

Mainstreaming Gender in Climate Change and Disaster Risk Reduction in the Caribbean



UNITED NATIONS



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United Nations publication [style S Legal - ISBN]

ISSN 1727-9917

LC/TS.2017/xx

LC/CAR/TS.2017/xx

Distribution: Limited

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Printed at United Nations, Santiago

S.17-xxxxx

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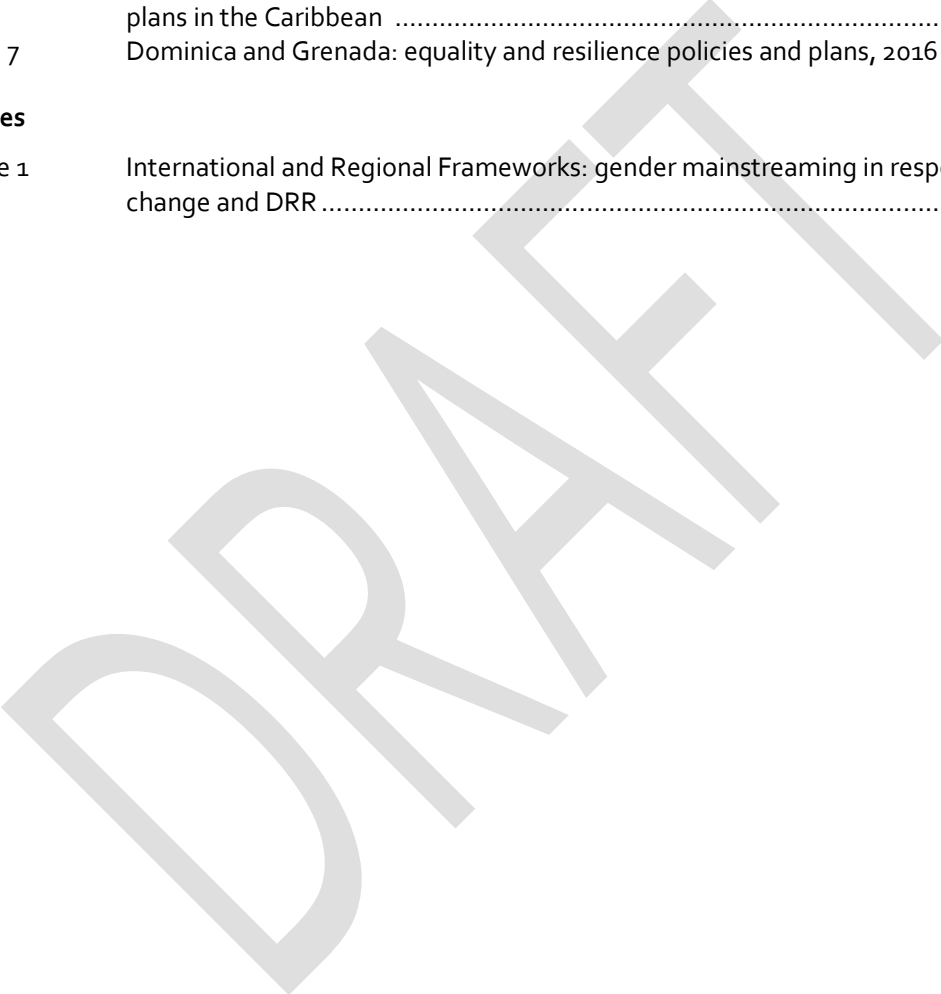
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Abstract

Caribbean women suffer disproportionate levels of mortality and injury following disasters and extreme weather events. This is a direct result of recurrent discrimination and inequalities in access to adequate health care, food and nutrition, and water and sanitation, as well as education, technology and information. Patriarchal structures and systemic barriers uphold higher risks of women and girls' vulnerabilities in face of climate change. Therefore, climate change is seen as a factor contributing to perpetuate gender inequalities. In addition, the oversight of policy makers to engage in gender-responsive disaster planning and implementation often results in limited consideration of the specific needs of women in early warning mechanisms, protective facilities and infrastructure for shelters and relief distribution and recovery programmes.

The paper addresses the interlinkages between Caribbean countries' gender, climate change, and disaster risk reduction laws, policies and plans, and the need to renew gender mainstreaming efforts across ministries, departments and agencies responsible for climate change adaptation and disaster management. The assessments highlight countries' commitment to promote gender equality in policies and programmes related to disaster management, climate change, natural resource development, and towards building a 'green economy'. Greater policy coherence may be achieved through gender-responsive review of climate change and DRR policies and plans, in line with recommendations in the Gender Equality policies and plans.

Introduction

The Caribbean subregion is extremely vulnerable and highly exposed to the adverse impacts of climate change and extreme weather events. As Small Island Developing States (SIDS), the impacts of natural disasters on Caribbean countries tend to be magnified when compared to that of other regions. According to the Global Assessment Report on Disaster Risk Reduction 2015, “compared to Europe and Central Asia, SIDS are expected to lose on average 20 times more of their capital stock each year in disasters”.¹ Furthermore, over the past few decades, the Caribbean has been characterized as the second most hazard-prone region in the world, due to its geographical location and the concentration of its population in coastal areas. Almost 17 per cent of the 10,271 disasters registered worldwide between 1970 and 2010 have occurred in Latin America and the Caribbean, ranging from hurricanes, floods, droughts and volcanic eruptions, among others.²

ECLAC³ highlighted some of the inherent vulnerabilities of Caribbean countries, which are further exacerbated by climate change and extreme weather events. As reported in the *Caribbean Outlook*, generally small landmass, large marine area, population distribution and fragmented economic activity of Caribbean SIDS make the subregion even more susceptible to external economic and environmental shocks. Coastal population density has grown throughout the subregion in recent decades, with over 41 million people living within 10 km of the coast, and some 166 million within 100 km.⁴ Additionally, 14.5 per cent of residents in Caribbean SIDS live in low-elevation coastal zones less than 10 m above sea level and more than 50 per cent of the population live within 1.5 km of the shore.⁵ This coastal concentration

¹ ECLAC (Economic Commission for Latin America and Caribbean) (2017), *Mainstreaming disaster risk management strategies in development instruments: policy briefs for selected member countries of the Caribbean Development and Cooperation Committee*, Studies and Perspectives series, No. 58 (LC/TS.2017/80; LC/CAR/TS.2017/6), Santiago.

² Ibid.

³ ECLAC (2018), *Caribbean Outlook 2018*, (LC/SES.37/14/Rev.1), Santiago.

⁴ Patil, P. et al (2016), *Toward a Blue Economy: A Promise for Sustainable Growth in the Caribbean*, Washington, D.C., World Bank.

⁵ Mycoo, M. and M. Donovan (2017), *A Blue Urban Agenda: Adapting to Climate Change in Coastal Cities of Caribbean and Pacific Small Island Development States*, Washington, D.C., Inter-American Development Bank (IDB).

of the population not only contributes to environmental degradation and land-based sources of pollution in vital coastal waters, but also exposes the majority of people and infrastructure to the impact of natural hazards in the subregion, especially hurricanes which have increased in frequency and strength.⁶ As documented in the Emergency Events Database (EM-DAT), the 2017 Atlantic hurricane season was the third worst (in terms of the number of people affected and the cost of damages) in history and one of the most impactful ones for the Caribbean subregion, with 10 disasters in nine English-speaking Caribbean countries and territories.

In addition, the Caribbean's urban population is projected to grow faster than the rest of the region, achieving a rate of urbanization as high as 82.5% by 2050. As population continues to grow, unprepared and unplanned urban development present a threat to the already existing vulnerabilities, particularly to the most vulnerable populations, such as the poor living in sub-standard housing and informal settlements, in disaster-prone areas.⁷

These heightened vulnerabilities not only hamper the implementation of the SIDS Development Agenda, the SAMOA Pathway, and the achievement of Agenda 2030 and the Sustainable Development Goals (SDGs), but also exacerbate existing social inequalities, which includes the autonomy of women. Women's autonomy can be viewed in three dimensions - economic, physical and political (ECLAC, 2016), which are mutually reinforcing and fundamental to achieving gender equality.⁸ Women's physical autonomy means the control over their own bodies and it is mainly measured through reproductive rights and gender-based violence. Economic autonomy means women's capacity to generate income and personal financial resources, based on access to paid work under conditions of equality with men, which takes into account time use, and women's contribution to the economy. Autonomy in decision-making refers to women's involvement in decision-making at various levels of the different branches of government, and their full participation in decision-making that affect their lives, individually and as a group. Lack of autonomy can therefore exacerbate the impacts of climate change and extreme weather events, making women even more vulnerable and less able to adapt.

