act (2000)	It does not include gender-specific content.
	National Integrated Water Resources Act (2011)	It does not include gender-specific content.
	National Forest Policy (2015)	It is based on the principle of active participation of women, men, youth, the elderly, and vulnerable or disadvantaged groups in the forest sector development. It mandates to develop robust community institutions to ensure the adequate representation and participation of women and vulnerable groups as well as the equitable sharing of forest benefits and responsibilities.
	National Environmental Policy and Strategy (2014–2024)	It calls for effective social inclusion to protect vulnerable groups and to involve women fully in decision making.
	National Biodiversity Strategy and Action Plan (2016–2020)	It mandates that the ecosystems that provide essential services of water, health, livelihoods, and well-being be restored and safeguarded, considering the needs of women, indigenous and local communities, the poor, and the vulnerable.
	National Agricultural and Food Policy of Belize (2015–2030)	It focuses on inclusion of large, medium, and small-sized farm holders with an emphasis on gender and youth. It makes a commitment to mainstream gender, youth, other social factors, and other cross-cutting emerging issues in agriculture and food development programs.

vulnerable populations (CDB 2016a). At the sector level, are several examples of policies aimed at improving inclusion, active participation, and integration of women, young people, the elderly, and vulnerable groups into the planning, implementation, monitoring, and evaluation of the related programs. These examples include the 2015 National Forest Policy (GoB 2015), the 2014–2024 National Environmental Policy and Strategy (GoB 2014), the 2016–2020 National Biodiversity Strategy and Action Plan (Ministry of Agriculture 2016), and the 2015–2030 National Agricultural and Food Policy (Ministry of Agriculture 2015). The development of these documents was also based on an all-inclusive process. For example, the National Biodiversity Strategy and Action Plan was developed through a participatory process, which included women, youth, NGOs, CSOs, and other stakeholders.

At the same time, Belize's key policies on climate change are gender neutral. For example, the 2016 Nationally Determined Contribution under the UNFCCC (GoB 2016), the 2009 National Adaptation Strategy to Address Climate Change in the Water Sector (Caribbean Community Climate Change Centre 2009), and the 2015 National Adaptation Strategy to Address Climate Change in the Agriculture Sector (Ministry of Forestry, Fisheries and Sustainable Development 2015) do not contain any provisions that specifically address the needs of women or other vulnerable groups.

B.3. Implementation and practice

The Women's Department is responsible for the implementation of various programs and provision of services related to women and girls' empowerment, support for GBV victims, and other social services. It has offices in six districts across Belize and convenes the Gender Integration Committee, comprising representatives of the NWC, governmental agencies, NGOs, and CSOs responsible for the implementation of the National Gender Policy (CDB 2016a). The NWC is another agency responsible for coordinating the implementation, monitoring, and evaluation of gender-related programs (ibid.) In 2006, the GoB appointed gender focal points to increase ministries' capacity to integrate gender into their programs. Collectively, they form the Gender Focal Points Committee, with its primary responsibility to implement gender integration activities (ibid.).

Despite these efforts, however, senior government officials indicated in the 2016 Caribbean Development Bank evaluation that their capacity to conduct gender analysis and their budgets for gender mainstreaming were very limited (ibid.) as evident from a significant number of national and sector policies lacking gender-specific content in DRM. This finding suggests the urgency for additional training programs for government officials on gender analysis, gender-sensitive budgeting, and gender-related topics. Such measures are particularly important for disaster-related initiatives such as housing programs, because "women form the majority of persons living in poor housing, and they are especially vulnerable because of their lower levels of income and their higher levels of unemployment" (UNDP 2009). In an effort to address these issues, the Ministry of Housing has been working to improve poorer households' access to social housing and home improvement grants, with a focus on women's needs (Pebbles 2011). Yet, data are lacking on the effectiveness of such programs for women in Belize.

B.4. Advocacy and knowledge generation

At the national and community levels, the NWC provides extensive training and support for women to increase their empowerment, political participation, and leadership. At the same time, the continued prevalence of violence against women in Belize suggests the imperative for more targeted education and awareness raising campaigns related to GBV and domestic abuse (UN Committee on the Elimination of Discrimination Against Women 2007). In addition, despite various environmental education programs, some evidence points to insufficient knowledge of both men and women about climate change and the related hazards. The 2016 Knowledge, Attitudes and Practice Study on Climate Change showed that a significant number of respondents in Belize were unable to identify specific impacts of climate change on their communities as well as their key causes (J-CCCP 2016c). In 2016, 51.1 percent of respondents indicated that the GoB had to lead the way to address climate change, and 71.1 percent of them agreed that the government needed to increase awareness about climate change impacts on communities (ibid.).

B.5. Women's participation and leadership

The GoB takes increasing efforts to involve women and representatives of various vulnerable groups in the policy-making process. For example, women provided their vision in the consultation meetings for the development of Belize's Horizon 2030 National Development Framework (GoB 2010). In addition, are the efforts of various women's organizations that focus on women and girls' empowerment such as the Belize Family Life Association, the Cotton Tree Women's Group, Fajina Chairladies, the LEAP Women's Group, the Progressive Organization for Women in Action, the Young Women's Christian Association, among many others. Together, these organizations form the Women's Issues Network of Belize (WIN-Belize) that serves as a coordinating focal point for advocacy campaigns on gender-responsive policies and programs. For example, WIN-Belize commissioned the development of a manual used in training programs for governmental agencies responsible for gender mainstreaming efforts (Women's Department 2009).

As for women in leadership roles, both the Women's Department and the NWC are headed by women. The number of women in DRM decision-making positions is, however, limited. For example, in the NEMO, only one (out of ten district emergency coordinators) is a woman, while all three regional emergency coordinators are men (NEMO 2020). Belize has also the traditionally low representation of women in government (CDB 2016a); only three female ministers out of total twenty serve at the ministerial level: Minister of State in Immigration Services and Refugees; Minister of State with responsibility for Labor, Local Government, and Rural Development; and Minister of State in Investment, Trade and Commerce (GoB 2020).

B.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table B.3).

Table B.3. Gender-related gaps in DRM and recommendations for Belize.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	Lack of a gender perspective in most DRM policies and programmatic plans. Inadequate incorporation of gender in the food and nutrition agenda. Lack of gender consideration in climate change plans.	Amend disaster-related policies to include a gender perspective. Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts. Provide technical assistance to environment-responsible agencies to build capacity in gender mainstreaming, ensuring that gender-based considerations form part of their planning and response strategies.
Sex-disaggregated data and gender-specific research	Insufficient information about gender-differentiated disaster impacts. Lack of information on the number of women in DRM and climate change-related decision-making processes. Lack of data on unpaid domestic work.	Strengthen collection of data on disaster impacts, disaggregated by sex and other key variables related to vulnerable groups. Enhance data collection on the number of women in DRM decision-making processes. Develop time-use surveys to measure unpaid work performed by women and men periodically.
Gender-based violence	Inadequate protection measures for GBV victims as well as limited responsive care, treatment, and support services.	Expand the services provided to GBV and DV victims and survivors. Increase the allocation of human, technical and financial resources dedicated to the responsible agencies and increase support for NGOs and CSOs that address GBV.

	GAPS	RECOMMENDATIONS
Institutional strengthening	The increasing levels of structurally high unemployment, especially among women and youth, that impact their safety nets in disaster situations. Limited efforts to integrate child and gender sensitivity into ongoing public programs. Limited monitoring and evaluation mechanisms to support gender-mainstreaming initiatives.	Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. Develop initiatives to boost women's incomes, employment, particularly in agriculture and the food sector, enhance their access to health care, critical services, and improve their resilience. Strengthen tools to integrate child and gender-responsive budgeting into governmental DRM programs. Improve monitoring and evaluation mechanisms to support gender mainstreaming initiatives.
Advocacy and education	Insufficient coverage of special needs and protection measures to support various vulnerable groups through training programs. Lack of awareness raising campaigns about the importance of gender-sensitive budgeting.	Include tools and techniques to support people with HIV/AIDS, people with disabilities, and members of the LGBTI community in disaster-related training programs. Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender related policies and programs in DRM.
Partnerships in DRM	Limited efforts to include women and women's organizations in climate change programs in the most affected areas, particularly in agriculture. Limited partnerships with CSOs and NGOs that address critical issues affecting women and children, particularly GBV.	Establish a dialogue platform to discuss challenges and opportunities for women in agriculture through a Belizean Chapter of the Caribbean Network of Rural Women Producers or similar regional associations. Enhance partnerships with CSOs and NGOs that address critical issues affecting women and children, particularly pregnant teenagers and young women who are vulnerable to or are victims of GBV or HIV/AIDS.
Social inclusion	Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM programs and decision-making processes. Registered violations of Maya peoples' right to property, land, and equality.	Increase involvement of community-based groups (village councils, women's groups, youth groups, and underprivileged or marginalized groups such as handicapped, senior citizens, and HIV/AIDS groups) into programs related to DRM and climate change. Involve Maya communities in decision-making processes, particularly about their collective rights to land traditionally used in Belize.
Women's participation and leadership	Insufficient women's participation and leadership in DRM and climate change activities. Marginalization of Belize's women in political participation because of a culture of exclusion, lack of community support, competing family responsibilities, and bias within political structures.	Target and remove gender-biased criteria or processes of decision-making bodies, and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities. Enhance opportunities for youth and women in politics.

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Appendix C. Country profile: Dominica

C.1. National policies on gender equality, women and girls' empowerment, and GBV

The Bureau of Gender Affairs (BGA), under the Ministry of Social Services and Community Development and Gender Affairs, ensures that policies, plans, and programs are in place to improve the status of women and men, in collaboration with the government and NGOs (BGA 2020). Its focus is on women and girls' rights and empowerment,

gender equality, and putting forward masculinity concerns and male gender gaps in society. Two of the nine key areas in its National Gender Policy and Action Plan 2014–2024 are: (i) climate change, natural disasters, and natural resource management, and (ii) violence and security (National Gender Policy and Action Plan 2006). Dominica has made significant strides towards gender equality with the development of various laws, plans, and policies addressing gender equality issues, women and girls' empowerment, and GBV (table C.1).

Table C.1. Dominica's key policy documents on gender equality and GBV.

	LAWS, POLICIES, AND PLANS	CONTENT
GENDER EQUALITY	National Gender Policy and Action Plan (2014–2024)	It puts forward policy measures and actions to address the gender-related disadvantages that women continue to face as well as male gender gaps and vulnerabilities in nine key areas. Two of these are: (i) climate change, natural disasters, and natural resource management, and (ii) violence and security.
	Protection of Employment Act, (1977)	Chapter 89:02 of the Act provides protection for all categories of workers.
	Labour Contract Act (1983)	Chapter 89–04 of the Act provides for employment security for all persons above age 18, entitlements to maternity leave, and pay entitlements during periods of absence.
	National Youth Policy (2004)	Its mission is to create a framework ensuring that young men and women in Dominica grow up with a sense of belonging and worth, and are empowered to participate fully in the social and economic development of the nation, including DRR and gender equality.
GENDER-BASED VIOLENCE	Protection Against Domestic Violence Act (2001)	It provides protection against physical, sexual, emotional, psychological, or financial abuse committed by a person against a spouse, child, and any other person who is a member of the household, dependent, or parent of a child of that household.
	Sexual Offences Act (1998)	The Act recognizes a wide range of offences, and has provisions geared at offering greater protection to women, children, and persons with disabilities.

The 1977 Protection of Employment Act provides protection for all workers and the Labour Contract Act (1983) provides for employment security for all persons above 18, including entitlements to maternity leave and pay entitlements during periods of absence. However, both Acts exclude home assistants and agricultural workers, the majority of whom are women. They are, therefore, not represented by a labor union, unable to negotiate better wages and conditions of employment, and are particularly susceptible to sexual harassment (ILO 2017). The National Youth Policy (2004) includes youth in action on climate change, environmental sustainability, and disaster mitigation as well as in youth social inclusion and diversity (Camarinhas and Eversley 2017).

National efforts to reduce GBV in Dominica are many. The 2014 National Gender Policy and Action Plan works to facilitate social and domestic peace and reduce the levels of violence in the society (GoCD 2014), as does the 2004 National Youth Policy, which affords the right of protection from any kind of abuse, coercion, violence, and exploitation (GoCD 2004). The 2001 Protection Against Violence Act recognizes a wide range of offences and has provisions to protect children and women against sex trafficking. However, the 2017 post-disaster needs assessment reveals that one of the recovery needs and strategy remains capacity building and psychosocial support for victims, given that the causes of violence are prevalent, including consequences of loss of employment on the household, shelters that are not designed with gender considerations, and an increase in drug and alcohol use (GoCD 2017).

C.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

The National Emergency Planning Organization (NEPO) is the state agency established to plan and coordinate the management of disasters in the country. The Office of Disaster Management (ODM), the implementation arm

of the NEPO, organizes counter-disaster activities. The ODM falls under the Ministry of Public Utilities, and the Director reports directly to the Permanent Secretary in the Ministry of Public Utilities (GoCD 2014). Dominica's national disaster-related laws have limited gender-specific contents (table C.2).

Table C.2. Dominica's key policy documents on DRM and gender integration.

	LAWS, POLICIES, AND PLANS	GENDER-SPECIFIC CONTENT
GENERAL DRM	National Action Plan for Disaster Risk Reduction (2018–2022)	The plan mainstreams DRM into policies, plans, and sustainable development programs at all levels, with its main focus on disaster prevention, risk reduction, preparedness, and mitigation of vulnerability, with specific attention to women and children.
	Emergency Powers Disaster Act, Chapter 15:03 (1978, revised in 1987)	It does not contain gender-specific content.
	Comprehensive Disaster Management Bill (2014), the Comprehensive Disaster Management Act (2014), Comprehensive Disaster Management Regulations (2014), Disaster Relief and Assistance Regulations (2014), Comprehensive Disaster Management (Volunteers) Regulations (2014), Comprehensive Disaster Management (Evacuation) Regulations (2014), and Early Warning Systems Regulations (2014)	It provides a framework for preparedness, prevention, mitigation, and response activities to an emergency situation associated with anthropogenic disasters or technological incidents on the island. With the exception of the Early Warning Systems Regulations, there is no gender-specific content.
	National Disaster Plan (2006)	It does not include gender-specific content.
	National Hurricane Management Plan (2006)	It does not include gender-specific content.
	Climate Change National Adaptation Policy (2002)	It does not include gender-specific content.
	National Emergency Management Plan (NEMP) (1986, 2001, revised in 2009)	It does not include gender-specific content.
SECTOR / AGENCY DRM	Disaster Preparedness for the Agriculture Sector (2006)	It does not include gender-specific content
	National Resilience Development Strategy 2030 (2018)	Its three strategic elements are environmental protection, social development, and economic development and transformation. The strategy includes gender equality and Kalinago indigenous people's rights and perspectives as cross-cutting issues and DRM as a goal.
	Third Medium Term Growth and Social Protection Strategy (2012–2014)	It is a medium term strategic framework for fiscal policy, economic growth strategies, poverty reduction, and social protection with gender equality and DRM as priority areas.
	National Land Use Policy (2014)	It is intended to provide direction for land use planning in Dominica. It proposes the registration of indigenous people's land rights to engender further socio-economic development of the indigenous people.
	Low Carbon Climate-Resilient Strategy (2012)	It aims at furthering efforts in the transformation to green economy. It integrates climate change, DRR, and gender equality. It also contains recommendations for actions to address the vulnerabilities of women to climate change in pre- and post-disaster settings.