Even though the Caribbean subregion has made some positive strides in achieving gender equality and women's empowerment, persistent gender inequalities are still manifested in households, workplaces and the labour market, and in wider Caribbean society.⁹ Gender inequalities threaten women's autonomy and tend to limit the control that women have over decisions governing their lives, as well as their access to resources and basic services. As such, in times of disasters or extreme weather events, women tend to bear the brunt of diminished access to and availability of these already limited resources. Women are more likely to be exposed to disaster-induced risks and losses relating to their livelihoods, and they are less able to adapt to changes in climatic conditions.¹⁰ It has been estimated that the Caribbean experiences regular annual losses from disasters at around US\$3 billion, with the tourism industry and agriculture usually taking the hardest hits.¹¹ In the Caribbean, women account for one of the highest proportions of workers in the tourism industry, concentrated mainly in service

⁶ ECLAC (2018), *Caribbean Outlook 2018*, (LC/SES.37/14/Rev.1), Santiago.

⁷ ECLAC (2019), *Planning for sustainable territorial development in Latin America and the Caribbean* (LC/CRP.17/3), Santiago.

⁸ ECLAC (2016), "Equality and women's autonomy in the sustainable development agenda", The thirteenth session of the Regional Conference on Women in Latin America and the Caribbean, LC/G.2686/Rev.1, Santiago.

⁹ UNDP United Nations Development Programme (2016), "Caribbean Human Development Report. Multidimensional progress: human resilience beyond income", New York.

¹⁰ The Office of the United Nations High Commissioner for Human Rights (OHCHR Committee on the Elimination of Discrimination against Women General Recommendation No.37.

¹¹ ECLAC (2017), "Mainstreaming disaster risk management strategies in development instruments: policy briefs for selected member countries of the Caribbean Development and Cooperation Committee", Studies and Perspectives series, No. 58 (LC/TS.2017/80; LC/CAR/TS.2017/6), Santiago.

(42.9%).¹² Furthermore, female headed households are at a higher risk of poverty and more likely to live in inadequate housing in urban and rural areas of low land value that are vulnerable to the impacts of climate-related events such as floods, storms, avalanches, earthquakes, landslides and other hazards.¹³ Caribbean Poverty Assessments (CPAs) over the years have showed that for countries with available data, poverty levels are higher in female-headed households. Additional available evidence also supports the fact that female-headed households are more likely to face additional burdens, especially where there are more occupants in the household, effectively raising the dependency ratio.¹⁴

Women suffer disproportionate levels of mortality and morbidity following disasters based on inequalities in gaining access to adequate health care, food and nutrition, and water and sanitation. In addition, the oversight of policy makers to engage in gender-responsive disaster planning and implementation often results in limited consideration of the specific needs of women in early warning mechanisms; protective facilities and infrastructure for shelters and relief distribution and recovery programmes.¹⁵ From Damage and Loss Assessments (DaLA) of hurricanes in the Caribbean carried out by ECLAC since 2015, a commonality across a number of countries emerged that women represent the majority of the primary affected population who were displaced and living in shelters. These types of assessments usually highlight the limited existence of gender responsive protocols as most shelters do not have the suitable accommodations and resources to facilitate separate quarters for females and males, which mean that women and girls also face a heightened risk of gender-based violence during and following disasters.¹⁶

The average number of Caribbean countries affected by climate change and extreme weather events, as well as the magnitude of damage caused, have significantly increased over the decades and evidence suggests that this will continue to seriously impact the subregion in the future. This trend reinforces the need for climate change adaptation, risk management and mitigation financing policies and measures at different levels (international, regional and national). However, gender disparities remain primary obstacles to an inclusive and resilient society. Therefore, it is necessary to promote and mainstream gender equality and the strengthening of women's empowerment and their autonomy as central and cross-cutting issues in all sectors of the society.

Mainstreaming a gender equality perspective is regarded as "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality".¹⁷ ECLAC's Gender Equality Observatory for Latin America and the Caribbean further encourages the importance of mainstreaming gender in all development frameworks, since achieving gender equality is a

¹² ECLAC (2018), "Advancing the economic empowerment and autonomy of women in the Caribbean through the 2030 Agenda for Sustainable Development", Studies and Perspectives series No. 60 (LC/TS.2017/128; LC/CAR/TS.2017/8), Santiago.

¹³ UNISDR (2015), Global Assessment Report on Disaster Risk Reduction: Risk and Poverty in a Changing Climate; UN ESCAP (2015), Disasters Without Borders: Regional Resilience for Sustainable Development: Asia Pacific Disaster Report.

¹⁴ ECLAC (2018), "Advancing the economic empowerment and autonomy of women in the Caribbean through the 2030 Agenda for Sustainable Development", Studies and Perspectives series No. 60 (LC/TS.2017/128; LC/CAR/TS.2017/8), Santiago.

¹⁵ The Office of the United Nations High Commissioner for Human Rights (OHCHR) (2018) "Committee on the Elimination of Discrimination against Women General Recommendation" No.37.

¹⁶ ECLAC, on the basis of disaster assessments carried out by ECLAC in the following countries: Bahamas (2015, 2016, 2017), Belize (2016), Anguilla (2017), British Virgin Islands (2017), Turks and Caicos Islands (2017) and Sint Maarten (2017).

¹⁷ United Nations (1997), Report of the Economic and Social Council for 1997 (A/52/3), New York.

fundamental cross-cutting factor in the achievement of all three dimensions of sustainable development.¹⁸

Efforts to strengthen women's autonomies can reduce their vulnerability to the impacts of climate change and extreme weather events and increase their resilience and adaptive capacities. Therefore, policies to reduce poverty, actions to protect, respect and fulfil human rights, measures to improve participation in economic, social and political life, including through policy formation, technology transfer, education and training, can all contribute to women's enhanced resilience to the impacts of climate change and extreme weather events.

To that end, this study gives an overview of the impacts of climate change and extreme weather events on the autonomy of women and girls in the Caribbean. It provides an assessment of how the subregion is applying a gender perspective in climate change and disaster-related laws, policies, plans and programmes. It was conducted based on the analysis of existing international and regional policy frameworks, as well as national plans, policies, programmes and strategies related to gender equality, climate change and disaster-risk reduction in 13 member countries of the Caribbean Development and Cooperation Committee (CDCC) of the Economic Commission for Latin America and the Caribbean (ECLAC).¹⁹ The study also identifies good practices in, as well as challenges to, the inclusion of a gender perspective in climate change and disaster-risk reduction national policies and programmes in two selected countries. Policy recommendations on ways to mitigate the impacts of climate change and extreme weather events on the autonomy of women in the Caribbean and advance the inclusion of a gender perspective in climate change related policies are also outlined.

¹⁸ ECLAC (2017), "Gender Equality Observatory for Latin America and the Caribbean, Note for Equality N.24: planning for equality and women's autonomy".

¹⁹ The 13 member countries of the Caribbean Development and Cooperation Committee (CDCC) of the Economic Commission for Latin America and the Caribbean (ECLAC) include Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname and Trinidad and Tobago.

I. International and regional frameworks for gender, climate change and disaster risk reduction

Over the past three decades, sustainable development efforts have introduced a range of international frameworks²⁰ designed to promote the advancement of gender equality in relation to climate change and DRR. These documents reflect a global understanding of the critical role of gender mainstreaming - integrating a gender equality perspective at all stages and levels of policies, programmes and projects - in addressing climate change and DRR²¹. Together, this set of international agreements pose a unique opportunity for transformational change and global impact through increased policy coherence. They aim to ingrain in international development efforts the need to define priorities and catalyze investments that are sensitive to gender considerations. These agreements may be grouped based on three broad and interconnected perspectives (see Table 1): 1) frameworks that directly relate to the rights of women and the promotion of gender equality; 2) platforms developed to address climate change and support DRR; and 3) global agendas that integrated gender aspects within the response to climate change and DRR.

Defining a gender-responsive, rights-based approach to climate action is rooted in the earlier rights-based policy instruments, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), which protects the rights of women and prohibits all forms of discrimination against them.²² CEDAW aims to ensure women's participation at an equal level

²⁰ These include declarations, conventions, platforms, action plans, resolutions, and agreements. Most of these documents become legally binding once they are adopted and will direct the action of states.

²¹ Camarinhas, Catarina (2014), "Gender mainstreaming in spatial planning", UN-Habitat.

²² For example, article 2 of the Convention calls upon States, public authorities and institutions to refrain from engaging in any act or practice of discrimination against women. Article 7 guarantees women the right to vote, to hold public office and to participate in the formulation and implementation of government policies on equal terms. Article 14 calls upon parties to "take all appropriate measures to eliminate discrimination against women in rural areas" to ensure their participation in rural development and development planning at all levels.

to that of men in political, social, economic and cultural development, providing the policy basis for climate action within a rights-based approach.²³ In this sense, gender is not merely an instrument of climate policy action but rather it is integrated within the spectrum of human rights and lifespan of women.