Dominica's existing legal framework for DRM is captured in the 1987 Emergency Powers (Disaster) Act (Chapter 15:03), which gives the President the authority to declare a state of emergency and take necessary action to respond to disasters, and the 2000 National Disaster Act which concentrates on preparedness and response arrangements. Recognizing that Dominica's disaster legislation is focused, Dominica has been in the process of finalizing a draft Comprehensive Disaster Management Bill since 2014 with the assistance of CDEMA, as it recognizes limitations in its disaster legislation that leans more to emergency and disaster response rather than on disaster risk reduction (DRR) (Katafono 2018). The Bill includes the 2014 Early Warning System Regulation, which is gender responsive. It provides for assessment of vulnerability and capacity by considering gender and equity, and ensures that warnings will be gender responsive and culturally appropriate.

The National Action Plan for Disaster Risk Reduction 2018–2022 proposes to reduce the disaster risk by strengthening disaster recovery plans to include socio-psychology training programs to minimize the adverse impact on the victims, particularly women and children in post-disaster times. Some aspects of DRR and gender equality are captured in Dominica's Low Carbon Climate-Resilient Development Strategy 2012–2020 (Climate Investment Funds 2012). This strategy integrates climate change, DRR, and gender equality and contains recommendations for actions to address the vulnerabilities of women to climate change in pre- and post-disaster situations. These actions consist of the design of emergency shelters, inclusion of women and girls in vulnerability assessments and risk management, and the provision of social safety nets such as microfinance and microinsurance to women. The strategy is coordinated through the Council for Environment, Climate Change and Development. It comprises a technical working group to ensure participation by non-state male and female actors, and is designed as an evolving, flexible framework ensuring its regular revisions. It subsumes a specific annex targeted at indigenous groups and women within indigenous groups, and their specific risks and vulnerabilities to climate change.

Some gender considerations are also present in national strategies and policies pertinent to DRM. The

National Resilience Development Strategy 2030 (NRDS) is underpinned by the need for attention to disaster preparedness and strengthening of resilience at all levels of the Dominican society. Some of the NRDS's DRM strategies to reduce the duration and severity of poverty and to enhance the poor's (the majority of whom are women) coping capacity entail: (i) further developing service delivery to victims of GBV, child abuse, mental health, and substance abuse; (ii) linking employment opportunities to resilient livelihoods with a focus on single mothers, women, and at-risk youth; and (iii) improving data collection, data management, and mapping of the most vulnerable by location, sex, type of disability, and functional capacities to improve structured support systems and services for them during disasters or emergencies (GoCD 2018).

The Third Medium Term Growth and Social Protection Strategy 2012–2014, while not a development or operational plan, is a national framework that informs sector strategies. It encompasses gender, culture, youth and sports as well as environmental and vulnerability management such as cross-cutting sectors. However, two major obstacles to general social protection and shock-responsive social protection are the lack of a data management system and the lack of a unique citizen identifier, with no documented criteria for eligibility and no clear processes for beneficiary selection (Beazley 2018).

Many of Dominica's DRM policies and plans do not have gender considerations. Some of them are the 2010 National Integration Water Resources Management Policy (Draft), the 2009 DRM Plan, the 2009 National Emergency Management Policy, the 2009 National Shelter Policy, the 2004 National Environment Policy/National Environment Management Strategy, and the 2002 Physical Planning Act, Damage Assessment Policy, Emergency Housing Policy, Relief Supplies Policy (GoCD 2014).

C.3. Implementation and practice

Most of Dominica's disaster policies before, during, and after a disaster are gender blind, that is, the differential social and economic statuses of women, men, girls, and boys are ignored. Women represent the majority among the unemployed and the poor, and the size of female-headed households is generally larger compared to other

households (UNDP 2009). These factors increase risk and vulnerability to the effects of disasters on poor women, children, the indigenous population, the disabled, and the elderly (ibid.). The impact of Tropical Storm Erika and Hurricane Maria has exacerbated gender inequalities, including, but not limited to, access to resources for women farmers, access to health care for women and men, economic empowerment for women, especially those in lower socio-economic sectors, and increasing levels of GBV (GoCD 2018).

Dominica does not have policies or practices for collecting disaster-related sex-disaggregated data. Data are collected on persons affected and on damage to buildings and property, but this is not disaggregated by sex or age, which severely limits the quality of the information available to guide and plan interventions to help individuals rebuild their lives. Sex disaggregated data specific to the immediate impact of Hurricane Maria remains a challenge. However, robust baseline data come from the Government of the Commonwealth of Dominica (GoCD) with the launch of CARICOM gender equality indicators (GoCD 2017).

The 2019 UNHCR Dominica Report notes that after Hurricane Maria, the Bureau of Women's Affairs implemented a project to respond to life-saving, sexual and reproductive health needs of women and adolescent girls (ECLAC 2017). Specifically, the report states that "the Bureau recognizes the heightened risks of GBV post-event due to poor lighting, lack of privacy in shelters, and the stress placed on social structures" and that it "aims to develop improved Standard Operating Procedures to prevent and respond to GBV after emergencies and distributed dignity kits" (ibid.). The report also notes that the Gender Policy was updated to reflect adverse climatic conditions experienced in the country (ibid.).

The GoCD is working with international NGOs and agencies, with a view to making DRR more gender responsive: integrating gender equality and human-rights based approaches into DRR, climate change adaptation, and environmental management frameworks and interventions; addressing the gender gaps, and ensuring equal access to DRR and environment solutions for men, women, boys, and girls (UNDP 2019b); training

in emergency communications (IOM 2019); tackling GBV (Oxfam); implementing emergency cash transfer program (after Hurricane Maria), with unconditional cash transfers provided to almost 25,000 people, including 6,000 children, launched by UNICEF and the World Food Programme (Beazley 2018); and developing gender-responsive multihazard EWS (UNDP, CDEMA, and IFRC 2019).

C.4. Advocacy and knowledge generation

Dominica's ODM, with the support of International Organization for Migration (IOM), trained community members in January 2019 on the use of amateur radios (ham radios), emergency communications, and other related topics to ensure that communities are aware, prepared, and able to communicate in the event of an emergency or disaster. Following IOM's age-gender-diversity approach, participants in the radio trainings represented diverse ages and included women and men, with special effort to ensure that the training includes people with disabilities through the Dominica Association of People with Disabilities (DAPD) (IOM 2019).

Most warnings on the island are connected to hydromet events or health threats, but are not always gender sensitive unless the threats are directly related to gender such as the Zika virus, and the high risk posed to pregnant women is very specifically and clearly announced (NEMO 2018).

C.5. Women's participation and leadership

The representation of women in political positions of power and decision making, particularly at the national level, has remained persistently minimal (GoCD 2018). The ODM has a small staff of four persons to oversee disaster prevention and management activities for the entire country (Beazley 2018). The leadership and technical staff are male, while the single support staff member is female (ibid.).

The Dominica National Council of Women (DNCW), established in 1986, promotes the rights of Dominican women. The agency has a staff of three persons, all of whom are women. The DNCW concentrates on issues of domestic violence, but has since been a central force in assisting women affected by disasters. This

new function advises women on matters, ranging from how to file insurance claims for property loss to how to access welfare after a disaster. The DNCW has also collaborated in organizing disaster prevention activities such as community-based workshops to promote proper waste disposal to reduce the risk of waterways and roads being blocked by garbage (UNDP 2009).

C.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table C.3).

Table C.3. Gender-related gaps in DRM and recommendations for Dominica.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> • Lack of system-wide application of gender equality principles and goals in DRM national laws, policies, and plans. • Lack of legal provisions for unpaid domestic work and agricultural workers. • Lack of acknowledgments of existing family structures and social realities, or value common law partners' in-kind contributions to family life. 	<ul style="list-style-type: none"> • Develop a DRM and gender-responsive social protection policy and strategy. • Develop a national post-disaster shelter and welfare policy. • Include provisions in the Protection of Employment Act and the Labour Contract Act for home assistants, domestic employees, and agricultural workers. • Amend the legal framework to include common-law unions, especially for women who are housewives, i.e., those who have provided care work for their partner, children, and families, and who are not entitled to benefits upon the breakdown of the union. • Promote the use of gender-responsive and gender-inclusive language in disaster legislation, government documents, and educational and public awareness materials.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> • Lack of sex-disaggregated data collection and gender-sensitive research and analysis in DRM. • Inadequacies in the collection of other sex-disaggregated data. • Lack of gender-sensitive research and analysis by relevant stakeholders, the public and private sectors and civil society. 	<ul style="list-style-type: none"> • Establish clear systems, protocols, and guidelines for collecting, collating, and analyzing sex-disaggregated data in all sectors related to disasters. • Ensure high quality and timely data on children and families, sufficiently and securely stored and maintained to facilitate quick responses to shocks. • Develop data in the full publication of the population census and for credit services by banks and other credit institutions. • Update the 1995 agricultural census data. • Fund gender-responsive research on the gendered impacts of climate change and disasters. • Ensure gender-responsive vulnerability data are sufficiently mapped for all relevant hazards and include vulnerability of locations such as rural, urban, coastline, and elevated settlements.
Gender-based violence	<ul style="list-style-type: none"> • Lack of public awareness on GBV prevention before and after disasters. 	<ul style="list-style-type: none"> • Launch an education campaign on domestic violence during disasters. • Build capacity for GBV and psychosocial support for GBV survivors after disasters.

	GAPS	RECOMMENDATIONS
Institutional strengthening	<ul style="list-style-type: none"> • Lack of human and financial resources for gender integration in DRM. • Lack of gender assessments by sector for DRM. • Lack of comprehensive analysis on Dominica's vulnerability to disasters through a standardized methodology in a single document or database that would inform on gender, disability, age differentiated data, social and cultural norms, and vulnerability of infrastructure, sectors and systems. 	<ul style="list-style-type: none"> • Raise awareness among policy makers on the vulnerability of women, men, girls, and boys in pre- and post-disaster situations. • Provide social safety nets, including microfinance and microinsurance to women in rebuilding their homes, businesses, and lives after an event. • Increase BGA's human and resource capacity to integrate gender equality in all areas of national and sectoral development and budgeting. • Establish clear systems, protocols, and guidelines for gender monitoring and evaluation related to disasters and climate change in Ministries. • Conduct gender assessments for DRM by sector. • Integrate gender equality in EWS with hazard assessments and mapping • Initiate a comprehensive Risk Assessment for Dominica, i.e., Hazard, Vulnerability, Capacity Assessments (HVCAs), with mass participation of the Dominican public and particularly including critical disaster-prone areas. • Ensure national standard for conducting HVCAs, and refer to data collected pertaining to a multitude of critical factors—age, gender, disability, indigenous knowledge and history, social and cultural norms, communication channels, land use, infrastructure, coping and adaptive capacities, economic and livelihoods profile, assets, and critical needs. • Create livelihood recovery interventions for women whose livelihood was subsistence farming through grants or cash for work programs.
Advocacy and education	<ul style="list-style-type: none"> • Lack of gender-responsive disaster preparedness and recovery information and education materials and campaigns. 	<ul style="list-style-type: none"> • Launch an information and education campaign on gender in disasters for the general public.
Partnerships in DRM	<ul style="list-style-type: none"> • Lack of diverse partnerships for gender integration in DRM. 	<ul style="list-style-type: none"> • Create partnerships with the National Women's Council, the DAPD, youth groups, private sector agencies, NGOs, and CSOs and individuals (including in the Kalinago Territory), with special skills for disaster preparedness and recovery.
Social Inclusion	<ul style="list-style-type: none"> • Limited gender sensitization of ethnic minorities. • Lack of inclusion of marginalized groups in decision-making, consultations, and actions. 	<ul style="list-style-type: none"> • Provide gender equality and DRM sensitization programs for Kalingo leaders and communities. • Provide participatory mechanisms to enable marginalized groups, such as the homeless, children, HIV/AIDS-infected persons, and the disabled to be included in aspects of disaster preparedness and recovery.
Women's participation and leadership	<ul style="list-style-type: none"> • Lack of women in leadership positions in DRM and in preparedness and recovery activities. 	<ul style="list-style-type: none"> • Increase opportunities of NGOs and CSOs for mentorship and training women in leadership and decision making. • Increase women and girls' active involvement and leadership at all stages of the DRM cycle through UNICEF programs.

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Appendix D. Country profile: Grenada

D.1. National policies on gender equality, women and girls' empowerment, and GBV

The Government of Grenada (GoG) has adopted and

amended various policies addressing gender equality issues, women and girls' empowerment, and GBV since 2000 (table D.1).

Table D.1. Grenada's key policy documents on gender equality and GBV.

	LAWS, POLICIES, AND PLANS	CONTENT
GENDER EQUALITY	Gender Equality Policy and Action Plan (2014–2024)	It intends to promote gender equality, equity, social justice, and sustainable development in Grenada, involving boys, girls, men, and women as equal citizens, and participants in the political, economic, environmental, social, and cultural life, with equal rights, benefits, privileges, and responsibilities regardless of sex, color, creed, opinion, or any other distinctions. It contains a specific section on climate change, natural disasters, and natural resource management.
	Employment Act (1999)	It ensures equal pay for equal work for men and women.
	National Insurance Act (1983, amended in 2011)	It is a compulsory, contributory scheme to which employees pay 6% of their monthly earnings and employers pay 5% of their monthly payroll. Domestic workers are ineligible to receive these benefits because of their inability to contribute to the scheme.
	National Youth Policy (2003)	It sets goals and strategies for youth development, with a focus on increasing opportunities for youth leadership and self development. It also pays attention to protection of young persons with disabilities.
	Strategic Development Plan (2004)	It identifies gender issues, environment, and poverty as its priority program areas. It sets specific goals, objectives, and strategies for youth development, gender equality, GBV, and sustainable development, among other topics.
GENDER-BASED VIOLENCE	Domestic Violence Act (2010)	It creates a wide range of remedies aimed at reducing the number of DV incidents in Grenada.
	Criminal Code (Amendment) (2012)	It contains provisions addressing sexual offenses, including provisions on marital rape.
	Child (Protection and Adoption) Act (2010)	It ensures that children are placed in safe living environments, and prescribes measures against child abuse.
	Prevention of Trafficking in Persons Act (2014)	It prescribes measures to prevent and combat human trafficking by: protecting victims; facilitating the efficient investigation of cases and effective punishment of traffickers; and promoting cooperation with other states.
	National Strategic Plan to Reduce Gender-based Violence (2017)	It outlines mechanisms for policy, legislation, multi-sectoral collaboration, implementation, prevention, data collection, and tracking the progress on GBV.

In Grenada, the Division of Gender and Family Affairs is a coordinating agency for mainstreaming gender across all government agencies, policies, and programs. This division is located within the Ministry of Social Development, Housing and Community Empowerment. Its key objectives are to implement the Gender Equality Policy and Action Plan (GEPAP) and provide technical assistance for gender mainstreaming activities. As a strategic objective, the GEPAP distinguishes the integration of gender equality into DRM, climate change, and their related strategies to facilitate men and women's complementary roles in green

economy (ibid.). In this regard, the GEPAP mandates to incorporate gender sensitivity in both disaster response and disaster preparedness to address the needs of different vulnerable groups and persons with special needs (ibid.).

Furthermore, the GEPAP mandate requires to develop and implement special measures for the prevention, mitigation, and monitoring of GBV and other forms of exploitation of various vulnerable groups (ibid.). The Division of Gender and Family Affairs devotes significant

efforts to fight against GBV. It has a special Gender-based Violence Unit, which provides psychosocial support to adult female and male victims and survivors of GBV and domestic abuse. It also engages women, men, girls, and boys in activities to prevent GBV at the national and local levels. Grenada amended its Criminal Code about sexual offences in 2012 (GoG 2012), and adopted the 2010 Domestic Violence Act (GoG 2010b), the 2010 Child (Protection and Adoption) Act (GoG 2010a), and the 2014 Prevention of Trafficking in Persons Act (GoG 2014b) as legislative measures. Finally, the National Strategic Plan

to Reduce Gender-based Violence (GoG 2017c) contains specific strategies and actions to reduce GBV in Grenada.

D.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

Grenada has made efforts to incorporate gender considerations into its national policies; however, at the sector level, most DRM and climate change policies still have no gender-specific content (table D.2).

Table D.2. Grenada's key policy documents on DRM and gender integration.

	LAWS, POLICIES, AND PLANS	GENDER-SPECIFIC CONTENT
GENERAL DRM	Disaster Preparedness Plan (2005)	It does not include gender-specific content.
	National Disaster (Emergency Powers) Act (1991)	It does not include gender-specific content.
	National Climate Change Policy for Grenada, Carriacou and Petite Martinique (2017–2021)	It mandates the National Climate Change Committee to involve the private sector, CSOs, and NGOs in climate change activities, with specific attention given to youth and gender groups.
	National Climate Change Adaptation Plan for Grenada, Carriacou and Petite Martinique (2017–2021)	It requires the Community Climate Change Adaptation Fund to add gender consideration in its funding, operational procedures, requirements, and community-based calls for proposals. It also mandates to analyze and report on progress addressing gender through the monitoring and evaluation of adaptation activities.
	Aligned National Action Programme for Grenada's Commitment under the United Nations Convention to Combat Desertification and Drought (2015)	It contains specific objectives and the related outcomes aimed at increasing involvement of women's organizations, youth, and communities in DRM and climate change programs.
	Drought Management Plan (Draft, 2019)	It recognizes the important role of women in DRM.
	National Hazard Mitigation Plan (2003)	It does not include gender-specific content.
SECTOR / AGENCY DRM	Vulnerability and Capacity Assessment and a National Adaptation Strategy and Action Plan to Address Climate Change in the Water Sector of Grenada (2014)	It does not include gender-specific content.
	Waste Management Act (2001)	It does not include gender-specific content.
	Land Development and Utilization Act (1981)	It does not include gender-specific content.
	Physical Planning and Development Control Act (2002)	It does not include gender-specific content.
	Information and Communication Technology (ICT): A Strategy and Action Plan for Grenada (2006)	It fosters the development of ICT to the benefit of less advantaged groups such as women, older workers, and persons with special needs.
	National Biodiversity Strategy and Action Plan (2016–2020)	It does not include gender-specific content.
	Food and Nutrition Security Policy (2013)	It mandates to create an enabling environment for the policy based on the principles of fair compensation and gender sensitivity, and free of child labor.

The responsibility for DRM lies with the National Disaster Management Agency of Grenada (NaDMA). The National Emergency Advisory Council, chaired by the Prime Minister, functions as a high-level, multisectoral oversight body that guides policy and planning for DRM. While Grenada's DRM policies analyzed in this desk review do not have gender-specific content, at least three climate change programmatic documents recognize the importance of a gender perspective for enhanced resilience. Thus, the 2015 Aligned National Action Programme for Grenada's Commitment under the UN Convention to Combat Desertification and Drought is based on the principle of an inclusive participatory process to address climate change (GoG 2015a). Importantly, it contains the 2015–2020 implementation plan, which outlines specific outcomes and the related actions. One of the outcomes refers to action plans to develop the necessary capacity to address land degradation and drought at the individual, institutional, and systemic levels. As a set of actions, it includes the development of a standardized gender-sensitive methodology for multihazard mapping and vulnerability and risk assessments (VRAs) (ibid.). Another outcome outlined in the implementation plan is related to the involvement of various CSOs and the scientific community as stakeholders in activities that address land degradation and drought (ibid.). For example, it proposes to increase the number of women's groups involved in the related activities from zero in 2013 (baseline) to two in 2020, while it plans to increase the number of youth groups from one in 2013 to seven in 2020 (ibid.).

Further, the 2017 National Climate Change Adaptation Plan contains the requirement for the Community Climate Change Adaptation Fund to include gender considerations in its funding, operational procedures, requirements, and community-based calls for proposals (GoG 2017a). It also mandates to analyze and report on progress made to address gender issues through the monitoring and evaluation of adaptation activities. The 2019 Drought Management Plan also recognizes the importance of women for climate change resilience because they are more vulnerable to droughts due to their primary responsibility for water collection in Grenada (GoG 2019). The plan points to the importance of special measures to involve women in drought management and to integrate gender equality into

climate change and building a green economy (ibid.). Specifically, the plan mandates to make special efforts to enlist a women's representative and women's organizations into the related implementation programs. The GoG is considering this plan.

D.3. Implementation and practice

The 2014 country evaluation of DRR in Grenada identified several gaps in the implementation of disaster and climate change programs. For example, the evaluation found no formal vulnerability assessments at the community level. Instead, Grenada's district coordinators were guided by historical precedent and expert knowledge (NaDMA 2014). Gender considerations were not fully integrated into these activities despite that district coordinators tried to incorporate the needs of vulnerable segments of the population, including women, the elderly, young people, and persons with chronic conditions and physical and mental challenges (ibid.). At the national level, the needs of vulnerable groups were not adequately addressed either, although few programs made special provisions for vulnerable groups in DRM (ibid.).

The GoG has intensified its efforts to integrate gender considerations into DRM and climate change resilience projects. Thus, the Division of Gender and Family Affairs was actively involved in discussions and consultations related to projects and proposals submitted to the Green Climate Fund (GCF), whose gender policy requires inclusion of a gender perspective in climate change initiatives (Division of Gender and Family Affairs 2019). One of the key objectives of these consultations was to ensure that all project proposals for the GCF reflect adequate gender analyses, gender action plans, and gender-responsive monitoring and evaluation frameworks. Grenada has also committed to the participation in the regional project "Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean" (EnGenDER). The implementation of this project is expected to provide technical support for gender equality policy mainstreaming to agencies responsible for the development and implementation of gender-responsive and inclusive national adaptation plans (NAP) and nationally appropriate mitigation actions.

D.4. Advocacy and knowledge generation

At the national level, the Division of Gender and Family Affairs dedicates significant efforts to raising awareness about gender equality, women and girls' empowerment, their political participation, and leadership. The Gender-based Violence Unit within the Division also conducts advocacy campaigns aimed at ending all forms of GBV in Grenada. According to the National Strategy to Reduce GBV, several national campaigns have been implemented in Grenada on the existing protocols, legislation, and the corresponding duties and obligations of stakeholders, responders, and individuals (Division of Gender and Family Affairs 2019). These campaigns comprised the distribution of information, education, and communication materials such as brochures, information sheets, and cards. The Royal Grenada Police Force and the Child Protection Authority also conducted various programs in schools on the issue of child sexual violence (ibid.).

The GoG also implements education programs to empower citizens, in particular women and girls, with the knowledge about achieving climate change objectives set in the NAP. For example, a special workshop on "Gender Sensitivity for Climate Finance Project Writing" was organized in 2019 for governmental agencies, NGOs, private sector entities, and other stakeholders within the program funded by the GCF. Its objective was to enable relevant stakeholders to mainstream gender equality in project proposal writing (Division of Gender and Family Affairs 2019). However, at the community level, some evidence indicates insufficient knowledge among Grenada's men and women about climate change and the related hazards. Thus, the 2016 Knowledge, Attitudes and Practice Study on Climate Change showed that a significant number of respondents (62.2%) felt that they needed more information about climate change (J-CCCP 2016a). In addition, only few respondents considered themselves "very well informed" about climate change issues, while approximately a quarter of respondents indicated that they did not know enough regarding what could be done to reduce climate change and protect themselves from the related hazards (ibid.). The Climate Change Plan for Grenada recognizes that the

whole population should be targeted for climate change education, with particular attention to women, persons with low educational levels, and the elderly (GoG 2017).

D.5. Women's participation and leadership

In Grenada, various women's organization and CSOs participate actively in national and regional discussions on gender equality, women's rights, child protection, support of people with disabilities, and environment. They include, for example, the Grenada National Organisation of Women (GNOW); the Legal Aid and Counselling Clinic; the Program for Adolescent Mothers; the Grenada Planned Parenthood Association; the Inter-Agency Group of Development Organisations; and the GrenCap which promotes LGBTI rights. Some of them were able to influence DRM and climate-change-related policy making. The Inter-Agency Group of Development Organisations and the GNOW, for instance, are identified as key stakeholders in the Agriculture Drought Management Plan (GoG 2019). The GNOW also contributed to the development of the Aligned National Action Programme for Grenada's Commitment under the United Nations Convention to Combat Desertification and Drought (GoG 2015).

The Ministry of Social Development, Housing and Community Empowerment and its Division of Gender and Family Affairs are headed by women. As its strategic goal, the GEPAP proposes to achieve gender parity (50-50 male-female representation) or 40 percent of either sex at all levels of decision making in Grenada's society (Division of Gender and Family Affairs 2019). Information about the number of women in disaster and climate change management positions is absent. At the ministerial level however, Grenada has achieved its goal of 40 percent. Six out of the fifteen ministries are headed by women (GoG 2020).

D.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table D.3).

Table D.3. Gender-related gaps in DRM and recommendations for Grenada.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> Lack of a gender perspective in most DRM policies and programmatic plans. No gender analysis for social safety net programs on food and nutrition security such as a specialized focus on the unemployed youth, unemployed women with children, and mentally-ill persons. 	<ul style="list-style-type: none"> Amend DRM policies to include gender considerations. Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts. Provide technical assistance to environment-responsible agencies to build their capacity in gender mainstreaming, ensuring that gender-based considerations form a significant part of their planning and response strategies.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> Insufficient information about gender-differentiated disaster impacts. Lack of information on the number of women in DRM and climate change-related decision-making processes. Limited disaggregation of data by gender or age to define groups vulnerable to food and nutrition insecurity. Lack of data on unpaid domestic work. 	<ul style="list-style-type: none"> Strengthen collection of data on disaster impacts, disaggregated by sex and other key variables of vulnerable groups. Enhance data collection on the number of women in disaster and climate change management positions. Strengthen collection of data disaggregated by sex and other key variables of groups vulnerable to food and nutrition insecurity. Develop time-use surveys periodically to measure unpaid work performed by women and men.
Gender-based violence	<ul style="list-style-type: none"> Inadequate protection measures for GBV victims as well as limited support services. 	<ul style="list-style-type: none"> Expand the services provided to GBV and DV victims. Increase the allocation of resources dedicated to the responsible agencies, NGOs, and CSOs that address GBV.
Institutional strengthening	<ul style="list-style-type: none"> Lack of incentives to achieve economic independence, especially among the poor women and men. Few programs with special provisions for vulnerable groups in relation to DRM. Lack of a standardized gender-sensitive methodology for multihazard mapping and VRAs. 	<ul style="list-style-type: none"> Develop initiatives to boost vulnerable groups' incomes, employment, enhance their access to health care, critical services, and improve their resilience. Strengthen tools to integrate child and gender-responsive budgeting into governmental DRM programs. Develop and standardize a gender-sensitive methodology for multihazard mapping and VRAs.
Advocacy and education	<ul style="list-style-type: none"> Insufficient discussions on gender equality in policymaking, planning, and developing programs related to water management, waste management, land management, renewable energy, clean transportation, and other environmental topics. Lack of awareness raising campaigns about the importance of gender-sensitive budgeting. 	<ul style="list-style-type: none"> Conduct continuous public awareness campaigns about the importance of women and other vulnerable groups for building capacity and enhancing resilience to climate change, using a range of media targeted to specific audiences—radio, television, theatre, and social media. Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender-related policies and programs in DRM.
Partnerships in DRM	<ul style="list-style-type: none"> Only a brief mention of stakeholders in the draft of the National Disaster Management Plan. Limited efforts to create partnerships with women's organizations in climate change programs in the most affected areas. 	<ul style="list-style-type: none"> Develop partnerships with various CSOs and NGOs to work in collaboration with the NaDMA on the development and implementation of the National Disaster Management Plan. Enhance partnerships with CSOs and NGOs that address critical issues affecting women and other vulnerable groups.
Social inclusion	<ul style="list-style-type: none"> Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in disaster and climate change programs and decision-making processes. 	<ul style="list-style-type: none"> Increase involvement of community-based groups—village councils, women's groups, youth groups, and underprivileged or marginalized groups such as handicapped, senior citizens, and HIV/AIDS groups—in programs on DRM and climate change.
Women's participation and leadership	<p>Insufficient women's participation and leadership in DRM and climate change activities.</p>	<p>Target and remove gender-biased criteria or processes of decision-making bodies, and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.</p>

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Appendix E. Country profile: Guyana

E.1. National policies on gender equality, women and girls' empowerment, and GBV

Guyana's major achievement in gender equality and the empowerment of women is its comprehensive legal framework complemented by institutional mechanisms for

implementation of key actions, a strong cadre of women in public life, special measures to empower women economically, and the advancement of Amerindian women (GoGy 2020). Table E.1. shows Guyana's key legal acts in this area.

Table E.1. Guyana's key legislation, policies, and plans on gender equality and GBV.

	LAWS, POLICIES, AND PLANS	CONTENT
GENDER EQUALITY	National Insurance and Social Security Act (1969)	It allows for a 13-week-long maternity leave that cannot start earlier than six weeks before the expected delivery date (paragraph 29(1)). Maternity benefits may be extended beyond 13 weeks, if a certificate is issued by a medical practitioner showing health conditions related to the pregnancy and delivery that prevent a mother's return to work (paragraph 31(b)).
	Equal Rights Act (1990)	It specifically focuses on sex discrimination, with particular attention to sex discrimination in employment and equal remuneration.
	Prevention of Discrimination Act (1997)	It focuses on discrimination in the workplace, including employment, training, recruitment, and membership of professional bodies, and equal remuneration to men and women who perform work of equal value.
	Termination of Employment and Severance Pay Act (1997)	It protects women workers during pregnancy and after childbirth from disciplinary action or dismissal for pregnancy, or reasons connected with pregnancy. In addition, a pregnant employee is guaranteed the right to return to her job and to reclaim all previously assigned duties.
	Occupational Safety and Health Act 141 (1997)	A pregnant employee has the right to adjustment to her working conditions, once her employer is notified about her condition. These accommodations are to ensure that she is not subjected or exposed to the use of chemicals or substances, or other working conditions detrimental to her health or that of her unborn child.
	National Policy Paper on Women (2006)	While not a policy, it is central to gender mainstreaming as it places the issue on the national agenda and reflects the government's commitment to a number of principles, including the improvement of the economic and social position and situation of women in Guyana.
	Representation of People's (Amendment) Act (2000)	It ensures that a minimum of one-third female candidates are included on each electoral list (Section 11B, Articles 5-7).
GENDER-BASED VIOLENCE	National Gender Equality and Social Inclusion Policy (NGESIP) (2018–2025)	It is the framework to guide the implementation of appropriate mechanisms, policies, and protocols to address issues of gender inequality and social exclusion. It promotes Guyana's development by improving the capacities and opportunities for diverse groups of women, men, girls, boys, and other vulnerable groups based on a framework that will foster the dignity of these groups.
	Domestic Violence Act (1996)	It provides for protection, occupation, and tenancy orders; arrest and bail, assistance to DV victims and the role of Director of Human Services; the ownership of property, and the protection of mortgage.
	Prevention of Discrimination Act (1997)	It states that sexual harassment is a form of unlawful discrimination based on sex (Section 8).
	Prevention of Crimes Act (2008)	It allows for the mandatory supervision of persons convicted of domestic violence, molestation, rape, sexual exploitation, pornography, incest, prostitution, and kidnapping.
	Combatting Trafficking of Persons Act (2005)	It provides for comprehensive measures to combat sex and labor trafficking in persons, and sets out criminal offences as well as measures to protect victims of trafficking.
	Sexual Offences Act (2010)	It provides that both females and males can be charged with offences and can make complaints about victims of offences.