Table 1
International and regional frameworks for gender, climate change and DRR

	Rights-based	Climate Change and DRR	Gender, Climate Change and DRR
INTERNATIONAL	Convention on the Elimination of all forms of discrimination against women (CEDAW), 1979	Paris Agreement on climate change, 2015	UNFCCC Gender Action Plan (GAP), 2017
	Beijing Declaration and Platform for Action, 1995	Sendai Framework for Disaster Risk Reduction 2015-2030, 2015	2030 Agenda for Sustainable Development Agenda, 2015
	Convention on the Rights of Persons with Disabilities, 2006	United Nations Framework Convention on Climate Change (UNFCCC), 1992	Millennium Development Goals (MDGs), 2000
	Convention on the Rights of the Child, 1989	New Urban Agenda, 2016	Agenda 21, 1992
REGIONAL	Regional Gender Agenda San José Charter on the rights of older persons in Latin America and the Caribbean, 2012	Regional Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in the Americas, 2017	Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030, 2016
		Small Island Developing States Accelerated Modalities of Action (SAMOA Pathway), 2014	
		Regional and Subregional Action Plans for the Implementation of the New Urban Agenda in Latin America and the Caribbean, 2017	

In its turn, the Beijing Declaration and Platform for Action aims to “ensure the full implementation of the human rights of women and of the girl child as an inalienable, integral and indivisible part of all human rights and fundamental freedoms”.²⁴ The document emphasizes the importance of poverty eradication as part of an ethical, people-centred approach to sustainable development. It provides a way forward for women’s empowerment, identifying the environment as a critical area, calling for a systematic gender perspective in policies, programmes and mechanisms for sustainable development, including in environmental protection and management at all levels.

These agreements provide the backbone of a structural understanding of gender mainstreaming in sustainable development, climate change and DRR, as a basic human rights requirement rather than a tool for climate action and have a parallel in regional agreements as observed in Figure 1. Regional commitments for gender, climate change and disaster risk reduction build upon this global commitment.

²³₂₃ OHCHR (2019), Analytical study on gender-responsive climate action for the full and effective enjoyment of the rights of women: Report of the Office of the United Nations High Commissioner for Human Rights (A/HRC/41/26).

²⁴ Beijing Declaration and Platform for Action, The Fourth World Conference on Women para. 9.

Figure 1

International and Regional Frameworks: gender mainstreaming in response to climate change and DRR



A. Gender equality, Climate Change and DRR in the Sustainable Development Goals (SDGs)

The 2030 Agenda stresses the importance of gender mainstreaming as a crucial cross-cutting dimension of sustainable development. The Agenda dedicates a specific goal to gender equality and the empowerment of women and girls (SDG 5, achieve gender equality and empower all women and girls) and includes a series of gender-related targets addressing critical areas of concern for climate change and DRR, as well as women's poverty and partnership for the goals (see Table 2). Furthermore, SDG 13 on climate action, in particular, integrates a specific target on gender (13b, promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities).

Table 2
Gender, climate change and DRR in the SDGs

2030 Agenda for Sustainable Development (targets under SDG 5)	2030 Agenda for Sustainable Development (gender-specific targets under other SDGs)
5.1 End all forms of discrimination against all women and girls everywhere	No Poverty (1.1, 1.2, 1.3, 1.4, 1b)
5.2 Eliminate all forms of violence against all women and girls	Zero hunger (2.3)
5.3 Eliminate all harmful practices	Good health and wellbeing (3.7, 3.8)
5.4 Recognize and value unpaid care and domestic work	Quality education (4.1, 4.2, 4.3, 4.5, 4.6, 4.7, 4a)
5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels	Decent work (8.3, 8.5, 8.7, 8.8, 8.9)
5.6 Ensure universal access to sexual and reproductive health and reproductive rights	Reduced inequalities (10.2)
5a Undertake reforms to give women equal rights to economic resources	Sustainable cities (11.7)
5b Enhance the use of enabling technology, in particular information and communications technology	Climate action (13b)
5c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality	Peace, justice and strong institutions (16.1, 16.2, 16.7)
	Partnerships for the goals (17.18)

The impacts of gender inequality, climate change, hunger, poverty, and disaster as inter-related obstacles to sustainable development cannot be overstated. Agenda 2030 recognizes the need to address gender in relation to a broad and interconnected plethora of multidimensional factors that contribute to gender related vulnerabilities. These factors may relate to the need to close the gender gap in land access, ownership and financial services or promote access to quality education for all and enhance equity in employment conditions - factors which will determine individuals' resilience to climate change related impacts.

B. Gender and climate change in the United Nations Framework on Climate Change and Sendai Framework for DRR

The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted in March 2015 at the Third United Nations World Conference on Disaster Risk Reduction (WCDRR), and establishes the roadmap for reducing disasters by 2030. The Sendai Framework is firm in its understanding that while Member States have the primary responsibility to prevent and reduce disaster risks, this responsibility must be shared with all relevant stakeholders. The Framework advocates for an all-of-society approach that leaves no one behind in regard to building resilience to disasters, recognizing the importance of a gender perspective in DRR.²⁵

Furthermore, the Sendai Framework emphasized that "women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations".²⁶

Addressing Climate Change and its impacts have also been a global concern. In December 2015, 196 countries adopted the 'Paris Agreement', the first global landmark agreement to combat climate change, during the United Nations Framework Convention on Climate Change (UNFCCC) 21st Conference of Parties (COP21). The Paris Agreement builds upon the Convention, calling all nations into the common objective to undertake determined action to face climate change and adapt to its impacts. The Paris Agreement is seen as a paradigm shift, reflecting not only the urgency in addressing climate change, but also the commitment of governments to promote change in development paradigms, particularly in what relates to lowering carbon emissions, safeguarding the ecosystems and promoting natural resource efficiency and resilience. Although the Paris Agreement addresses the need for broad climate responses, gender considerations are not specifically given strong emphasis.

The Paris Agreement places, however, emphasis on the vulnerability of certain groups in the context of climate change and disasters and advocates for the development of integrated policies and programmes that include these groups. As gender is a component of determining vulnerability and is also linked to poverty, policies and programmes that address these groups would necessarily need to include a gender component. The focus on poverty and vulnerability indirectly addresses the need to improve the physical and economic autonomies of women.

²⁵ Sendai Framework called for "a gender, age, disability and cultural perspective in all policies and practices; and the promotion of women and youth leadership".

²⁶ United Nations, "Sendai Framework for Disaster Risk Reduction 2015-2030", para. 36 (a) (i).

Although there are no specific gender equality provisions in the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris agreement, the Gender Action Plan (GAP)²⁷ adopted in 2017, reflects a gender perspective within the UNFCCC, comprising of five key areas:

- i) **Capacity-building, knowledge sharing and communication** to improve knowledge on gender aspects of climate change and to provide a gender perspective in the application of international documents and national measures;
- ii) **Gender balance, participation and women's leadership** in the processes of formulation, implementation and monitoring of policies and overall areas of implementation of the UNFCCC;
- iii) **Coherence**, strengthening the integration of gender considerations within the work of UNFCCC bodies, the secretariat and other United Nation entities and stakeholders, aiming at the consistent implementation of gender-related mandates and activities and coordination of the activities of all bodies and stakeholders;
- iv) **Gender-responsive implementation and means of implementation** - aims to ensure the respect, promotion and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement;
- v) **Monitoring and reporting**, seeking to improve tracking in relation to the implementation of and reporting on gender-related mandates under the Convention.²⁸

Table 3
Planning and monitoring the 2030 Agenda, Sendai Framework and the Paris Agreement

	2030 Agenda	Sendai Framework	Paris Agreement
Policy plans (forward looking)	<ul style="list-style-type: none"> • National Development Plans/Strategies 	<ul style="list-style-type: none"> • Disaster preparedness and contingency policies, plans and programmes • National DRR strategies • The Sendai Framework Voluntary Commitments (SFVC) 	<ul style="list-style-type: none"> • Nationally determined contributions (NDCs) and Climate Change Policies
Tracking achievements (backward looking)	<ul style="list-style-type: none"> • Follow-up and review mechanism, periodic Voluntary National Reviews (VNRs) reporting at the High-level Political Forum (HLPF) 	<ul style="list-style-type: none"> • Period review through the Sendai Framework Voluntary Commitments (SFVC) online platform 	<ul style="list-style-type: none"> • Transparency framework • Periodic stocktaking process

Source: Adapted from Dzebo et al (2019), "Connections between the Paris Agreement and the 2030 Agenda: The case for policy coherence", Stockholm Environment Institute, Stockholm, Sweden

Both the Sendai Framework and the Paris Agreement promote action-oriented strategies and effective monitoring and evaluation frameworks. As summarized in Table 3, the 2030 Agenda promotes the mainstreaming of the SDGs in national development plans to ensure policy coherence and integrated implementation of global and national development agendas. This is backed by an inclusive M&E framework in the form of the Voluntary National Review (VNR) at the High-level Political Forum

²⁷ GAP evolved from the previous Lima Work Programme on Gender and moved from concepts to implementation of gender responsive climate policies. GAP aims to "advance women's full, equal and meaningful participation and promote gender-responsive climate policy and the mainstreaming of a gender perspective in the implementation of the Convention and the work of Parties, the secretariat, United Nations entities and all stakeholders at all levels".