The institutional mechanisms for gender equality include the Women's Affairs Bureau (WAB), which was established in 1981 as the national focal point for women and development. Guyana's parliament appointed the Women and Gender Equality Commission in 2010 that is one of the five Constitutional Rights Commissions provided for under the revised 2003 Constitution. The Commission addresses gender issues, promotes the advancement of women in society, and investigates and makes recommendations to the Parliament. It receives complaints, reports on issues affecting both women and men, and examines policies and programs that affect the elimination of all forms of discrimination against women.

The Men's Affairs Bureau (MAB) was established in 2011 to focus on the issue of male absenteeism—given that many households are headed by women—to address men's traditional norms and practices associated with GBV, and to confront the low achievement of boys. The WAB and the MAB merged into a single entity called the Gender Affairs Bureau (GAB) in 2015, under the authority of the Ministry of Social Protection, thus shifting the focus from women to gender (ILO 2018b).

Guyana's gender policy, the National Gender Equality and Social Inclusion Policy 2018–2025 (NGESIP), is being finalized. It aims to mainstream gender issues in all sectors, thereby eliminating all negative economic, social and cultural practices that impede equality and equity (GoGy 2020). For the first time, the policy includes gender considerations of the environment in DRM (ibid.; IUCN 2020). Specifically, the policy mandates gender

and inclusion mainstreaming in climate adaptation and mitigation strategies in DRM (GoGy 2020).

NGESIP also seeks to eliminate violence against women and children by: (i) increasing social awareness and education on the rights of women, children, vulnerable groups, and hinterland communities; (ii) creating a framework for the protection of women with legal reforms, adequate judicial measures, and victims' assistance to eradicate physical and psychological abuse and harassment as well as physical violence and mutilation; (iii) reforming legislation to eliminate discriminatory laws and regulations, and introducing new legislation to punish hate crimes; (iv) eradicating discriminatory and prejudicial social patterns that violate girls' rights, particularly early age marriage practices; and (v) eliminating discriminatory and prejudicial social practices that promote gender harassment in public spaces, schools, and workplaces (ibid.).

Significant GBV legislative and policy advances in Guyana include the 2019 Sexual Offences Act and the Gender Policy for the Judiciary, with judicial requirements for all cases involving violence against women, men, girls, and boys, in that they must go to the courts. The Ministry of Social Protection's Counter Trafficking in Persons Unit also works on GBV issues. Guyana's National Plan of Action for the Prevention and Response to Trafficking in Persons 2017–2018 was launched in 2017, with detailed activities to enhance the prevention of trafficking in persons, protection of victims and prosecution of suspected offenders through partnership among stakeholders (Equal Rights Trust 2012).

E.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

Guyana has progressed in integrating gender equality

into many of its national disaster-related policies, and reflected in provisions on promotion of gender and inclusion mainstreaming in DRR as well as in climate change adaptation and mitigation strategies (table E.2).

Table E.2. Guyana's key policy documents on DRM and gender integration.

	LAWS, POLICIES, AND PLANS	GENDER-SPECIFIC CONTENT
GENERAL DRM	National Climate Change Policy and Action Plan (2020–2030)	It addresses gender, vulnerable communities, and indigenous peoples across its entirety and requires the collection of sex-disaggregated data.
	National Integrated Disaster Risk Management Plan and Strategy (NIDRMP) (2013)	A key activity is for the design of other relevant policies—such as the evacuation shelter management policy, relief policy, donations policy, and waste disposal policy—and revision of the existing legislation to ensure comprehensive integration of gender.
	Disaster Risk Management Policy (Draft, 2013)	It is a human rights-based policy, which mainstreams elements of equality and disparity, and gender issues. It also provides for DRM psychosocial issues.
	Disaster Risk Management Bill (Draft, 2013)	It includes the establishment of the Natural Resources and Environment Cabinet Sub-Committee to advise and recommend the Cabinet on DRM issues, climate change and gender. It provides for the education and training of personnel of government, financial institutions, and local government units in emergency response and preparedness with a strong focus on gender responsiveness. It includes a code of conduct for volunteers to treat each individual with whom they come into contact with courtesy regardless of gender and sexual orientation.
	National Multi-Hazard Disaster Preparedness and Response Plan (2012)	It follows a human rights-based and protection approach, and calls for development interventions to address core issues that result in the equal improvement in the quality of life for boys, girls, men, and women.
	Damage Assessment and Needs Analysis Plan, Policy and Framework (2010)	It does not include gender-specific content.
	National Flood Response and Preparedness Plan (2012)	Its principles include gender-sensitive and equitable distribution of resources. The recovery and rehabilitation phases provide opportunities to promote gender equality within communities, more evenly distributed ownership of assets, and to improve the condition and position of women and other vulnerable groups. Yet, they do not contain specific details.
	National Early Warning Systems in Guyana Framework (2012)	It recognizes that different groups have different vulnerabilities, according to culture, gender, or other characteristics that influence their capacity effectively to prepare for, prevent, and respond to disasters, e.g., those living very remotely such as the Amerindians in the interior. However, there are no specific activities or provisions for gender.
	National Evacuation Plan (2017)	It gives priority to evacuate a seriously injured and sick people, pregnant women, handicapped or disabled persons, elderly persons, children, and women.
SECTOR / AGENCY DRM	Low Carbon Development Strategy (2008–2010, updated in 2013)	It provides for the support of micro and small enterprises and vulnerable groups such as women, and calls for working closely with agencies responsible for building alternative livelihoods for vulnerable groups such as the Women's Advisory Bureau, the Rural Women's Network, and the Ministry of Agriculture.
	National Land Use Plan (2013)	It does not include gender-specific content.
	National Health Sector Disaster Plan (2009)	It does not include gender-specific content.
	National Biodiversity Strategy and Action Plan (2012–2020)	It states that by 2020, ecosystems that provide essential services and services related to water that contribute to health, livelihoods and well-being, will be restored and safeguarded, considering the needs of women, indigenous and local communities as well as the poor and vulnerable.

The Civil Defence Commission (CDC) is responsible for the overall coordination of the NIDRMP, which sets the design for the integration of gender into all relevant policies—such as the evacuation shelter management policy, relief policy, donations policy, and waste disposal policy—and into the revision of existing legislation.

The National Climate Change Policy and Action Plan 2020–2030 encompasses the DRR sector, and its policy objectives are to: (i) integrate gender relations and women's participation in all aspects of watershed management; and (ii) drive for social equity for vulnerable groups, including women. It recognizes women's role in agriculture, which is affected by climate-related floods and drought. The policy prioritizes risk and vulnerability assessments to identify gender-sensitive strategies, and requires sex-disaggregated data incorporated in background analyses, baselines, and indicators. It also contains a provision of access to funds, grants, loans, and resources directly to women. The aim is to remove socio-cultural norms limiting women from acquiring the information and skills necessary to escape or avoid hazards, and to increase women's knowledge and expertise in climate mitigation, disaster reduction, and adaptation strategies (GoGy 2019).

The 2013 draft National Multi-Hazard Disaster Preparedness and Response Plan integrates gender and GBV considerations and community participation in the design and planning of its sub plans: medical services, shelter management, EWS, evacuation, and preparedness and response crosscutting issues. The EWS contains relief management of food and non-food items, water and sanitation, protection and security in shelter (Civil Defence Commission 2013a). Overall, Guyana uses a participatory approach, inclusive of women and men in the planning, development, implementation, and management of DRR and climate change policies and programs (ECLAC 2017).

E.3. Implementation and practice

Guyana's institutions and initiatives to promote gender equality face many challenges. For example, a report by the International Labor Organisation states that “one is the overall political climate, which is divided along party and ethnic lines, so attempts at social change

may be branded as partisan” (ILO 2018b). In addition, the institutions responsible for gender programming lack adequate resources and have faced considerable instability (*ibid.*). Also prevalent is the general perception that the legal system is ineffective in protecting the rights of the population in general, and specifically in protecting women and girls' rights against discrimination and violence (GoGy 2020).

Evidence supports the number of disaster-related national policies and plans in DRM that have gender considerations, but lack the capacity and resources to implement them. The CDC does not have a gender strategy or policy document. Since the CDC relies heavily on consultants hired by donor agencies for activities such as risk identification and mapping, EWS, disaster communications, evacuation procedures, shelter and interim housing, and recovery and reconstruction, it was assumed that these donor agencies are guided by international standards that take gender into account (UNDP 2009).

Guyana is working with the UNDP to integrate gender and reduce gender gaps in DRM: (i) decrease vulnerabilities and bolster DRM capacity, and address gaps in gender analysis, hazard, and risk data, and (ii) implement the EnGenDER project on the “EnGen Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (2019–2022)” (UNDP 2019a). Guyana is also working with the United Nations Institute for Training and Research and the United Nations Operational Satellite Applications Programme on the “Strengthening Disaster Management Capacity of Women in the Cooperative Republic of Guyana project (2018–2021)” (UNITAR 2018). The latter prioritizes women and indigenous groups, and aims to implement gender-responsive EWS, since women in Guyana's agricultural sector are disproportionately affected by the loss of assets and crops after a disaster. The project will also ensure gender-responsive data collection and analysis to help inform policy making (UNITAR 2018; ECLAC 2017). In addition, Oxfam conducted a gender-responsive Participatory Capacity and Vulnerability Assessment study in 2009 that collected sex-disaggregated data on deaths, damages, and losses resulting from disasters in Guyana (UNDP 2009).

Guyana announced in 2019 that under the UN's "Spotlight Initiative," it will receive \$4.5 million to end all forms of violence against women and girls, and to ensure that they realize their full potential in a violence-free, gender-responsive, and inclusive way (Stabroek News 2019). The program will be implemented over three years and several communities will be targeted in the coastland and hinterland, and the Amerindians.

E.4. Advocacy and knowledge generation

The National Emergency Operations Centre is activated to coordinate the response, gather information, keep records, and analyze data for decision-making, manage operations, manage resources, and disseminate public information in the case of an emergency or disaster. However, the information reviewed so far is gender neutral (Civil Defence Commission 2014b). The CDC offers a very modest program of public education and information that is not gender specific. The 2013 National Multi-Hazard Disaster Preparedness and Response Plan does not have gender-specific content in its communication plan. However, Oxfam has partnered with NGOs in Guyana to give gender-sensitive public education on DRR (UNDP 2009).

In an effort to improve emergency response ahead of the 2019 hurricane season, the Organization of Eastern Caribbean States (OECS) Commission signed an agreement in 2019 with Facebook Caribbean (Khan 2019). The agreement allows access by the OECS to Facebook's Disaster Maps to pinpoint information about the location of disaster victims that can help relief organizations concentrate their efforts where they are most needed. However, the initiative is gender neutral (ibid.).

E.5 Women's participation and leadership

Guyana has set a relatively high standard for encouraging the participation women in public office, having instituted quotas for political party lists, and with appointments of women to the judiciary where they are now the majority (UNDP 2015). In the National Assembly, women have accounted for about one-third of the representatives since 2011 (ibid.). Guyana is the only country in the anglophone Caribbean to have instituted an electoral gender quota system (UN Women 2018).

On the institutional front, the Guyana Women's Leadership Institute (GWLI), under the Ministry of Social Protection, works year round to promote and to support women and girls as leaders and decision makers at various levels of society through education and training. With a view to increase women's participation in disaster preparedness and recovery, the GWLI participated in a training workshop on the Sendai Framework Monitoring and the Comprehensive Disaster Management (CDM) tools and their usefulness in the development of Guyana's Country Work Programme (CWP) for Comprehensive Disaster Risk Management in January 2020.

A number of women's organizations in Guyana work on DRM. Women Across Differences (WAD) is an NGO, comprising a network of women and women's organizations committed to individual and social transformation in Guyana. WAD has partnered with the government in DRM, and has sought to mobilize, train, and empower women in communities for disasters (UNDP 2009). While it does not maintain sex-disaggregated data on damages, deaths, or losses resulting from disasters, it relies instead on lead disaster response agencies to provide these data. WAD did, however, conduct a small survey of the community of Yarrow Dam on the losses from the 2005–06 floods (ibid.). It noted that while women showed up for training in DRM during the disaster, it was the men who assumed leadership in coordinating disaster response in the communities, even though they were less familiar with the procedures (ibid.). Another organization, Red Thread, is a grassroots women's organization that brings women's unpaid work issues to DRM. It challenged official narratives of the 2005–06 flood, where grassroots women were not consulted in assessing its impact, while only men working in the productive sector were consulted, and women in the social sector were not included (United Caribbean Trust 2007).

E.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table E.3).

Table E.3. Gender gaps in DRM and recommendations for Guyana.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	Lack of a gender perspective and cross links in many DRM policies and programmatic plans. Gaps in laws pertaining to maternity, with inadequate protection to women or laws failing to consider the reproductive labor of women.	Amend disaster-related laws and policies to be gender responsive. Amend gender-related policies and laws to include gender-responsive disaster preparedness and recovery issues. Ratify the Workers with Family Responsibilities Convention (No. 156) and the Maternity Protection Convention (No. 183) to provide support for the “reproductive” work done by women that often prevents them from full participation in the labor force.
Sex-disaggregated data and gender-specific research	Insufficient information about gender- differentiated disaster impacts. Lack of data on unpaid work.	Increase awareness on the importance of sex- and age-disaggregated data to guide disaster preparedness and recovery in gender agencies, DRM and sectoral agencies and NGOs. Strengthen the capacity of the GAD and CDC for the collection of statistics on GBV before and after disasters.
Gender-based violence	Lack of public information and education on GBV in disasters. Lack of statistics on GBV and DV.	Enhance the capacity of the CDC, NEMO, GAD, UN's Spotlight Initiative, Twitter, and Facebook Caribbean to provide gender-responsive public information and education on GBV for disaster preparation and recovery.
Institutional strengthening	Lack of capacity for sex- and age-disaggregated data for DRM. Insufficient capacity of governmental agencies to integrate gender considerations into DRM and create gender-responsive safety nets.	Strengthen the capacity of the CDC, GAD, and NEMO for the collection of gender- and age-differentiated disaster data. Develop shock-based and gender-responsive safety nets and social protection programs for unpaid and domestic work. Develop a gender-responsive disaster preparedness program at the Guyana School of Agriculture and in the Rural Women's Network. Strengthen the capacity for gender-responsive psychosocial support after disasters through the Ministry of Social Protection and with UNICEF.
Advocacy and education	Lack of gender-responsive public information and education campaigns for disaster preparedness and recovery.	Increase opportunities and tools for public information and education on gender-responsive disaster preparedness and recovery in Amerindian territories through the CDC, GWLI, WAD, NEMO, GAD, Rural Women's Network, Twitter, Facebook Caribbean, UN's Spotlight Initiative, Red Cross, and other NGOs and CSOs as well as sectoral government agencies.
Partnerships in DRM	Limited efforts by the government to build partnerships for DRM and climate change resilience with CSOs.	Enhance partnership with NGOs and CSOs working on women, children, youth, HIV/AIDS, and agriculture—such as the Society Against Sexual Orientation Discrimination and the Rural Women's Network—for disaster preparedness and recovery and climate change programs.
Social inclusion	Limited policies and programs to include ethnic minorities and LGBTI persons in disaster preparedness and recovery. Lack of inclusion of men and boys in gender equality work for DRM.	Ensure the inclusion of Amerindian, Afro- and Indo-Guyanese communities in decision making and participation for disaster preparedness and recovery. Encourage the engagement of men and boys as strategic allies for achieving gender equality in DRR through volunteer and informal community activities. Ensure the inclusion of LGBTI persons and persons with HIV/AIDS in DRM.
Women's participation and leadership	Lack of women in leadership positions in DRM and in preparedness and recovery activities.	Increase opportunities for the GWLI, WAD, Red Thread, and other NGOs to provide mentorship and training for women in leadership and decision making for DRM. Increase women and girls' active involvement and leadership at all stages of the DRM cycle through UNICEF programs.

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Appendix F. Country profile: Jamaica

F.1. National policies on gender equality, women and girls' empowerment, and GBV

The Government of Jamaica (GoJ) has adopted and

amended various policies addressing gender equality issues, women and girls' empowerment, and GBV since 2010 (table F.1).

Table F.1. Jamaica's key policy documents on gender equality and GBV.

	LAWS, POLICIES, AND PLANS	CONTENT
GENDER EQUALITY	National Policy for Gender Equality (2011)	It includes a comprehensive list of strategies and tools to achieve gender equality: gender mainstreaming; gender-responsive budgeting; gender-aware information; gender analysis; cross-sectoral partnering; gender training; gender-aware monitoring and evaluation, and the legislation of temporary special measures.
	National Development Plan: Vision 2030 Jamaica (2009)	It integrates Jamaica's population concerns such as gender, youth, working age, the elderly, and persons with disabilities into the development planning.
	National Development Plan - Gender Sectoral Plan (2009–2030)	It develops goals, strategies, and actions for discrimination-free society. It proposes a DRM strategy aimed at the creation of an integrated, gendered, and sustainable approach to environmental planning, management, and conservation to solve the issue of unequal burdens imposed on women in DRM and recovery.
	Medium Term Socio-Economic Policy Framework (2018–2021)	One of its strategies is to foster gender equality, incorporating gender mainstreaming in all aspects of society and reducing GBV.
	Persons with Disabilities (PWDs) Sector Plan (Draft, 2009–2030)	It recognizes the need to address the barriers that hinder PWDs from achieving their full potential, while promoting personal responsibility among PWDs.
	National Youth Policy (2003)	It identifies key principles such as equity and accessibility, gender inclusion, active participation, youth empowerment, and partnerships.
	National Policy for Senior Citizens (1997)	It is intended to enhance the self reliance and functional independence of senior citizens.
GENDER-BASED VIOLENCE	Domestic Violence Act (1996, amended in 2004)	It provides for enhanced protection for GBV and DV victims and makes provision for a third party to start legal proceedings on behalf of DV victims.
	Sexual Offences Act (2011)	It contains provisions for the prosecution of rape and other sexual offences and for the establishment of a Sex Offender Registry.
	Child Care and Protection Act (2004, amended in 2009)	It ensures that children, particularly girls, are placed in safe living environments and prescribes measures against child abuse.
	National Strategic Plan to End Gender Based Violence (2016–2026)	It outlines mechanisms for policy, legislation, multi-sectoral collaboration, implementation, prevention, data collection, and tracking the progress on GBV.
	Evidence (Special Measures) Act (2012)	It is intended to provide greater protection and security for women and girls who are victims of crimes.
	Trafficking in Persons (Prevention, Suppression and Punishment) Act (2007, amended in 2013 and 2018)	It prescribes measures to prevent and combat human trafficking, particularly to victims who are women and children by: protecting victims; facilitating the efficient investigation of cases; facilitating the effective punishment of traffickers; and promoting cooperation with other states.

The Bureau of Gender Affairs (BGA) is Jamaica's coordinating agency for mainstreaming gender across all government agencies, policies, and programs. It is a division within the Ministry of Culture, Gender, Entertainment and Sports. The BGA is the key agency advocating for and supporting the implementation of the 2011 National Policy for Gender Equality (NPGE). The latter represents a comprehensive policy, containing strategies and tools related to gender equality, gender mainstreaming, gender-responsive budgeting, cross-sectoral partnering, gender training, gender-aware monitoring and evaluation. The NPGE suggests the importance of involving women in environmental decision making and integrating gender concerns and perspectives in policies and programs for sustainable development in DRM (BGA and Gender Advisory Committee 2011). It also mandates to strengthen national mechanisms to assess the differential impact of environmental policies on women and men (*ibid.*).

Jamaica's strategic plans—the National Development Plan, the Gender Sectoral Plan, and the Medium Term Socio-Economic Policy Framework—make a strong national commitment to climate action and gender equality (National Gender Task Force 2010; Planning Institute of Jamaica 2009, 2018). The National Development Plan–Gender Sectoral Plan (2009–2030)—underscores the

responsibility of women as primary caretakers for disaster mitigation and recovery in DRM (National Gender Task Force 2010). It indicates that women “have less access to rehabilitation resources (building materials and labor to re-build shelters and housing) and have to deal with reproductive health and sanitation issues,” meaning that uneven burdens are placed on them in disaster and post-disaster situations (*ibid.*).

The GoJ adopted a number of new legislative measures. The 2004 Domestic Violence (Amendment) Act (GoJ 2004) and the 2016 Evidence (Special Provisions) (Amendment) Act (GoJ 2016a) introduced greater protection for DV victims in GBV. The 2013 and 2018 Amendments to the Trafficking in Persons Prevention, Suppression and Punishment Act increased penalty for sexual assault and expanded the definition of exploitation to add similar offences, for example, rape and trafficking linked to debt bondage (GoJ 2018). The GoJ also launched the National Strategic Action Plan to Eliminate GBV in 2017 (GoJ 2016). The plan contains five strategic priority areas: prevention, protection, intervention, legal procedures, and protocols for data collection (*ibid.*). It was developed through consultations with representatives from international development partners, NGOs, legal professionals, and academia.

F.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

The GoJ has recently taken various steps to integrate a gender perspective into DRM policies at the national, sector, and agency levels (table F.2).

Table F.2. Jamaica's key policy documents on DRM and gender integration.

	LAWS, POLICIES, AND PLANS	GENDER-SPECIFIC CONTENT
aGENERAL DRM	Disaster Management Act (2015)	It does not include gender-specific content.
	National Damage Assessment Plan (2001)	Preparedness activities associated with the damage assessment include anticipating the needs of the most vulnerable populations as well as data gathering and quantifying vulnerable people.
	National Hazard Mitigation Policy (2005)	Strategies for hazard-risk reduction must represent all stakeholders, particularly women and children, the poor, mentally- and physically-challenged individuals, and other special groups.
	National Disaster Relief Policy (2019)	Preparedness activities must include assessments of the number of persons in vulnerable communities.
	Nationally Determined Contribution of Jamaica to UNFCCC (2020)	It reflects Jamaica's commitment to increase inclusiveness and fairness, through its integration with the National Policy for Gender Equity.
	Climate Change Policy Framework (2015, amended in 2019)	It supports gender-equitable development in line with the National Policy for Gender Equality. It also supports the abilities of young people to lead the country toward positive, climate friendly changes in lifestyles, infrastructure, entrepreneurship, governance, and decision making.
SECTOR / AGENCY DRM	Flood-Water Control Act (1958)	It does not include gender-specific content.
	Land Development and Utilization Act (1966)	It does not include gender-specific content.
	National Solid Waste Management Authority Act (2002)	It does not include gender-specific content.
	Urban Planning and Development: Sector Plan (2009–2030)	The needs of women, children, the elderly, and the disabled must be considered in the process of planning and undertaking development.
	Information and Communications Technology Sector Plan (2009–2030)	It aims to improve disaster preparedness, promote affordable universal access to ICT, including services to marginalized communities, remote areas, the disabled, and the elderly.
	Community Disaster Risk Management Plans (2010–2012)	Their objectives are to provide residents with a workable emergency system, a basic outline of shelters, welfare and relief as well as to provide an emergency contact list and identification of vulnerable populations living in communities, women, the elderly, and children.

At the national level, Jamaica's DRM program is managed by the National Disaster Committee (NDC) and its six sub committees. The Office of Disaster Preparedness and Emergency Management (ODPEM) is the main body within the NDC responsible for coordinating the management of all types of disasters. The ODPEM developed the National Damage Assessment Plan in 2001 that mandates preparedness activities contain data gathering and quantifying the most vulnerable populations as well as assessing their special needs, (ODPEM 2001). Within the Building Disaster Resilient Communities Project, the ODPEM also collaborated with parish councils and parish disaster committees to develop community DRM plans (ODPEM 2010–2012). The plans cover pre- and post-impact aspects of DRM—prevention, mitigation, preparedness, response, and recovery. All of them provide an emergency contact list and identification of vulnerable populations living in communities such as women, the elderly, children, and other special groups.

The BGA contributed to the integration of gender concerns and perspectives in a number of sustainable development policies and programs such as the Climate Change Policy Framework and the Urban Planning and Development: Sector Plan (ECLAC 2015). As a result of these initiatives, the Climate Change Division of the Ministry of Economic Growth and Job Creation coordinated a highly participatory process with public agencies, international development partners, NGOs, CSOs, and private entities to consider strategies, policies, and initiatives, and to understand the data necessary for the development of the Nationally Determined Contribution of Jamaica to UNFCCC (GoJ 2020). The resulting document reflects Jamaica's commitment to increase inclusiveness and fairness by integrating climate change adaptation activities with the National Policy for Gender Equity (ibid.).

F.3. Implementation and practice

The BGA has been working on the implementation of the gender equality framework through various gender mainstreaming initiatives, including staff sensitization and establishment of gender committees in various ministries, departments, and agencies since 2010. (ECLAC 2015). The implementation of the 2011 NPGE also facilitated the

establishment of gender focal points in all government ministries, departments, and agencies, with their key responsibility to implement gender-sensitive programs through capacity-building and technical assistance (ibid.). Thus, gender focal points operate in the ODPEM, the Ministry of Transport, Works and Housing, and the National and Environment Planning Agency, and are directly involved in the sector gender planning process and action plan initiatives (ibid.).

The ODPEM implemented the National Disaster Risk Management Volunteer Programme, aimed at strengthening the capacity of local communities and maintaining a collaborative DRM system in Jamaica, and tasked to build disaster-resilient communities. The ODPEM trained 117 volunteers in 2017–18 (with a 72:28 female to male ratio) for various DRM activities (ODPEM 2018). In addition, ODPEM implemented various programs to address the special needs of children in disaster situations (Edwards and Morris 2007). In partnership with the Combined Disabilities Association, the ODPEM also took special efforts to include persons with disabilities in the Disaster Preparedness Program through training and technical assistance (GoJ 2009).

A study of Jamaica's social protection programs' coverage of vulnerable groups shows that these programs are fully aligned with the CDM (Beazley and Ciardi 2020). In particular, the Program for Advancement Through Health and Education (PATH) proved useful as the country's approach to disaster resilience by providing cash grants to affected households after Hurricane Dean in 2007 and Hurricane Sandy in 2012 (Williams et al. 2016). The PATH payment system focuses on various vulnerable groups of children, the elderly, persons with disabilities, pregnant and lactating women, and poor adults between the ages 18 and 59 (ibid.). Another valuable scheme is the contributory National Insurance Scheme, which provides retirement, invalidity, and survivor benefits in Jamaica.

F.4. Advocacy and knowledge generation

The BGA coordinates various gender equality initiatives and interventions aimed at raising awareness about gender equality issues, particularly among rural communities. These initiatives comprised public education on access to credit, gender relations, poverty,

masculinities, women's empowerment, GBV, and sexual and reproductive health, with emphasis on HIV and AIDS (ECLAC 2015). Several women's organizations—the Jamaica Women's Political Caucus, the Women's Leadership Initiative, Women Business Owners and the Association of Women's Organizations of Jamaica—are active in providing training in leadership (ibid.). In addition, the Women's Centre Foundation of Jamaica provides a range of supportive education services for instance, counseling for teenage mothers, their parents or guardians, parenting education, family planning, sexual and reproductive health training, time management, and budgeting (ibid.).

Despite various environmental education campaigns, some evidence indicates gender disparities in knowledge, attitudes, and practices among men and women to climate change. A study by the University of the West Indies showed that a greater percentage of male respondents were more aware about climate change compared to their female counterparts; 78.6 percent and 52 percent respectively (Constable 2016). This finding suggests a need for enhanced community climate change resilience through continuous gender-sensitive training programs. The 2016 Knowledge, Attitudes and Practice Study on Climate Change showed that the majority of respondents (82.6%) consider that the GoJ must initiate leadership action in educating citizens about climate change and the related responses (J-CCCP 2016b). This result was similar for all age groups, genders, participants in the parishes and coastal areas (ibid.).

F.5. Women's participation and leadership

Jamaica's women's organizations have developed expertise on disaster-related and environmental issues necessary to partner with government agencies developing gender-sensitive DRM and climate change adap-

tation programs (National Gender Task Force 2010). For example, 77 percent of participants in the 2015 Negril Climate Risk Atlas Project were women (ODPEM 2015). This project focused on community hazard mapping in areas adjacent to the Negril coast to identify the related hazards and project their impacts on various populations under specific climate scenarios. Apart from women, the project also included older persons who had knowledge of the community history and younger persons who were familiar with development changes in the related community (ibid.).

Women's advancement to high-ranking, decision-making positions in the public sector is at a slow pace (ECLAC 2015). As of 2020, the ODPEM senior leadership team of nine officers included five women: Senior Director of Projects Development Implementation, Monitoring and Evaluation; Acting Senior Director of Preparedness; Senior Director for Mitigation, Planning and Research Division; Director of Information and Training; and Director of Human Resources Management (ODPEM 2020). At the ministerial level, three out of ten ministries are headed by women: the Ministry of Culture, Gender, Entertainment and Sport; the Ministry of Science, Energy and Technology; and the Ministry of Foreign Affairs and Foreign Trade (Office of the Prime Minister 2020).

F.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table F.3).

Table F.3. Gender-related gaps in DRM and recommendations for Jamaica.

GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> • Amend national disaster-related policies to include a gender perspective. • Develop the Public Financial Management Policy for Natural Disaster Risk and establish a Policy Framework for Disaster Risk Financing. • Include legal provisions on unpaid domestic work. • Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> • Insufficient information about gender-differentiated disaster impacts. • Lack of information on the number of women in DRM and climate change decision-making processes. • Lack of data on unpaid domestic work. • Limited local research on the connection between gender and the environment and women and men's health in environment-based industries and work environments (bauxite, construction, commercial farming). • Continue to build capacity and train public sector officials on risk, vulnerability, capacity assessments, and adaptation assessments of vulnerable groups. • Strengthen collection of data on disaster impacts, disaggregated by sex and other key variables of vulnerable groups. • Enhance data collection on the number of women in DRM decision-making processes. • Develop time-use surveys periodically to measure unpaid work performed by women and men. • Conduct gender-based research on the connection between gender and the environment and women and men's health in relation to environment-based industries and work environments.
Gender-based violence	<ul style="list-style-type: none"> • Enhance anti-violence strategies and community safety programs. • Build the capacity of communities to mitigate institutionalized violence.
Institutional strengthening	<ul style="list-style-type: none"> • Strengthen monitoring and evaluation mechanisms to support gender mainstreaming initiatives. • Increase the resource base of the Bureau of Gender Affairs. • Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. • Further strengthen the social protection system.
Advocacy and education	<ul style="list-style-type: none"> • Develop and implement a national public education program to increase community resilience to climate change. • Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender related policies and programs in DRM.
Partnerships in DRM	<ul style="list-style-type: none"> • Promote partnerships that involve women's organizations, other NGOs, and CSOs in the field of DRM and climate change adaptation.
Social inclusion	<ul style="list-style-type: none"> • Increase participation of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs.
Women's participation and leadership	<ul style="list-style-type: none"> • Target and remove gender-biased criteria or processes of decision-making bodies, and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.