²⁸ UNFCCC (2018), "Report of the conference of the Parties on its twenty-third session, held in Bonn from 6 to 18 November 2017: Gender action plan".

on Sustainable Development (HLPF).²⁹ Nationally Determined Contributions (NDCs) communicate individual countries' contributions to meeting the goals of the Paris Agreement, while National Adaptation Plans (NAPs) and National DRR strategies, relate to UNFCCC and Sendai Framework mandates. Through these processes, which are nationally led, countries identify medium- and long-term adaptation needs and develop strategies to address them, including targets, indicators and time frames, aligned with the recommendations of the global and international agreements. Monitoring systems may combine the nomination of intergovernmental expert working groups as well as country-specific adaptation M&E systems.

C. Regional frameworks for gender equality, climate change and DRR

At the regional level, several agreements including the most recent consensus to emerge from the Regional Gender Agenda, the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030, recognise women, particularly rural women, as being especially vulnerable to climate change and disasters, which lends further support for policies and programmes that focus on the vulnerable and poor to include a gender perspective. The Montevideo Strategy's implementation pillars are: (1) normative framework; (2) institutions; (3) participation; (4) capacity-building and -strengthening; (5) financing; (6) communication; (7) technology; (8) cooperation; (9) information systems; and (10) monitoring, evaluation and accountability. These pillars are interrelated and linked with the means of implementation of the 2030 Agenda and could be harnessed to promote the resilience of women and girls to the impacts of climate change and disasters.

D. Mainstreaming gender in climate change and DRR: key strategic areas

International and regional frameworks encourage a variety of strategies and measures to mainstream gender in climate change and disaster risk reduction policies or programmes. These measures may be broadly grouped into three key approaches:

- i) The development of gender-sensitive and gender-responsive policies, plans and programmes.

Climate change and disaster risk reduction policies, plans, and programmes should mainstream gender and include measures to ensure the general safety and well-being of women as it relates to climate change or disaster risk reduction. This includes any measures taken to ensure and strengthen the economic and physical autonomy of women. Direct reference to this approach is included in the UNFCCC Paris Agreement; UNFCCC Gender Action Plan; the Beijing Declaration and Platform for Action; CEDAW; SAMOA Pathway; the Sendai Framework for Disaster Risk Reduction at the international level; and regional agreements, including the 40 Years of Regional Gender Agenda; and the San José Charter on the Rights of Older Persons in Latin America and the Caribbean. Countries are encouraged to develop gender-responsive policies, plans and programmes, which actively address gender inequalities, as opposed to creating gender-sensitive documents that consider gender norms, roles and inequalities but do not include appropriate strategies or actions.

- ii) The effective participation of women in the planning, implementation and review of climate change and disaster risk reduction policies, plans, strategies and programmes.

²⁹ For explanation on the VNR and HLPF process, see ECLAC (2017) "The follow-up and review process for the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)", *FOCUS Magazine*, Issue 3, July-September.

Women and girls should be specifically included in all phases of the preparation, design, implementation, monitoring and evaluation of climate change and DRR policies, plans, strategies and programmes. This approach aims to improve the autonomy of women in decision-making processes and includes capacity building of women in order to improve their participation in policies and programmes. Several international frameworks, such as the 2030 Agenda for Sustainable Development; the Beijing Declaration and Platform for Action; CEDAW; the Paris Agreement; UNFCCC Gender Action Plan; the Sendai Framework for Disaster Risk Reduction; and the SAMOA Pathway use this approach; and at the regional level, documents making up the Regional Gender Agenda, as well as the Montevideo Strategy, contain specific indicators, actions and measures that support this approach.

iii) The collection, analysis, and dissemination of gender-disaggregated data.

Data disaggregated by sex can be used as a tool to identify gendered vulnerabilities and impacts, to develop gender-responsive actions and also to assess the efficacy of the implementation of policies, plans, strategies and programmes. Collecting such data allows for the analysis of progress on all aspects of women's autonomy and facilitates evidence-based policy making. At the international level, the Beijing Declaration and Platform for Action, UNFCCC Gender Action Plan, Regional Gender Agenda documents, and the SAMOA Pathway contain specific indicators, actions and measures relating to sex-disaggregated data.

In recent years, there has been a positive trend in the adoption of gender policies that promote integration and gender mainstreaming, advancing from the traditional rights-based approaches, which remain at the heart and form the basis of sustainable development, towards gender-responsive climate action, ensuring women's full, equal and meaningful participation and their empowerment as agents of change. The international and regional frameworks demonstrate that measures have been agreed upon and adopted by Caribbean member States aimed at strengthening the physical, economic and political autonomy of women in the climate change or disaster risk reduction related context. Improving women's autonomy is critical to reducing vulnerability and ensuring their full, equal and effective participation in policies and programmes that affect their lives prior and after a disaster. The three specific approaches identified from the review of frameworks provide further guidance on how the autonomy of women can be included in climate change or disaster risk reduction-related policies and programmes in the Caribbean subregion.

II. Assessment of gender mainstreaming in CC and DRR national laws, policies, plans and programmes in the Caribbean

As set out above, international and regional frameworks use three main approaches when applying a gender equality perspective in addressing climate change and disaster risk reduction. These are:

Table 4
Approaches to applying a gender perspective in addressing climate change and disaster risk reduction

	Method	Aim
Approach 1	Development of gender-sensitive/gender-responsive policies and programmes related to CC or DRR	To address economic, physical and political autonomy
Approach 2	Specifically including women in the planning, development, implementation and management of CC or DRR policies and programmes	To address autonomy in decision-making process
Approach 3	Collecting, assessing, disseminating and utilising sex-disaggregated data	To track economic, physical and political autonomy

The below table summarises the use of these approaches and provides related information for the 13 ECLAC Member Countries whose national CC and DRR policies, plans and strategies were reviewed: Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname and Trinidad and Tobago. Table 6 provides an overview of the frameworks analysed for this study.

Table 5
Integration of gender perspective in national CC and DRR policies, plans and strategies

Thematic area of policies, plans and strategies	Number of countries
Gender equality policy or plan	13 (7 finalized, including 1 Green Paper, ³⁰ and 6 draft) Antigua and Barbuda (draft), The Bahamas (draft), Barbados (draft), Belize (2013), Dominica (2014)(currently being revised), Grenada (2014), Guyana (2018), Jamaica (2010 and 2011), Saint Kitts and Nevis (draft), Saint Lucia (draft), Saint Vincent and the Grenadines (draft), Suriname (2019), Trinidad and Tobago (2018-Green Paper)
Gender equality policy or plan addressing CC and/or DRR	8 (7 finalized, including 1 Green Paper, and 1 draft) The Bahamas (draft), Belize (2013), Dominica (2014), Grenada (2014), Guyana (2018), Jamaica (2010), Suriname (2019), Trinidad and Tobago (2018)
Climate change policy or plan	12 (9 finalized and 3 draft) The Bahamas (2005), Barbados (draft), Belize (2015), Dominica (2012), Grenada (2017), Guyana (2015), Jamaica (2015), Saint Kitts and Nevis (draft), Saint Lucia (2018), Saint Vincent and the Grenadines (draft), Suriname (2014), Trinidad and Tobago (2011)
Climate change policy or plan with gender-sensitive or responsive approach (approach 1)	8 (2 draft, 6 finalized, 2 of which only include limited or cursory consideration of gender) Barbados (draft), Belize (2015), Dominica (2012), Guyana (2015), Jamaica (2015 but limited), Saint Kitts and Nevis (draft), Saint Lucia (2018), Suriname (2014 but limited)
Climate change policy using women-inclusive participatory process (approach 2)	6 (5 finalized and 1 draft) Barbados (2012), Grenada (2017), Guyana (2015), Jamaica (2015), Saint Kitts and Nevis (draft), Saint Lucia (2015 and 2018)
Climate change policy requiring collection of sex-disaggregated data (approach 3)	2 (1 finalized, 1 draft) Saint Lucia (2018), Guyana (draft ³¹)
DRR policy or plan	11 (all finalized) Antigua and Barbuda (2013), Bahamas (year unknown), Belize (2006), Dominica (2001), Grenada (2005), Guyana (2013), Jamaica (2005), Saint Kitts and Nevis (2013), Saint Lucia (2009), Saint Vincent and the Grenadines (2014), Trinidad and Tobago (2010)
DRR policy or plan with gender-sensitive or responsive approach (approach 1)	7 (all finalized but 2 only have limited reference to gender considerations) Antigua and Barbuda (2013), Belize (2006 but limited), Guyana (2013), Jamaica (2005 but limited), Saint Kitts and Nevis (2013), Saint Lucia (2009), Saint Vincent and The Grenadines (2014)
DRR policy or plan using women-inclusive participatory process (approach 2)	1 - Saint Vincent and the Grenadines (2014)
DRR policy or plan requiring collection of sex-disaggregated data (approach 3)	1 - Saint Kitts and Nevis (2013)

³⁰ A green paper is a government document that proposes and invites discussion on approaches to an issue.