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Appendix G. Country profile: Saint Lucia

G.1. National policies on gender equality, women and girls' empowerment, and GBV

various policies addressing gender equality issues, women and girls' empowerment, and GBV since 2000 (table G.1).

The Government of Saint Lucia (GoSL) has adopted

Table G.1. Saint Lucia's key policy documents on gender equality and GBV.

	LAWS, POLICIES AND PLANS	CONTENT
GENDER EQUALITY	Equality of Opportunity and Treatment in Employment and Occupation Act (2000)	It provides for protection against unlawful discrimination against women. Section 6 allows for equal remuneration, and Section 12 for equal treatment in vocational training.
	Labour Act (2006)	Section 270 ensures equal pay for equal work for men and women in both the public and private sectors.
	Social Protection Policy (2015)	It calls for greater child and gender sensitivity of social protection interventions by considering the particular vulnerabilities that girls and boys, women and men face in their life cycles, and by ensuring that the design and implementation of interventions meet their needs.
	National Youth Policy (2003, reviewed in 2015)	It outlines six major areas of concern: youth participation, responsiveness, gender sensitivity, policy benefits, access to services, and integrated development.
	National Insurance Corporation Act (2005 Revision)	It is a compulsory, contributory scheme to which employees pay 5% of their monthly earnings and employers pay 5% of their monthly payroll. Domestic workers are ineligible to receive these benefits because of their inability to contribute to the scheme.
GENDER-BASED VIOLENCE	Criminal Code Chapter 3.01 (2005 Revision)	It contains provisions governing sexual offences, stalking, and sexual harassment.
	Domestic Violence (Summary Proceedings) Act (1995)	It creates a wide range of remedies aimed at reducing the number of DV incidents.
	Child (Care, Protection and Adoption) Act (2018, amended in 2019)	It provides a comprehensive way to address neglect, abuse, exploitation, and violence affecting children.
	Counter-Trafficking Act (2010)	It prescribes measures to prevent and combat human trafficking, particularly victims who are women and children by: protecting victims; facilitating the efficient investigation of cases; facilitating the just and effective punishment of traffickers; and promoting cooperation with other states.

The Division of Gender Relations (DGR) within the Ministry of Education, Innovation, Gender Relations and Sustainable Development is responsible for gender mainstreaming in Saint Lucia. The DGR cooperates with other public agencies, NGOs, and CSOs. However, neither gender focal points in ministries nor any formalized coordination among ministries on gender issues exists (CDB 2016b). In addition, Saint Lucia still lacks a comprehensive gender policy and a national strategic action plan on GBV. Yet, in 2018, the Minister of Education, Innovation, Gender Relations and Sustainable Development stated that a gender policy would be developed in the near future (GoSL 2018).

In Saint Lucia, gender equality norms are included in various acts. For example, the 2006 Labor Act (GoSL 2006c) and the 2000 Equality of Opportunity and Treatment in Employment and Occupation Act (GoSL 2000a) prohibit unlawful discrimination against women, and introduce special protection measures. The 2015 Social Protection Policy (GoSL 2015b) introduces the principle of child and gender sensitivity of social protection interventions. It also ensures that the household-based approach does not force vulnerable individuals (for example, violated women and children) to remain in households that are not safe for their well-being. The Domestic Violence Act (GoSL 1995a) provides protection for victims of domestic abuse.

However, it contains no clear definition of violence against women based on gender. Chapter 3.01 of the Criminal Code (GoSL 2005a) governs sexual offenses, yet, it does not adequately address the issues of sexual harassment.

G.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

The GoSL has made various efforts to integrate a gender perspective into DRM policies (table G.2).

Table G.2. Santa Lucia's key policy documents on DRM and gender integration.

	LAWS, POLICIES AND PLANS	GENDER-SPECIFIC CONTENT
GENERAL DRM	Disaster Management Act (2006)	It does not include gender-specific content.
	Emergency Powers (Disasters) Act (1995)	It does not include gender-specific content.
	Comprehensive Disaster Management Strategy and Programme Framework (2009)	Section 5.4 states that the framework has the potential to engage citizens in poverty reduction and incorporation of the needs of women. It also incorporates the Hyogo Framework for Action in community-based disaster planning through partnerships among public, private and civil sectors.
	Damage Assessment and Needs Analysis (DANA) Policy (2007)	The vulnerability assessment pays special attention to the needs of the following population sectors: women, the elderly, youth, and persons with chronic ailments, physical, or mental challenges.
	National Emergency Management System (2011)	It states that the Emergency Response Plan for the homeless must meet the needs of various homeless people (men, women, youth over age 18, seniors, and families).
	Climate Change Adaptation Policy (2015)	It recognizes that the policy's success depends on the extent of participation of women, youth, and other vulnerable groups in vulnerability assessments, implementation adaptation, and facilitation adaptation interventions, monitoring and evaluation activities.
	National Adaptation Plan (2018–2028)	It calls for gender mainstreaming in the NAP process, with the aim of decreasing gender-based vulnerabilities, promoting gender equality in decision making, and ensuring that the implementation of adaptation measures does not impose additional burdens on women.
	Monitoring and Evaluation Plan of Saint Lucia's National Adaptation Planning Process (2018)	It is aimed at tracking the progress and steering the implementation of the NAP process, identifying gaps and solutions to address the needs of vulnerable groups, including collection of sex-disaggregated data.
	Hazard Mitigation Policy (2006)	It does not include gender-specific content.

	LAWS, POLICIES AND PLANS	GENDER-SPECIFIC CONTENT
SECTOR / AGENCY DRM	Hospitality Industry Crisis Management Plan (2007)	It adheres to the principle of protecting the vulnerable to ensure that children and all civilian populations that disproportionately suffer the consequences of natural disasters are given every assistance and protection.
	Physical Planning and Development Act (2005)	It does not include gender-specific content.
	Land Conservation and Improvement Act (1992)	It does not include gender-specific content.
	Forest, Soils and Water Conservation Act (1946)	It does not include gender-specific content.
	Information Management in Emergencies and Disasters (2009)	The dissemination of information from the National Media Centre and the district emergency operations centers includes organizing town criers to vulnerable communities.
	Post Disaster Food Protection Guidelines (2009)	It pays special attention to the most vulnerable groups in disaster settings. It also points to information gaps, including obstacles to access to food, among rural and poor urban households, particularly those headed by women.
	Emergency Shelter Policy (2001)	It states that persons rendered homeless by natural or other disasters will be provided with temporary shelter, giving priority attention to vulnerable groups, particularly the physically and mentally challenged, the elderly, and the poor.
	Emergency Housing Management Policies and Guidelines (2002)	It states that the assistance to restore or replace homes or property damaged during the disaster should provide considerations for vulnerable groups such as the elderly, the indigent, and single parents.
	Saint Lucia's Sectoral Adaptation Strategy and Action Plan for the Water Sector (2018-2028)	It calls for gender mainstreaming all activities involved in the NAP process in the water sector.

The responsibility for DRM lies with the Office of the National Disaster Management Organisation (NDMO), located within the Office of the Prime Minister, called the National Emergency Management Organisation (NEMO). The NEMO partners with NGOs and CSOs, the National Council of Persons with Disabilities and the National Council of Older Persons to integrate women and other vulnerable groups into DRM. The NEMO provides support for halfway houses, homes for the elderly, the disabled, and orphanages in disaster settings (CDB 2016b). The NEMO works on gender issues in close cooperation with the Research Officer at the Division of Gender Relations to integrate a gender perspective into disaster-related policies such as the shelter policy and post-disaster needs assessments (ibid.).

The Sustainable Development and Environment Division of the Department of Sustainable Development directs Saint Lucia's National Adaptation Policy (NAP) process. This department is housed within the Ministry of Education, Innovation, Gender Relations and Sustainable Development.

The NAP calls for gender mainstreaming in its process to decrease gender-based vulnerabilities, promote gender equality in decision making, and ensure that the implementation of adaptation measures does not impose additional burdens on women. Saint Lucia's sector and agency policies also pay attention to the most vulnerable population groups in the event of natural disasters. They include the 2018 Sectoral Adaptation Strategy and Action Plan for the Water Sector (Department of Sustainable Development 2018c), the 2007 Hospitality Industry Crisis Management Plan (GoSL 2007a), the 2009 Information Management in Emergencies and Disasters (GoSL 2009b), the 2009 Post Disaster Food Protection Guidelines (GoSL 2007a), the 2001 Emergency Shelter Policy (GoSL 2001), and the 2002 Emergency Housing Management Policies and Guidelines (GoSL 2002) among others.

G.3. Implementation and practice

The Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports, Culture and Local Government conducted the Survey of Living Conditions in 2005–06

to identify locations of various vulnerable groups such as female headed households, children under the age of 14, and the elderly (Central Statistical Office for Saint Lucia 2006). However, this survey focused on poverty reduction and did not adequately consider the links between existing vulnerable populations and how disaster impacts on them (NEMO 2018). The Saint Lucia Red Cross produced community hazard maps in 2010 based on the Vulnerability and Capacity Assessment (VCA) methodology for the Second National Communication on Climate Change. Yet, they did not include either quantifications of exposed persons or gender-differentiated vulnerability data (NEMO 2014). In addition, the digitization of these maps was not implemented (NEMO 2018). As a result, it is imperative to map the links between Saint Lucia's vulnerable populations and differentiated disaster impacts to improve decision making and develop more targeted national DRM, relief, and recovery strategies.

The 2018 evaluation of the EWS of Saint Lucia identified multiple gaps and inefficiencies. Specifically, gender issues were not fully integrated in the installation of Saint Lucia's EWS (NEMO 2018). For example, within the flood EWS, local area mapping included some assessments of the risks associated with the impact of general community activities on other areas, but considerations of gender-specific issues were absent (ibid.). Also, the evaluation pointed to the lack of formal processes to verify that warnings reach all key stakeholders, including women, youth, the elderly, and other vulnerable groups (ibid.).

G.4. Advocacy and knowledge generation

The DGR provides seminars on women and girls' empowerment, disseminates the related information through the media, and organizes events to raise public awareness about gender issues in their gender equality and anti-GBV advocacy campaigns. The DGR also provides special training programs for the personnel who manage the Women's Support Center that houses DV victims and their dependent children (DGR 2010). At the same time, Saint Lucia's policies do not include any formal requirement for personnel of various governmental agencies to consult with the DGR on the development of gender-responsive programs (CDB 2016b).

The 2011 survey, conducted under the Pilot Programme for Climate Resilience, revealed the existence of significant gaps in the knowledge, attitudes, and behavioral practices of Saint Lucians toward climate-related hazards (Severin and Jacobs Small 2016). The follow-up survey of Saint Lucia's residents, conducted in 2016, showed that these gaps were persistent despite the implementation of a number of climate change awareness initiatives at the national, district, and community levels (ibid.). The survey also revealed some gender disparities in the knowledge, attitudes, and practices about climate change. Specifically, 40 percent of the surveyed women indicated that they were not prepared for climate-related hazards compared to 30 percent of men (ibid.).

G.5. Women's participation and leadership

Saint Lucia's women play different roles in DRM. The NEMO partners with women's organizations to integrate a gender perspective into DRM. For example, the National Women's Organization and the National Council of Women's Voluntary Organizations are members of the Welfare Committee, one of the 13 committees within the NEMO (NEMO 2014). In addition, women contributed to the NAP process. Thus, the 2011 Pilot Programme for Climate Resilience benefited from consultations with women. Specifically, they were involved in the vulnerability and adaptation assessments for the tourism and agricultural sectors, both of which suffered the effects of the 2009–2010 drought and Hurricane Tomas in October 2010 (NEMO 2014). Their participation allowed for the identification of measures important for the quality of life of different vulnerability groups.

The number of women in leadership roles has increased in Saint Lucia. Two ministries were headed by women as of 2020: the Ministry of Education, Innovation, Gender Relations and Sustainable Development and the Ministry for Health and Wellness (GoSL 2020). Further, women play their leading roles in Saint Lucia's climate change policy. The NAP process was initiated under the leadership of the Ministry of Education, Innovation, Gender Relations and Sustainable Development, where apart from the Minister, "the Permanent and Deputy Permanent Secretary, the Chief of Department, the

Deputy Chief of Department, the Chief Technical Officer, and nine out of ten of the technical officers are female” (Department of Sustainable Development 2018). In addition, the Department’s Deputy Chief Officer is the Lead Climate Change Negotiator for Saint Lucia.

G.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table G.3).

Table G.3. Gender-related gaps in DRM and recommendations for Saint Lucia.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> • Lack of a comprehensive gender policy. • Lack of a gender perspective in many DRM national policies and programmatic plans. 	<ul style="list-style-type: none"> • Develop Saint Lucia’s gender policy. • Amend national disaster-related policies to include a gender perspective. • Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> • Information gaps in post-disaster settings of obstacles to access to food, among rural and poor urban households headed by women. • Lack of differentiated data and research about the number of women and children living in shelters, leading to insufficient catering for their specific needs. • Insufficient sex-disaggregated data on disaster impacts at the community level and on high vulnerability hotspots. • Lack of systems to monitor, archive, and disseminate data on key hazards and vulnerabilities. • Lack of a comprehensive national multihazard database or an archive with protocols for information sharing. 	<ul style="list-style-type: none"> • Organize data collection on the availability and access to food, among rural and poor urban households, particularly those headed by women. • Conduct research and data collection to understand the scope and breadth of vulnerabilities of women, children, the elderly, and the poor for the development of a gender-sensitive shelter management policy. • Generate disaster impact data disaggregated by sex and other important variables related to vulnerable groups at the community level to meet the needs of various groups in disaster events. • Provide risk mapping of vulnerable groups to profile each of these groups within the context of their living situations to identify their coping and adaptive capacities. • Conduct systematic research and analysis of the hazards which impacted Saint Lucia. • Record their impacts on vulnerable populations and groups. • Create a comprehensive national multihazard database or an archive with protocols for information sharing.
Gender-based violence	<ul style="list-style-type: none"> • Lack of a national strategic action plan on GBV. • Insufficient provision of a safe environment for women and children living in shelters. 	<ul style="list-style-type: none"> • Adopt Saint Lucia’s national strategic action plan on GBV. • Develop appropriate protection measures for women and children living in shelters. • Organize special training programs on GBV, particularly in disaster settings for shelter managers.
Institutional strengthening	<ul style="list-style-type: none"> • Gender disparities in access to disaster safety nets due to unequal economic opportunities and women’s lower control over productive resources. • Significant gaps in Saint Lucia’s EWS, including lack of gender-specific measures. 	<ul style="list-style-type: none"> • Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. • Strengthen the existing mechanisms and programs to improve access to affordable health care, including sexual and reproductive health, for women, particularly in disaster settings. • Promote access of all women in disaster situations to critical services such as relief payments, disaster insurance, and compensation. • Increase gender sensitivity of Saint Lucia’s EWS and integrate other vulnerable groups into their development.