³¹ Office of Climate Change, Guyana (2017), "Technical Assistance – Capacity strengthening for the office of climate change through preparation of national climate change policy and strategic plan", Strengthening of the National Institutional Mechanism for Climate Change Adaptation, Caribbean Development Bank (CDB).

Table 6
Gender equality, climate change, disaster risk reduction in national laws, policies and plans in the Caribbean

Country	Gender equality law, policy or plan	Climate change law, policy or plan	Disaster risk reduction law, policy, plan or programme
Antigua and Barbuda	Draft National Gender Equality Policy and Action Plan (NGEAP) 2020-2025	Intended Nationally Determined Contribution (INDC) 2015 Environmental Protection and Management Act 2015 Sustainable Island Resource Framework Fund (SIRF Fund) 2006	Disaster Management Act 2002 National Comprehensive Disaster Management Policy 2013 Multi-hazard early warning system 2018 Country Document for Disaster Risk Reduction 2016 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
The Bahamas	Proposed National Equality and Equity Policy Action Plan (NEEPAP) 2019	National Policy for the Adaptation to Climate Change 2005 Intended Nationally Determined Contribution (INDC) 2015	Disaster Preparedness and Response Act 2006 (amended in 2011) National Disaster Preparedness and Response Plan (NDP) 2008
Barbados	Draft National Policy on Gender and Gender Action Plan 2016	Intended Nationally Determined Contribution (INDC) 2015 Draft National Climate Change Policy Framework (NCCPF) 2012 Gender Action Plan for the Environment	The Emergency Management Act 2007 Country Document for Disaster Risk Reduction 2014
Belize	Revised National Gender Policy 2013	National Climate Change Policy, Strategy and Action Plan 2015-2020 (NCCPSAP) Intended Nationally Determined Contribution (INDC) 2015 Japan–Caribbean Climate Change Partnership Project (J-CCCP) 2015	Disaster Preparedness and Response Act 2003 National Hazard Mitigation Plan 2006 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
Dominica	National Policy and Action Plan for Equity and Equality 2006 (revised in 2014) Draft National Gender Policy 2018-2028	Intended Nationally Determined Contribution (INDC) 2015 Low-carbon Climate-Resilient Development Strategy 2012-2020 Dominica Emergency Agriculture Livelihoods and Climate Resilience Project (DEALCRP) 2018 Japan–Caribbean Climate Change Partnership Project (J-CCCP) 2015	National Disaster Plan 2001 UNDP Country Assessment of Enhancing Gender Visibility in Disaster Risk Management and Climate Change 2009 UNDP Project Strengthening Disaster Management Capacity of Women in the Commonwealth of Dominica 2018-2021 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
Grenada	Gender Equality Policy and Plan 2014-2024	Intended Nationally Determined Contribution 2015 National Climate Change Policy for Grenada, Carriacou and Petite Martinique 2017-2021	National Disaster Plan 2005 Grenada: A Gender Impact Assessment of Hurricane Ivan - Making the Invisible Visible 2005

Country	Gender equality law, policy or plan	Climate change law, policy or plan	Disaster risk reduction law, policy, plan or programme
		Japan – Caribbean Climate Change Partnership Project (J-CCCP) 2015	Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
The Republic of Guyana	National Gender Equity and Social Inclusion Policy 2018-2023	Climate Change Action Plan 2001 Low-Carbon Development Strategy 2010 Intended Nationally Determined Contribution (INDC) 2015 Draft Climate Resilience Strategy and Action Plan 2015 (CRSAP) Readiness Support for the Agriculture Sector 2017 Strengthening of the national Institutional Mechanism for Climate Change Adaptation in Guyana 2017 Japan –Caribbean Climate Change Partnership Project (J-CCCP) 2015	National Integrated Disaster Risk Management Plan (NIDRMP) and Implementation Strategy for Guyana 2013 UNDP Project strengthening Disaster Management Capacity of Women in the Cooperative Republic of Guyana and the Commonwealth of Dominica 2018-2021 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
Jamaica	National Policy for Gender Equality 2011 Vision 2030 Gender Sector Plan 2010	Climate Change Policy Framework for Jamaica 2015 Intended Nationally Determined Contribution (INDC) 2015 Japan–Caribbean Climate Change Partnership Project (J-CCCP) 2015	National Hazard Risk Reduction Policy for Jamaica 2005 National Disaster Risk Management Act 2015 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
Saint Kitts and Nevis	Draft National Gender Equality Policy and Action Plan	Intended Nationally Determined Contribution (INDC) 2015 Draft National Climate Change Adaptation Strategy 2018	National Disaster Management Act 2002 National Disaster Plan 2013
Saint Lucia	Draft Gender Equality Policy	Climate Change Adaptation Policy 2015 Intended Nationally Determined Contribution (INDC) 2015 Japan–Caribbean Climate Change Partnership Project (J-CCCP) 2015 National Adaptation Plan 2018-2028 Draft Climate Change Bill 2018	Disaster Management Policy Framework 2004 Disaster Management Act 2006 Comprehensive Disaster Management Strategy and Programme Framework 2009 Country Document for Disaster Risk Reduction 2014 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
Saint Vincent and Grenadines	Draft gender equity policy and action plan	Intended Nationally Determined Contribution (INDC) 2015 Japan–Caribbean Climate Change Partnership Project (J-CCCP) 2015 Draft Climate Change Policy, Strategy and Implementation Plan 2018	National Disaster Plan 2005 National Emergency and Disaster Management Act 2006

Country	Gender equality law, policy or plan	Climate change law, policy or plan	Disaster risk reduction law, policy, plan or programme
			Regional Disaster Vulnerability Reduction Project (RDVRP) 2013-2020 Disaster Risk Reduction Country Document 2014 Comprehensive Disaster Management Policy 2014 Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) 2019-2022
Suriname	Draft Gender Vision Policy Document 2021-2035 and Gender Action Plan 2019-2020	Intended Nationally Determined Contribution (INDC) 2015 National Climate Change Policy, Strategy and Action Plan 2014-2021 (NCCPSAP)	Community Resilience Building (CRB) Programme Disaster Risk Reduction Country Document for Suriname 2014
		Japan-Caribbean Climate Change Partnership (J-CCCP) 2015 Draft Environment Framework Act 2019	ACP-EU Natural Disaster Risk Reduction Program: Greater Paramaribo Flood Risk Management Project 2016-2018 Enabling Gender Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project 2019
Trinidad and Tobago	National Policy on Gender and Development (Green Paper) 2018	National Climate Change Policy 2011 Intended Nationally Determined Contribution (INDC) 2018	Disaster Measures Act 1978 Comprehensive Disaster Management Policy Framework 2010

A. Trends in integrating a gender perspective in climate change and disaster risk reduction policies and plans

Of the 13 countries assessed, 7 have a national gender policy or plan, and 6 are in the process of developing a gender policy or plan. Countries with plans include Belize, Dominica, Grenada, Guyana, Jamaica, Suriname, and Trinidad and Tobago. These plans all refer to some aspect of mainstreaming gender in climate change or disaster risk reduction, with the majority including measures corresponding to the three approaches in Table 4. For example, Grenada's Gender Equality Policy and Plan 2014-2024³² has a strategic objective of promoting gender equality in policies and programmes related to disaster management, climate change, natural resource development, and building a green economy (approach 1), and includes the need to collect sex-disaggregated data (approach 3), ensure equitable participation of men and women in developing DRR and CC strategies (approach 2), and undertake gender analysis and gender impact assessment (approach 3).

6 countries, Antigua and Barbuda, The Bahamas, Barbados, Saint Kitts and Nevis, Saint Lucia and Saint Vincent and the Grenadines, are in the process of drafting gender policies or plans. From the

³² Government of Grenada (2014), "Gender Equality Policy and Action Plan (GEPAP) 2014-2024".

available information on the 6 draft plans, only the Bahamas' proposed National Equality and Equity Policy Action Plan (NEEPAP)³³ integrates climate change and disaster risk reduction.

9 countries have climate change policies and plans, 6 of which use a gender-sensitive or responsive approach (Belize, Dominica, Guyana, Jamaica, Saint Lucia and Suriname). Guyana's draft Climate Resilience Strategy and Action Plan 2015 acknowledges the need to comprehensively mainstream gender in CC and DRR laws and policies and include women in decision and policy making processes. However, two of these countries, Jamaica and Suriname, only integrate gender in a limited manner. The Climate Change Policy Framework for Jamaica 2015 "supports gender equitable development in line with the Vision 2030 Gender Sector Plan and the National Policy for Gender Equality." However, the only further mention of women and girls is that the "Government, in the development of strategies and approaches to address climate change, will engage interested and relevant stakeholders which include those most vulnerable to climate change impacts, including women, children and the poor".

Furthermore, 3 countries, Barbados, Saint Kitts and Nevis, and Saint Vincent and the Grenadines, are in the process of drafting climate change policies and plans. Gender plays a central role in the draft National Climate Change Policy Framework of Barbados,³⁴ and Saint Kitts and Nevis' Draft National Climate Change Adaptation Strategy 2018³⁵ recognises the need to incorporate gender equity through equal consideration of the rights of men and women, girls and boys. It is unclear whether Saint Vincent and the Grenadines' plan will use a gender-responsive approach.

In accordance with approach 2, the climate change policies and plans of 6 countries, Barbados, Grenada, Guyana, Jamaica, Saint Kitts and Nevis (still in draft), and Saint Lucia, use a participatory approach inclusive of women and girls. Saint Lucia's Climate Change Adaptation Policy 2015 recognises the need for women and other vulnerable groups to be part of stakeholder ownership and to participate in vulnerability assessments, implementation of adaptation interventions and monitoring and evaluation of interventions. Its National Adaptation Plan 2018-2028 notes that the responsibility of leading climate change-related policy falls mostly on women in Saint Lucia, given that many prominent positions in government are filled by women.³⁶

Furthermore, from all existing climate change policies and plans, only Saint Lucia's National Adaptation Plan 2018-2028 requires collection of sex-disaggregated data to inform mitigation and adaptation strategies (approach 3). Guyana's new National Climate Change Policy, Strategy and Action Plan is, however, expected to have sex-disaggregated data included in the background analysis, baselines and indicators.³⁷

Of the 13 countries assessed, 11 have disaster risk reduction policies: Antigua and Barbuda, The Bahamas, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago. 5 of these use a comprehensive gender-responsive approach (approach 1), while a further 2 make limited reference to gender considerations. For example, Belize's

³³ Generation Equality, Bahamas (2019), "Bahamas, Beijing +25 National Review on the Implementation of the Beijing Declaration and Platform for Action", Twenty-fifth Anniversary of the Fourth World Conference on Women and the Adoption of the Beijing Declaration and Platform for Action.

³⁴ Government of Barbados (2019), "Beijing +25 Report: Progress made on the Implementation of the Beijing Declaration and Platform for Action 2014-2019", Barbados.

³⁵ Caribbean Natural Resources Institute (2018), "Stakeholders review and input into National Climate Change Adaptation Strategy for St. Kitts and Nevis".

³⁶ Government of Saint Lucia (2018), "Saint Lucia's National Adaptation Plan (NAP) 2018-2028", p.47.

³⁷ Office of Climate Change, Guyana (2017), "Technical Assistance – Capacity strengthening for the office of climate change through preparation of national climate change policy and strategic plan", Strengthening of the National Institutional Mechanism for Climate Change Adaptation, Caribbean Development Bank (CDB).

National Hazard Mitigation Plan 2006 recommends attention in the assessment, planning and programming stages of recovery to the needs of poor, especially single female-headed households, and that public outreach efforts and eligibility for housing programmes should be gender-sensitive.³⁸ However, a gender equality perspective is not integrated through the document beyond these mentions.

An example of a gender-responsive approach to disaster risk reduction is Saint Kitts and Nevis' National Disaster Plan 2013.³⁹ It states that a gender perspective should be mainstreamed in all disaster management activities and this approach should include hazard, vulnerability and risk assessment; disaster management legislation and policies; disaster management response plans and programmes; public education and awareness strategies and campaigns; and damage and needs assessment and recovery and reconstruction after disasters. It is also the only disaster plan or policy to require use of gender-sensitive baseline information and gendered damage and needs assessments during recovery and reconstruction in accordance with approach 3.

Saint Vincent and the Grenadines' Comprehensive Disaster Management Policy 2014⁴⁰ is the only DRR policy or plan to specifically require women to be included in the planning, development, implementation and management of related policies and programmes (approach 2). Stakeholders are required to recognise the need for gender equality and to ensure equity in participation and in sharing benefits across all segments of affected populations.

B. Good practices and challenges

Limited interlinkages are made between gender, climate change, and disaster risk reduction policies and plans in Caribbean countries, demonstrating a siloed approach to policy-making and a need to renew gender mainstreaming efforts across ministries, departments and agencies responsible for climate change adaptation and disaster management. Grenada's Gender Equality Policy and Plan 2014-2024⁴¹ aims to promote gender equality in policies and programmes related to disaster management, climate change, natural resource development, and building a 'green economy'. However, Grenada's climate change policy does not mainstream gender or refer to the Gender Equality Policy and Plan although it was developed subsequently.⁴² It is possible that the regional EnGenDer project (2019-2022)⁴³ being implemented in Grenada along with 8 other Caribbean countries, will prompt a gender-sensitive revision of Grenada's CC and DRR policies and plans, in line with the recommendations in the Gender Equality Policy and Plan.

Similarly, the Bahamas' proposed National Equality and Equity Policy Action Plan (NEEPAP) aims to promote a gender perspective in all policies, planning, and programmes in respect to climate change, environmental and disaster management. It encourages a review of climate change and disaster response management documents and activities to ensure that the provisions are adequate and suitable for the differential needs of both women and men, including appropriate infrastructure for shelters.

³⁸ World Bank. (2012), "Disaster risk management in Latin America and the Caribbean Region, GFDRR country notes (English)", Washington, DC: World Bank.

³⁹ The National Emergency Management Agency (NEMA) (2013), "The St. Kitts-Nevis National Disaster Plan".

⁴⁰ Government of Saint Vincent and the Grenadines (2014), "Comprehensive Disaster Management Policy".

⁴¹ Division of Gender and family Affairs, Ministry of Social Development, Grenada (2014), "Gender Equality Policy and Action Plan (GEPAP) 2014-2024".

⁴² Government of Grenada (2017), "National Climate Change Policy for Grenada, Carriacou and petite Martinique (2017-2021)".

⁴³ UNDP, "Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean" The other participating countries are: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, St. Vincent and the Grenadines and Suriname. <https://www.bb.undp.org/content/barbados/en/home/projects/EnGenDER.html>

However, the National Policy for the Adaptation to Climate Change 2005, which predates the NEEPAP, does not integrate a gender perspective or contain reference to women or gender.

Although Guyana's gender, CC, and DRR policies do not cross-reference one another, the country nonetheless stands out as an example of good practice. Both the Draft Climate Resilience Strategy and Action Plan 2015⁴⁴ and National Integrated Disaster Risk Management Plan (NIDRMP) and Implementation Strategy for Guyana 2013⁴⁵ acknowledge the need to comprehensively mainstream gender in CC and DRR laws and policies and include women in decision and policy making processes. The subsequent National Gender Equity and Social Inclusion Policy 2018-2023 contains a section on agriculture, the environment and climate change and highlights the need to promote gender inclusion in CC adaption and DRR strategies.⁴⁶ Moreover, gender will be included as a cross-cutting issue in Guyana's draft National Adaptation Plan.⁴⁷

In Saint Lucia, all CC and DRR policies and plans include a gender perspective but reach different conclusions as to its importance. The draft National Adaptation Plan (NAP) 2018-2028⁴⁸ and Country Document for Disaster Risk Reduction 2014⁴⁹ both state that gender does not appear to be a driver of vulnerability in Saint Lucia, although the NAP acknowledges "more research may be needed".⁵⁰ It concludes that activities focused on women and men will be developed but based on other vulnerabilities. However, the Comprehensive Disaster Management Strategy and Programme Framework 2009 includes gender as a cross-cutting theme and embraces the need for gender-sensitive methodologies.⁵¹ This disparity in Saint Lucia's CC and DRR policies and plans both demonstrates a need for the collection and production gender-disaggregated disaster, environmental and climate data to inform evidence-based decision-making, as well as renewed efforts to convince policy-makers of the relevance of gender mainstreaming in disaster and climate planning.

Several countries recognise the gender-based gaps within their policies and institutional structures. A 2014 Country Document for Disaster Risk Reduction in Barbados noted that there "is a perception among national authorities that there are no gender-specific issues relevant to DRR in the country, and therefore no attempt has been made to address them. Contingency plans, response measures, post-disaster needs assessments and other procedures do not account for any gender sensitivities".⁵² However, a change of approach is evident in climate change and disaster management policy-making in Barbados, with gender playing a central role in the draft National Climate Change Policy Framework⁵³ and the country in the process of developing a Gender Action Plan for the Environment.⁵⁴

Good progress is being made in several Caribbean countries to formulate CC and DRR plans and policies integrating a gender perspective. However, there is still a tendency in the subregion to use a gender-sensitive approach in such policies and plans, which acknowledges gender impacts but does not

⁴⁴ Government of Guyana (2015), "Climate Resilience Strategy and Action Plan for Guyana", Ministry of the Presidency.

⁴⁵ Civil Defence Commission, Guyana (2013), "National Integrated Disaster Risk Management Plan and Implementation Strategy for Guyana: Integrated Disaster Risk Management Implementation Strategy".