	GAPS	RECOMMENDATIONS
Advocacy and education	Gender disparities in knowledge, attitudes, and behavioral practices of Saint Lucians toward climate change. Lack of gender considerations in hazard analysis and risk assessments conducted by governmental agencies. Lack of awareness raising campaigns about the importance of gender-sensitive budgeting.	Provide specialized training for women and other vulnerable groups to increase their resilience to climate change and their preparedness for climate-related hazards. Provide training to government officials, with a focus on assessing differentiated vulnerability data and risks. Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender policies and programs in DRM.
Partnerships in DRM	Limited efforts to include women's organizations in DRM partnerships.	Promote partnerships that involve women's organizations, and other NGOs and CSOs in DRM and climate change adaptation.
Social inclusion	Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs.	Increase participation of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs.
Women's participation and leadership	Insufficient women's participation and leadership in DRM and climate change activities.	Target and remove gender-biased criteria or processes of decision-making bodies and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.

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Appendix H. Country profile: Saint Vincent and the Grenadines

H.1. National policies on gender equality, women and girls' empowerment, and GBV

The Government of Saint Vincent and the Grenadines

(GoSVG) has adopted various policies addressing gender equality issues, women and girls' empowerment, and GBV since 2000 (table H.1).

Table H.1. Saint Vincent and the Grenadines' key policy documents on gender equality and GBV.

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

The Gender Affairs Division (GAD) within the Ministry of National Mobilization, Social Development, Family, Gender Affairs, Persons with Disabilities and Youth is responsible for gender mainstreaming in Saint Vincent and the Grenadines. GAD coordinates the Inter-Ministerial Committee composed of gender focal points responsible for developing and implementing a coordinated gender equality agenda across all governmental agencies. However, on account of the GAD's insufficient resources, its activities are mainly concentrated in the project implementation area (CDB 2015a). As a result, the country still lacks a comprehensive gender policy. Gender equality priorities are also not included in many national strategic plans. For example, the National Economic and Social Development Plan 2013–2025 affirms that women

in the country remain “amongst the most vulnerable and economically powerless” (GoSVG 2013). Yet, it does not identify concrete gender equality objectives, indicators, or outcomes.

At the same time, the GAD undertook several important reforms, including the establishment of a family court, a domestic violence crisis center, and a program to enable teen mothers to continue their education (ibid.). In addition, it contributed to the development of the National Action Plan to End GBV 2013–2017 (GoSVG 2014b). The latter represents a multi-sectorial plan that establishes a collaborative framework for various governmental agencies and CSOs to prevent, eliminate, and monitor GBV in Saint Vincent and the Grenadines.

H.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

The GoSVG has made its initial steps to integrate a gender perspective into DRM related policies (table H.2).

Table H.2. Saint Vincent and the Grenadines' key policy documents on DRM and gender integration.

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

The responsibility for DRM lies with the National Emergency Management Office. The National Emergency Council (NEC), chaired by the Prime Minister, functions as a high-level, multisectoral oversight body that guides policy and planning for DRM. It includes various representatives from the public and private sectors. Under its guidance, the country adopted the 2014 National Comprehensive Disaster Management Policy (GoSVG 2014a). This policy establishes “a multi-sectoral approach to DRM that allows for the integration of DRR, gender equity, climate change adaptation, energy and information communica-

tion technologies themes in strategic planning” (ibid.). Its key objectives are: (i) to increase community resilience for the most vulnerable, with gender concerns addressed at all stages and levels; (ii) to promote safety, environmental and economic sustainability through a comprehensive and gender-based approach to DRM; and (iii) to enhance capacity building and knowledge management with guidelines addressing gender issues. Finally, it requires all stakeholders to recognize the importance of gender equality and equity in participation and in sharing benefits.

The 2019 National Adaptation Plan (NAP) states that all adaptation options will go through a gender analysis and include agreed-upon social and environmental safeguards (GoSVG 2019). The NAP framework builds on the principle of gender sensitivity. Specifically, climate change adaptation actions integrate gender concerns and needs into programming, while simultaneously ensuring the contributions and leadership of both men and women at the planning, budgeting, and implementation stages (ibid.). The NAP states that gender analysis with considerations of other factors (e.g., class, ethnicity, age, caste, disability, and sexuality) will be used as a useful tool to prevent and reduce vulnerability (ibid.). Key stakeholders in building gender-responsive approaches to adaptation include policy makers, government planners at the central, sub-national and district levels, the private sector, NGOs, and researchers.

H.3. Implementation and practice

The GAD is not equipped to lead the gender mainstreaming agenda (CDB 2016b). Insufficient human resources, a high staff turnover, and insufficient material resources prevent the implementation of gender mainstreaming in governmental programs, including socioeconomic development, GBV, and DMR (ibid.). Despite a number of socioeconomic programs implemented by the Ministry of National Mobilization, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth, poverty remains feminized in Saint Vincent and the Grenadines (ibid.). In addition, despite the adoption of the 1995 Domestic Violence (Summary Proceedings) Act, many DV incidents remain unreported, and the police often do not take them seriously (Ministry of National Mobilization, Social Development, Family, Gender Affairs, Persons with Disabilities and Youth 2014).

Women in Saint Vincent and the Grenadines are most vulnerable in situations of natural hazards and disasters because of systematic inequalities (CDB 2015a). However, the 2018 evaluation of the country's EWS identified their multiple gender gaps and other inefficiencies. Specifically, the evaluation pointed to the lack of gender considerations in vulnerability and capacity assessments at the national and sector levels (National Emergency Management Office 2018). In addition, warning messages were not targeted to vulnerable groups, including the issuance of

gender-specific warnings and alerts for the visually and hearing impaired (ibid.).

Finally, the GoSVG needs to update its disaster and climate change programs to reflect the CDM legislation in gender sensitivity and partnerships with women's organizations. For example, the NAP indicates that stakeholder participation was not significant in adaptation activities because processes to include key counterparts were not institutionalized or formalized (GoSVG 2019). Overall, although women's participation is sometimes promoted, "gender issues are not acknowledged as a significant challenge" in Saint Vincent and the Grenadines (ibid.).

H.4. Advocacy and knowledge generation

The GAD assumes leadership in conducting public education programs on gender equality, HIV or AIDS or both, DV, and other gender-related issues. Some gaps are evident in knowledge, attitudes, and practices of the climate change agenda among both men and women. The 2017 Knowledge, Attitudes and Practice Study on Climate Change comprised an almost equal distribution of male and female respondents, 48.5 percent and 51.5 percent respectively (J-CCCP 2017). In general, despite some actions taken by individuals and communities to prevent or lessen the impact of climate change, most respondents reported that they did not have enough information about climate change and the related hazards (ibid.). Similarly, the 2018 EWS evaluation found that many stakeholders did not understand their role in the DRM process, and did not know the agency leading a particular DRM function (National Emergency Management Office 2018). These findings point to the need for more targeted training programs and education campaigns on these topics for various groups such as women, men, youth, the elderly, and other vulnerable groups.

H.5. Women's participation and leadership

The National Council of Women (NCW) partners with the GAD to represent women's interests in the public policy area. Through the NCW, women's organizations and CSOs are involved in various programs, not limited to rural development, childcare, counseling, training, youth mobilization, and disaster support to vulnerable persons. A study conducted by the Caribbean Development Bank found that after the 2013 floods, women were at

the forefront of community organization (CDB 2015a). Specifically, their work involved undertaking and coordinating training in disaster preparedness activities, inclusive of cardiopulmonary resuscitation and first aid, collecting data, and coordinating the relief response together with the public agencies, CSOs, and the Red Cross (ibid.). Furthermore, women represented approximately 70 percent of the temporary laborers in post-disaster road cleaning managed by the Roads, Buildings and General Services Authority (ibid.). Specifically, about 90–95 percent of the team leaders and 75 percent of the timekeepers were women who were paid a wage in the range of 35–40 Eastern Caribbean dollars per day, a rate for which many men refused to work (ibid.). At the same time, no evidence presented of any measures to increase women's involvement in infrastructure development programs (ibid.).

The National Emergency Management Organization is headed by a female director. At a higher level, however, the participation of women in leadership and decision making is limited due to low advocacy by women's organizations and CSOs, among other factors. As for elected positions held by women, the country's situation has deteriorated (CDB 2016b). For example, as of 2020, all ministries were headed by men (GoSVG 2020).

H.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM, and recommends measures to mitigate existing gender disparities (table H.3).

Table H.3. Gender-related gaps in DRM and recommendations for Saint Vincent and the Grenadines.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> • Lack of a comprehensive gender policy and action plan. • Lack of a gender perspective in many DRM national policies and programmatic plans. 	<ul style="list-style-type: none"> • Develop a national gender policy and action plan. • Integrate gender equality objectives and anticipated outcomes into the National Economic and Social Development Plan and the related policies, and update the Emergency Act to reflect the CDM legislation.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> • Insufficient sex-disaggregated data on disaster impacts. • Lack of a comprehensive national multihazard database or an archive with protocols for information sharing. 	<ul style="list-style-type: none"> • Enhance collection of disaster impact data disaggregated by sex and other important variables. • Conduct systematic research and analysis of the hazards which impacted Saint Vincent and the Grenadines, and record their impacts on vulnerable populations and groups. • Create a comprehensive national multihazard database or an archive with protocols for information sharing.
Gender-based violence	<ul style="list-style-type: none"> • Existing data practices on GBV are inconsistent, which presents particular difficulties for making claims about GBV trends and the corresponding responses. • Incidents of domestic abuse are underreported, and the police often do not take them seriously. 	<ul style="list-style-type: none"> • Enhance the systematization of GBV data taken by the GAD, the police, and the Statistics Department. • Enhance the resource base of the crisis center and strengthen systems of support for victims and survivors, including medical care, psychological counseling, and legal aid support. • Strengthen collaboration with NGOs providing legal and other forms of assistance to survivors and victims.

	GAPS	RECOMMENDATIONS
Institutional strengthening	<ul style="list-style-type: none"> • Insufficient human and financial resources provided to the GAD to support gender mainstreaming. • Absence of DRM plans at the community level. • Lack of the gender dimension inclusion in monitoring and evaluation activities in DRM and climate change adaptation programs. • Gender disparities in access to disaster safety nets due to unequal economic opportunities and women's lower control over productive resources. • Gender gaps and other inefficiencies in EWS. 	<ul style="list-style-type: none"> • Support the GAD and its activities with resources, particularly its community capacity building interventions. • Develop DRM plans at the community level, with gender considerations. • Integrate budget formulation guidelines and monitoring mechanisms that reflect synergies between DRM, climate change adaptation, and gender-sensitive budgeting. • Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. • Strengthen the existing mechanisms and programs to improve access to affordable health care, including sexual and reproductive health, for women, particularly in disaster settings. • Promote access of all women in disaster situations to critical services such as relief payments, disaster insurance, and compensation. • Strengthen women's roles in community service delivery in immediate disaster response and rehabilitation. • Increase gender sensitivity of EWS and integrate other vulnerable groups into their development.
Advocacy and education	<ul style="list-style-type: none"> • Insufficient understanding reported by both men and women of their role in the DRM process, and about agencies that lead particular DRM functions. • Insufficient gender considerations in hazard analysis and risk assessments conducted by governmental agencies. • Lack of awareness raising campaigns about the importance of gender-sensitive budgeting. 	<ul style="list-style-type: none"> • Provide specialized training programs for local communities to increase their resilience to climate change and their preparedness for climate-related hazards. • Provide gender-sensitive leadership training programs for women and young people preparing them for decision-making positions. • Provide training programs to government officials, with a focus on assessing differentiated vulnerability data and risks. • Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender related policies and programs in DRM. • Strengthen existing anti-violence advocacy campaigns in disaster settings. • Engage media entities in education campaigns focused on critical terms in DRM.

GAPS	RECOMMENDATIONS
Partnerships in DRM <ul style="list-style-type: none"> Low organizational capacity and ineffective advocacy by the National Council of Women. Lack of support for gender mainstreaming from NGOs and CSOs. Limited efforts to create partnerships with women's organizations in DRM areas. 	<ul style="list-style-type: none"> Integrate the women and girls' empowerment agenda into a broader civil society engagement agenda through renewed energy by the National Council of Women and other CSOs. Build multi-stakeholder partnerships to drive and monitor implementation of DRM policies and programs, with clear delineated roles and responsibilities of public agencies, private entities, NGOs, and CSOs. Enhance collaboration of the National Council of Women with the public and private entities engaged in DRM activities. Sustain community mobilization through reporting and informal opinion surveys around key challenges.
Social inclusion <ul style="list-style-type: none"> Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs. 	<ul style="list-style-type: none"> Increase participation of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs.
Women's participation and leadership <ul style="list-style-type: none"> Insufficient women's participation in DRM and climate change activities. Under-utilization of women's human resources in leadership and decision-making positions. 	<ul style="list-style-type: none"> Target and remove gender-biased criteria or processes of decision-making bodies, and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.

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Appendix I. Country profile: Suriname

I.1. National policies on gender equality, women and girls' empowerment, and GBV

Suriname has progressed in various areas of gender equality and the position of women since 2010. Contributing to these positive changes is the ratification

of several important conventions in the area of women's rights, legal modifications, and changes in domestic policy, especially in the areas of domestic violence, human trafficking, and the participation of women in politics (table I.1).

Table I.1. Suriname's key policy documents on gender equality and GBV.

	ACT	CONTENT
GENDER EQUALITY	Integral Gender Action Plan (2000–2005, 2006–2010, 2019–2020)	The 2019–2020 plan focuses on labor, income, poverty reduction, education, health, power and decision making, GBV, legal and regulatory framework, environment and climate change.
	Policy Development Plan (2017–2021)	It guarantees gender equality in access to any profession and work, and ensures that laws and regulations and policy principles of private and public organizations guarantee the right to personal safety and freedom of men and women, and that the opportunities to realize their ideals and talents are not negatively affected by gender stereotypes.
	Gender Vision Policy Document (2021–2035)	It ensures that the legal and regulatory framework and policy principles of private and public organizations guaranteeing the right to personal safety and freedom of men and women and the opportunities to realize their ideals and talents, are not negatively influenced by gender stereotypes.
	Minimum Hour Wage Act (2014), General Pension Benefits Act (2014), National Basic Health Insurance Act (2014)	These social protection intervention's target groups are mainly vulnerable groups or groups at risk such as the elderly or disabled people, children and women in poor households or households with a minimum monthly income.
	National Sexual and Reproductive Health and Rights Policy of Suriname (2013–2017)	It contains strategies and priorities aimed at further improving the maternal health services, working towards a decline of new HIV infections, and increasing awareness and education for the prevention and reduction of teen pregnancies, sexual violence, cervical cancers, and other sexual related issues.
	Child Day Care Bill (under consideration)	It would allow the care of small children to enable the mother to work by improving the quality of childcare facilities.
GENDER-BASED VIOLENCE	Combating Domestic Violence Act (2009)	It allows the protection of DV victims from an early stage on and through rapid procedures.
	Criminal Code, Article 295 (amended in 2015)	It focuses on sexual harassment, and sexual violence as a sex crime within the marriage and sexual exploitation of persons within the family.
	Trafficking in Persons: Criminal Code (1911, amended in 2004), Article 307 of the Criminal Code (2006), Article 249a (2006 and 2015)	These laws and the articles focus on the criminalization of trafficking and smuggling of women and minors, and define the sanctions that will be placed on persons guilty of trafficking.

The Government of Suriname (GoS), through its National Development Plan 2017–2021, addresses gender as a multidisciplinary policy area, and aims to create laws and regulations for private and public organizations that guarantee the right to personal security and freedom of men and women, uninfluenced by gender

stereotyping (CEDAW 2016). On the institutional front, the Bureau of Gender Affairs (BGA), a division of the Ministry of Home Affairs, is responsible for developing, coordinating, and evaluating national gender policies. It presents the GoS national gender policy in the form of integral gender action plans (IGAPs) on a regular basis:

IGAP 2000–2005, IGAP 2006–2010, and IGAP 2019–2020 (Heemskerk and Apapoe 2011). The Gender Vision Policy Document (2021–2035) marks a change toward long-term planning, and prioritizes gender-responsive environmental and climate policies and gender-related violence (Ministry of Home Affairs 2019b). The BGA appointed gender focal points (GFPs) in all 17 ministries or sectors to facilitate, support and monitor gender mainstreaming in the various policy areas, plans and programs. However, the GFPs have not always proven to be effective (Ministry of Home Affairs 2019b).