⁴⁶ Government of the Republic of Guyana (1995), "Guyana National Report: The Twenty-Fifth Anniversary of the Fourth World Conference on Women and Adoption of the Beijing Declaration and Platform for Action (1995)".

⁴⁷ UNDP, "Japan-Caribbean Climate Change Partnership"
https://www.bb.undp.org/content/barbados/en/home/operations/projects/crisis_prevention_and_recovery/japan-caribbean-climate-change-partnership.html

⁴⁸ Government of Saint Lucia (2018), "Saint Lucia's National Adaptation Plan (NAP) 2018-2028".

⁴⁹ National Emergency Management Organisation (NEMO) (2014), "Saint Lucia: Country Document for Disaster Risk Reduction.

⁵⁰ Government of Saint Lucia (2018), "Saint Lucia's National Adaptation Plan (NAP) 2018-2028".

⁵¹ Government of Saint Lucia (2009), "Comprehensive Disaster Management Strategy and Programme Framework".

⁵² Department of Emergency Management (DEM) (2014), "Country Document for Disaster Risk Reduction: Barbados, 2014", p. 83.

⁵³ Government of Barbados (2019), "Barbados Beijing +25 Report: Progress made on the Implementation of the Beijing Declaration and Platform for Action 2014-2019".

⁵⁴ Ibid.

identify strategies or actions to address them. Improving women and girls' climate and disaster resilience requires moving beyond merely mentioning women and girls in documents to meaningfully integrating a gender perspective and identifying concrete, evidence-based strategies tailored for the specific needs of women and girls. Gender-responsive CC and DRR policies empower women and girls to act as agents of change and contribute to evidence-based solutions for the challenges of climate change and extreme weather events, as opposed to solely identifying their vulnerabilities.

Creating gender-responsive policies and plans requires access to quality, reliable gender-disaggregated data and women's participation in decision-making and policy formulation, demonstrating the importance of applying all three approaches set out in Table 4 to ensure climate change adaptation and disaster risk reduction that overcomes historical gender biases. Appointing gender focal points within ministries and agencies with climate, environment and disaster portfolios can play an important role in progressing governments' commitment to gender mainstreaming in CC and DRR policies and plans, including overseeing the collection of gender-disaggregated data and the monitoring and evaluation of the impact of policies.

A further challenge experienced by Caribbean countries in integrating a gender perspective in CC and DRR frameworks is slow or delayed implementation of identified activities due to the need for sustained technical assistance and to increase institutional capacity of gender mainstreaming machinery. The impact of extreme weather events can also be an obstacle as major damage to infrastructure brings countries to a standstill, slows economic growth and can threaten fragile gender mainstreaming gains. This highlights the necessity for gender-responsive expeditious recovery with the effective participation of women and girls from diverse backgrounds. The mainstreaming of gender in CC and DRR policies and programmes is a long-term strategy in the subregion as women's participation in decision-making increases and the economic and other benefits of inclusive policy-making become better understood.

III. Case studies

A. Dominica

Over the years, the impacts of climate change and natural disasters have presented major challenges for the women of Dominica. The country has experienced several extreme events which have had adverse impacts on its economy and on the autonomy of women and girls. Tropical Storm Ericka in 2015 caused damage and loss equivalent to 90% of GDP, and Hurricane Maria in 2017 caused damage and loss equivalent to 226% GDP.⁵⁵ More than 90% of homes, businesses and public infrastructure was damaged as a result of Hurricane Maria.⁵⁶ Due to social and economic status, Dominican women are more adversely affected by natural disasters, particularly with respect to loss of housing, transportation, and employment.⁵⁷ The Prime Minister declared in 2017 that Dominica would become the first climate resilient nation, and as a result, the Bureau of Women's Affairs implemented a number of gender-sensitive response measures.

Consequently, Dominica has taken a holistic approach in addressing the impact of climate change and DRR on the autonomy of women and has gone beyond merely identifying gaps to putting in place policies and practical activities to address these gaps. This is done by identifying both the interlinkages across various policies and the implementation projects and mechanisms to mainstream a gender

⁵⁵ Government of Dominica (2017), Post-Disaster Needs Assessment: Hurricane Maria.

⁵⁶ Ibid.

⁵⁷ UNDP (2009), "Enhancing Gender Visibility in Disaster Risk Management and Climate Change in the Caribbean, Country Assessment Report for The Commonwealth of Dominica".

sensitive approach to climate change and DRR. Through its policies it has incorporated approaches 1, 2 and 3.⁵⁸

Dominica has a history of synergizing policies. Dominica's national development plan, the National Resilience Development Strategy 2030 (NRDS), introduced in 2018, is predicated on the country's national goal to be the first climate resilient country in the world. It builds on previous national strategies such as Dominica's National Climate Change Adaptation Policy and the Low Carbon Climate Resilience Development Strategy.⁵⁹ Achieving the Sustainable Development Goals by 2030 is also a high priority of the development strategy, especially in the areas of poverty reduction and climate change. The National Disaster Plan 2001 highlighted women as a vulnerable group to natural and man-made disasters, and institutionally, the Ministry of Community Development and Women's Affairs sits on both the National Emergency Executive Committee and the Advisory Committee, reflecting approach 2 of specifically including women in the planning, development, implementation and management of CC or DRR policies and programmes in order to address their autonomy in decision-making process.⁶⁰

The social impacts of climate change and natural disasters are more pronounced on women because, along with children, the elderly, persons with disabilities, and indigenous and rural communities, they, form a disproportionately higher percentage of the group of people most vulnerable to disasters. The Government of Dominica, with the help of several NGOs and community-based organisations (CBOs), provides personal care, and offers security. However, assistance provided to these especially vulnerable groups may be limited in case of natural disasters.⁶¹

Women are also more economically vulnerable to the effects of natural disasters due to their traditionally higher rate of unemployment. Generally, women and girls have higher poverty rates and financial constraints dictate that women and girls are often unable to recover and successfully rebuild their lives after major disasters. As a result, a gender analysis of policies and programmes and the adoption of a gender-based approach to disaster risk management and planning is needed.

Further challenges persist with women's autonomy in relation to Climate Change and DRR. According to the ILO's "Gender at Work in the Caribbean: Dominica Study", the increased gender gaps in the labour market can occur because despite having equal education and years of professional experience, women still earn less than men.⁶² The persistent lower wage has other implications for women. They face unequal access to land and other resources and productive assets. If they are the head of the household the whole family in turn is at the risk of a lower standard of living. There is also a lack of flexibility by financial institutions, in facilitating women in attaining loans, which collaborates to create a vicious cycle of disempowerment in which women are not able to escape the poverty trap. Politically, women continue to be excluded in decision making. Women's inclusion in decision making is integral for better contributions to policy. This lends to the opportunity for policy planning to be heavily influenced by these impacts on women in vulnerable states.

Dominica disaster risk reduction profile⁶³ emphasizes the importance of implementing a gender-responsive approach. This need has also been highlighted by the Office of the United Nations High Commissioner for Human Rights (OHCHR), indicating that gender-responsive climate actions can be applied as outlined in the Human Rights Council Resolution 38/4 (A/HRC/RES/38/4) which requested

⁵⁸ See previous section

⁵⁹ Climate Investment Funds (CIF), "Low-carbon Climate-Resilient Development Strategy 2012-2020".

⁶⁰ The National Emergency Planning Organisation, the Commonwealth of Dominica (2001), "National Disaster Plan 2001".

⁶¹ Office for Disaster Management (ODM), Dominica, "Disaster Risk Reduction Country Profile Dominica 2014".

⁶² International Labour Organization (ILO) (2018), "Gender at Work in the Caribbean Dominica Study".

⁶³ Office for Disaster Management (ODM) (2014), Dominica, "Disaster Risk Reduction Country Profile Dominica 2014"

the OHCHR “to conduct, from within existing resources, an analytical study on the integration of a gender-responsive approach into climate action at the local, national, regional and international levels for the full and effective enjoyment of the rights of women”.⁶⁴

Although the National Policy and Action Plan for Equity and Equality 2006 did not directly link gender and climate change, it includes a section dedicated to the vulnerability of certain groups to natural disasters.⁶⁵ It cites the need to include gender advocates in planning for disasters, and for national disaster plans to be cognizant of the specific needs of children, older persons, and persons with disabilities and incorporate these approaches in disaster responses (approaches 1 and 2). This gender-sensitive approach was further informed by data and studies (approach 3). In 2009, Dominica participated in a study on Enhancing Gender Visibility in DRM and CC.⁶⁶ This provided a national picture of gender sensitivities to CC and DRR, and key measures required to achieve gender equality in CC and DRM. This approach yielded a solid foundation for further policy formation, reflecting approach 1 in terms of the development of gender-sensitive and -responsive policies, plans and programmes. The country is one of nine participating countries in the Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) project, Department For International Development (dfid) – Canada, which will be implemented from 2019 to 2022. This project is assisting countries to integrate gender analysis into CC, DRR and environmental management interventions by leveraging sector-level entry points (e.g. National Adaptation Plans (NAPs) and Nationally Appropriate Mitigation Actions (NAMAs)).