The BGA, in close collaboration with the National Council for Domestic Violence, coordinates and monitors activities on the prevention and elimination of domestic violence in national plans, for instance, the 2009 Combating Domestic Violence Act that also has a provision for child protection (GoS 2009), and the Safe Motherhood and Neonatal Health Action Plan 2012–2016 (Ministry of Home Affairs 2019a).

The Ministry of Social Affairs and Housing is primarily responsible for the development and implementation of the social protection policy, including the 2014 Minimum Hour Wage Act, the 2014 General Pension Benefits Act,

the 2014 National Basic Health Insurance Act, and the 2011 Conditional Cash Transfer Program. The latter aims to reduce the social and economic vulnerability and dependence of persons and households by increasing their responsibility and capacity to property, income, knowledge, and skills. It also aims to insure against unexpected events and difficulties or periods due to natural, social, and economic calamities. Women are the major beneficiaries of these policies and programs because of their position as caretakers and a high prevalence of households headed by women in the coastal areas and in the interior (Ministry of Home Affairs 2019d).

I.2. National and sector DRM and climate change laws, policies, and plans and the status of their gender integration

The GoS has scaled up efforts to integrate DRM into national policies and long-term sustainable development plans (table I.2). The Ministry of Defense, the main actor in national policies on DRM, established the National Coordination Center for Disaster Relief (NCCR) in 2006 to develop national DRM policies through disaster risk prevention and collaboration with regional governments.

Table I.2. Suriname's key policy documents on DRM and gender integration.

	LAWS, POLICIES, AND PLANS	GENDER-SPECIFIC CONTENT
GENERAL DRM	Suriname National Adaptation Plan (2019–2029)	It establishes climate change adaptation that respects Surinamese society and culture and reduces gender and social inequities, and proposes to include gender inequalities in climate change adaptation initiatives.
	National Climate Change Policy, Strategy and Action Plan (2014–2021)	It provides for gender considerations in agriculture and gender equality in climate change education as part of knowledge and behavior.
	National Disaster Response Plan (Draft)	Under development.
	Environmental Framework Law (Draft)	Under development.
SECTOR / AGENCY DRM	Land Registration and Land Information System Act (2009)	It does not include gender-specific content.
	Act on Regional Bodies (amended in 2002)	It does not include gender-specific content.
	Urban Development Act (1972), Planning Decree (1973)	They do not include gender-specific content.
	National Health Disaster Plan (2009)	It does not include gender-specific content.
	National Health Plan (2011–2018)	It provides for the mainstreaming of gender in all health policies and programs and includes the Safe Hospital Initiative that allows for the increased capacity through the safe hospital initiative to comply with international health regulations in emergencies and disaster situations.
	Forest Management Act (1992)	It does not include gender-specific content.
	National Biodiversity Action Plan (2012–2016)	It does not include gender-specific content.
	Act on Construction by State Decree (2002)	It does not include gender-specific content.

Suriname's disaster-related laws and plans, however, have limited gender content. Its Climate Change Action Plan, which includes the DRM sector, provides for gender equality in the agriculture sector and climate change education, extension services, sharing indigenous, traditional and local knowledge, participatory action research and social learning, knowledge sharing, and

learning platforms (GoS 2015). The National Adaption Plan (NAP) reflects DRM in its sector plans and in a monitoring and evaluation framework (GoS 2019). Of the NAP's nine sector plans, gender considerations were only provided in the agriculture and energy sector plans (table I.3).

Table I.3. Suriname's NAP action by sector.

SECTOR	ACTIONS
Agriculture	<ul style="list-style-type: none"> • Strengthen civil society's participation in agricultural activities, particularly among women and vulnerable groups. • Develop and practice agriculture, livestock, and fishing techniques that build resilience to a variable and changing climate in a participatory way (gender-specific, and according to the Free Prior and Informed Consent protocol). • Gather and compile gender-disaggregated data regarding yield, production, and specified losses, and link those to the weather pattern during the related growing seasons for trends.
Energy	<ul style="list-style-type: none"> • Conduct gender research on household energy consumption from gendered perspectives including gaps in access to clean energy, tidal and wave energy, and waste energy.

Source: GoS 2015.

According to the Gender Vision Policy Document 2021–2035, Suriname's policy on the environment, biodiversity, and climate change will be aligned with the gender policy in the years ahead (Ministry of Home Affairs 2019b). The draft environmental framework law, which is submitted for approval to the National Assembly, sets out the environmental strategy and policy. The Gender Vision Policy Document 2021–2035 and in the Gender Action Plan 2019–2020 have stepped up to incorporate environmental and climate change activities that are specific to gender equality. The BGA plans to further coordinate with the organizations in charge of environmental policy on adapting interventions in the environment and climate change priority areas (ibid.).

I.3. Implementation and practice

While the GoS has not explicitly incorporated gender equality in its disaster-related laws and plans, the NCCR is integrating gender equality in its programs. The NCCR trains regional district administration offices in DRM procedures and planning, where a substantial number of the staff is female and from the local communities (Ministry of Home Affairs 2019d). An impact analysis of the May 2006 flooding, however, did not differentiate impacts by sex, although the flooding of agricultural plots severely affected women on account of their main responsibility

for agricultural production. The NCCR does emphasize, that in practice such as in the distribution of emergency parcels, the specific needs of vulnerable groups such as the elderly, children, and women, are being considered (Heemskerk and Apapoe 2011).

The GoS works with international agencies to support enhancement of national capacity to implement gender-responsive programs for emergency preparedness, response, and recovery such as: ensuring the rights of children in emergencies and disasters (UNICEF); incorporating sexual reproductive health and gender issues into disaster preparedness and mitigation plans through specific training to National Coordination Center Suriname and health care providers (UNFPA); supporting the Ministry of Health in emergency preparedness, including implementing a Hospital Safety Index¹ (WHO); and enabling gender-responsive disaster recovery, climate, and environment resilience (UNDP) (United Nations Suriname 2016).

I.4. Advocacy and knowledge generation

The NCCR provides awareness-raising campaigns and training to encourage community participation in the disaster preparedness and mitigation policies. Its disaster response teams conduct information sessions

with communities, interested organizations, and schools on preparedness and what actions to take and how to communicate in the event of a disaster. The NCCR's website gives simple surviving methods in case of a disasters (NCCR 2017). However, these efforts do not integrate gender-related issues.

The BGA implemented measures to strengthen the evidence base and raise awareness about the disproportionate vulnerability of women and girls to the impact of environmental degradation and disasters from 2017 to 2019: (i) a presentation on DRM and gender to the volunteers of the Suricorps2; (ii) an information session on climate, media, and gender for media academy students and media government workers; (iii) an information session on climate change, community resilience, and gender for Suriname's Red Cross Community; and (iv) a presentation on mainstreaming gender in the Global Environmental Facility's projects at a High Level Meeting for Ministers, Permanent Secretaries and other representatives of the GoS (Ministry of Home Affairs 2019d).

I.5. Women's participation and leadership

During the May 2006 flood, the NCCR worked hard to ensure the effective participation of indigenous and Maroon women in its activities in the interior, where women are usually the recipients of support. An increasing number of the traditional authorities of the

indigenous and Maroon peoples with whom the NCCR collaborates are female, and many villages have women's organizations. These authorities and organizations are involved at the community level when discussing DRM, its response and prevention.

The Gender Vision Plan 2021–2035 prioritizes the environment and climate change. It notes that the effective participation of women is essential, not only because women are disproportionately heavily affected by the consequences of climate change and disasters, but also because they are agents of change and play an important role in formulating and implementing policy and plans of actions relating to the environment, and protection of biodiversity as well as in the adaptation and mitigation of climate change (Ministry of Home Affairs 2019b).

One of the priorities for accelerating progress for women and girls in Suriname for the coming five years through laws, policies, and programs is to encourage the participation of women in decision making in climate change and emergencies, and to strengthen women's participation in ensuring environmental sustainability (Ministry of Home Affairs 2019d).

I.6. Gaps and recommendations

The desk review identified country-specific gender gaps in DRM and recommends measures to mitigate the related gender disparities (table 1.4).

Table I.4. Gender-related gaps in DRM and recommendations for Suriname.

	GAPS	RECOMMENDATIONS
Legislation, policies, and plans	<ul style="list-style-type: none"> Gaps in gender equality in DRM legislation, plans, and policies. 	<ul style="list-style-type: none"> Ensure gender equality in the legislation, plans, and policies under development and passed such as: the National Environmental Legislation; the 1973 Planning Act for land use in DRR; the Land Registration Act; the Disaster Management Legislation; and the law providing its legal basis, the National Health Disaster Plan. Ensure passage of legislation on equality between men and women in domestic violence cases. Ensure passage for equal pay, maternity protection, childcare, and unpaid and domestic work.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> Insufficient capacity for gender disaggregated data generation. Limited and low quality of statistical information and qualitative data for policy interventions. Weak national data collection system. Weak gender-responsive monitoring and evaluation. Lack of gender-disaggregated data at the sector level Limited research on gender and climate change, environmental degradation and disasters. 	<ul style="list-style-type: none"> Increase statistical and other information on qualitative data to determine specific policy and to make problem-solving interventions. Strengthen BGA's capacity to collect data, develop, execute, monitor, and evaluate gender strategies and policies. Strengthen NCCA's capacity to collect gender-responsive data for disaster preparedness and recovery as well as to develop, execute, monitor, and evaluate gender strategies and policies. Strengthen the capacity of the research departments of social ministries of Health, Justice and Police; Education, Science and Culture; Labor; Social Affairs and Housing; and the capacity of key government officials (e.g., policy makers) to increase the reliability, regularity, and use of the gender statistics as well as to disseminate the findings to inform policy development. Strengthen the national data collection system in capturing measurable gender indicators to assess trends in women's situations. Collect sex-disaggregated data at the sector level for disaster prevention and recovery. Study the specific vulnerability of women and girls to the impact of environmental degradation, climate change, and disasters.
Gender-based violence	<ul style="list-style-type: none"> Under reporting of GBV complaints Lack of reporting and action on the trafficking of migrants and women and on forced labor of migrants, immigrants, children, men, women in agriculture, fishing, mining, construction, and service sectors. 	<ul style="list-style-type: none"> Strengthen the prevention and monitoring of human trafficking and forced labor, and domestic violence against women, men, and children before and after a disaster.
Institutional strengthening	<ul style="list-style-type: none"> Insufficient gender-related expertise of BGA in sectors and thematic areas. Lack of gender budgeting. Weak capacity for gender integration in sectors. 	<ul style="list-style-type: none"> Develop gender expertise in the BGA in various thematic areas such as health, education, power and decision making, employment, and violence. Implement gender-responsive budgeting. Strengthen the capacity for gender integration processes, where equality goals are added to all policy goals during policy development, in the public and private sectors. Strengthen the capacity for gender analysis and assessments by sector. Integrate gender equality and women and girls' empowerment into the design and implementation of shock-responsive social protection programming.

	GAPS	RECOMMENDATIONS
Advocacy and education	<ul style="list-style-type: none"> Lack of gender-responsive information and education campaigns for DRM. 	<ul style="list-style-type: none"> Further develop and intensify gender-responsive national programs in public education and information for disaster preparedness, mitigation, and recovery.
Partnerships in DRM	<ul style="list-style-type: none"> Lack of civil society participation at all levels. 	<ul style="list-style-type: none"> Ensure civil society participation at all levels (national, regional, and local), in particular, strong NGOs with a focus on gender equality for DRM. Ensure that NGOs, including Suricorps, integrate gender equality in their disaster preparedness and recovery projects throughout the country.
Social inclusion	<ul style="list-style-type: none"> Lack of inclusion of men and boys in gender equality work. Limited attention to ethnic minorities in DRM. 	<ul style="list-style-type: none"> Ensure the inclusion of ethnic minorities, particularly their women, in decision making and participation for disaster preparedness and recovery. Encourage the engagement of men and boys as strategic allies for achieving gender equality in DRR.
Women's participation and leadership	<ul style="list-style-type: none"> Lack of women in leadership position in DRM and in preparedness and recovery activities. 	<ul style="list-style-type: none"> Increase opportunities for mentorship, training in leadership, and decision making for DRM. Increase women and girls' active involvement and leadership at all stages of the DRM cycle.

Notes

The Hospital Safety Index provides a snapshot of the probability that a hospital or health facility will continue to function in emergency situations, based on structural, nonstructural, and functional factors, including the environment and the health services network to which it belongs (PAHO n.d.).

Suricorps is a Surinamese NGO, set up with support of the Ministry of Regional Development and technical assistance from the UNDP. Its purpose is to mobilize volunteers who are willing to contribute to care and development of the most vulnerable groups and communities within the framework of national and local development activities. These projects can be implemented by the government, NGOs, or directly by Suricorps. They promote volunteerism in Suriname to strengthen coordination and cooperation between government, civil society, and the private sector. They also promote the development of an appropriate legal and policy framework.

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Appendix K. Glossary of Terminology

Building Back Better: The term implies that “repaired or replaced assets are more resilient, but also that the recovery process is shorter and more efficient, and that the entire recovery process does not leave anyone behind—i.e. that even the poorest and most vulnerable receive the support they need to fully recover” (Hallegatte, Rentschler, and Walsh 2018, 2).

Gender analysis: A critical and systematic examination of differences in the constraints and opportunities available to an individual or group of individuals based on their sex and gender identity (Bill and Melinda Gates Foundation 2011).

Gender equality: The state of being equal in status, rights and opportunities, and being valued equally regardless of sex or gender identity and/or expression (Bill and Melinda Gates Foundation 2011).

Gender equity: The provision of fairness and justice in the distribution of benefits and responsibilities between women and men (UNICEF 2017).

Gender lens. A perspective that pays attention to how gender differences and relations are relevant for investments and projects (Bill and Melinda Gates Foundation 2011).

Gender mainstreaming and integration: Two strategies used to address gender norms, equity, and equality, and empowerment as DRR approaches and interventions. These strategies ensure that gender perspectives are integrated into organizational activities such as policy development; research; advocacy; legislation; resource allocation; and planning, implementing, monitoring, and evaluating DRR programs to affect social and cultural norms (UNICEF 2017).

Gender-responsive approach in DRR: Gender-based differences and issues are considered in the design of the policy, strategy, plan, or program, and gender equality and women and girls’ empowerment are promoted in its implementation (FAO 2016, 3).

Hazard: The potential occurrence of a natural or human-induced physical event that may cause loss of life, injury, or other health impacts as well as damage and loss to property, infrastructure, livelihoods, service provision, and environmental resources (GFDRR 2012, 55).

Preparedness: The knowledge and capacities developed by governments, professional response and recovery organizations, communities, and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions (UNISDR 2017, 21).

Recovery: The restoring or improving of livelihoods and health as well as economic, physical, social, cultural, and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development and “build back better,” to avoid or reduce future disaster risk (UNISDR 2017, 23).

Women and girls’ empowerment: It is the expansion of choice and the strengthening of voice through the transformation of power relations so that women and girls have more control over their lives and futures (Bill and Melinda Gates Foundation 2016).

Vulnerability: The conditions determined by physical, social, economic, and environmental factors or processes which increase the susceptibility of an individual, a community, assets, or systems to the impacts of hazards.

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