Dominica’s Intended Nationally Determined Contribution (INDC) 2015 further reflects approach 1 by the conduct of National Adaptive Capacity Assessment studies. It cites the Low-Carbon Climate-Resilient Development Strategy (LCCRDS) 2010-2020 as the key policy and reflects that it was informed by an extensive consultative process, various assessments and studies in order to provide a technical foundation for the Strategy, reflecting approach 3. LCCRDS, as a key platform which integrates climate change, DRR and gender equality, contains recommendations for actions to address the vulnerabilities of women to climate change, including pre- and post-disasters. These actions include the design of emergency shelters, inclusion of women and girls in vulnerability assessments and risk management, and the provision of social safety nets including micro-finance and micro-insurance to women, reflecting approaches 1 and 2. The strategy will be coordinated through the Council for Environment, Climate Change and Development. It includes a Technical Working Group to ensure participation by non-state actors including women, reflecting Approach 2, and is designed as an evolving, flexible framework, to ensure regular updating. It includes a specific annex targeted at indigenous groups and women within indigenous groups, and their specific risks and vulnerabilities to Climate Change, reflecting Approach 1.

The Dominica Emergency Agriculture Livelihoods and Climate Resilience Project (DEALCRP) of 2018 was designed post-Hurricane Maria, to ensure that vulnerable groups including women were not further burdened or disadvantaged by development projects. It acknowledges that a failure to mainstream gender and other vulnerable groups and inadequate consultation may lead to low participation in projects and may even adversely affect projects. The DEALCORP provides indicators and screening tools to avoid this, reflecting Approaches 1 and 2. A UNDP project on Strengthening Disaster Management Capacity of Women funded by Japan is also underway and includes the aim of

⁶⁴ OHCHR, “Gender-responsive climate action”.

<https://www.ohchr.org/EN/Issues/HRAndClimateChange/Pages/GenderResponsiveClimateAction.aspx>

⁶⁵ UNDP, “From Commitment to Action”, The Commonwealth of Dominica

<http://americalatinagenera.org/newsite/includes/fichas/fichas/english/DOMINICA.pdf>

⁶⁶ UNDP (2009), “Enhancing Gender Visibility in Disaster Risk Management and Climate Change in the Caribbean”,

https://www.latinamerica.undp.org/content/rblac/en/home/library/crisis_prevention_and_recovery/umentando-la-visibility-de-genero-en-la-gestion-del-riesgo-de-.html

gender-responsive capacity building in hazard-prone communities to apply climate and early warning information to reduce vulnerability of loss of agricultural livelihoods.⁶⁷

The UNHCR Dominica Report (2019) reflects on the devastating impacts of Tropical Storm Erika and Hurricane Maria, and the challenges of the country to recover and rebuild.⁶⁸ Despite these challenges, the report documents projects, which implement a gender aware approach to DRR. 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. The Bureau recognizes the heightened risks of gender-based violence post-event due to poor lighting, lack of privacy in shelters and the stress placed on social structures. It aims to develop improved Standard Operating Procedures to prevent and respond to gender-based violence after emergencies and distributed dignity kits, reflecting Approach 1. The report also notes the Gender Policy is being updated to reflect adverse climatic conditions being experienced in the country.

B. Grenada

Grenada is one of the few Caribbean countries with a gender impact assessment for a particular hurricane that illustrates the gendered effects of disasters on physical and economic autonomy. The Gender Impact Assessment of Hurricane Ivan 2005 highlighted the unique vulnerabilities of women due to societal gender inequities. Hurricane Ivan resulted in damages of over 201% of the GDP for the country in 2004. At the time of the hurricane, approximately half of all households were headed by women and of these women-headed households, 52% were classified as poor. The difficult situation of poor female-headed households in the aftermath of hurricane Ivan was evident in the larger numbers of females in shelters than males and the larger number of children than adults.⁶⁹

After the passage of Hurricane Ivan, both men and women faced severe livelihood losses. Those in agriculture, tourism, and domestic work were particularly affected by devastation of the nutmeg industry, severe damages to tourism infrastructure and destruction of 89% of homes.⁷⁰ However, segmentation of the labour market by gender along with gender-differentiated skill sets resulted in marginalization of women in returning to the labour market. While the construction sector experienced high growth following the hurricane, this sector continued to be dominated by men. Men who were previously employed in agriculture or tourism were able to use their skills in the construction sector. However, women were not socially accepted as being contributors to the construction sector and so remained unemployed for longer periods of time. Women who were previously employed as housekeepers, laundrywomen, vendors or harvesters had very few employment opportunities after the storm. Although reactive programmes aimed at facilitating the involvement of women in the construction sector were implemented after the storm, women faced the additional burden of having to find support to take over responsibilities of caring for their children and elderly family members.

In terms of physical well-being before and after the storm, there were clear gender differences. Women were largely responsible for gathering children and personal belongings in order to relocate to shelters after their homes became unsafe. At shelters, there was little consideration of privacy needed by women for hygienic and domestic activities. Female heads of household were highly reliant on

⁶⁷ UNDP (2018), "Training of Trainers Launched to Strengthen Disaster Management Capacity in Agriculture, Strengthen the Disaster Management Capacity of Women in the Cooperative Republic of Guyana and Commonwealth of Dominica".

⁶⁸ United Nations High Commissioner for Refugees (UNHCR) (2019), "UNHCR Submission on Dominica: 33rd UPR Session".

⁶⁹ The Secretariat of the Organisation of Eastern Caribbean States (2004), "Grenada: Macro-Socio-Economic Assessment of the damage caused by Hurricane Ivan", Organization of Caribbean States; ECLAC (2005), "Grenada: A Gender Impact Assessment of Hurricane Ivan-Making the Invisible Visible", 2005 LC/CAR/L.48.

⁷⁰ Ibid.

government aid and humanitarian organizations to assist with home repair and rebuilding. However, rebuilding assistance was based on legal ownership of land and property which resulted in impediments to women receiving assistance. Many of the women reliant on assistance did not have legal documentation needed to show proof of property ownership although they had been occupying properties for years. While these land ownership issues were problematic before the hurricane, they exacerbated the difficulties that women-headed households faced in recovering after the storm.⁷¹

Effects of Hurricane Ivan on the economic autonomy of women was highlighted by the prolonged time it took for them to return to the labour force in comparison to males and the additional burdens of reproductive work that prevented their transition to new sectors. Effects of the hurricane on the physical autonomy of women were illustrated by challenges that women-headed households faced in accessing rebuilding support due to their tenuous claims to land ownership. This in-depth assessment of the differential impacts of Hurricane Ivan on men and women resulted in the recommendation that gender sensitivity be embedded in DRR measures and that a national policy on gender in the context of development efforts be urgently developed and adopted.

Grenada responded to this recommendation with the development of the Gender Equality Policy and Action Plan (GEPAP) 2014-2024.⁷² The policy incorporates the core principles underlying the human rights framework which are universality and indivisibility, equality and non-discrimination, participation and inclusion, and accountability and the rule of law, and includes a specific and detailed section with activities, indicators, expected outcomes and responsible agencies in order to mainstream gender in CC, DRR and natural resource management. Policy commitments include ensuring equitable participation of men and women in developing strategies and mechanisms for climate change adaptation (approach 2), ensuring approaches to DRR consider differential impacts by gender and the need for differential approaches for recovery and resilience building (approach 1) and undertaking gender analysis and gender impact assessments (approach 3). The call for greater numbers of transformational women leaders in politics and governance stems from the understanding that women's equal participation is not only a fundamental human right but also contributes to sustainable development. Grenada's Comprehensive National Review on Implementation of the Beijing Declaration and Platform for Action 2019,⁷³ lists the most important achievements, challenges and setbacks in progress towards gender equality and the empowerment of women over the past 5 years. It is reported that over the last years, there has been a steady increase in the number of women in leadership and administrative positions (47% of the parliamentary representatives in Grenada are women); various laws were enacted to address violence against women and girls; policies and protocols were put in place and are being implemented, though with some challenges. The main ones are: National Domestic Violence and Sexual Abuse Protocol (2011); Strategic Action Plan to Reduce Gender Based Violence (GBV); Health Care Sector Standard Operating Procedures for GBV (2014); GBV Unit Sexual Assault Response Guide. Some of the main challenges listed in the report are inadequate/limited human resource for gender equality and women's empowerment; inadequate/sporadic funding; persisting patriarchy and poverty.

The policy also details challenges that the country may face in implementation. The Division of Gender and Family Affairs in the Ministry for Social Development and Housing was identified as the responsible entity for coordinating implementation of the policy in collaboration with ministries across the public sector. To support implementation, the policy also recommended that Gender Focal Points and a National Gender Equality Commission (NGEC) be established. However, the policy notes that the Division of Gender and Family Affairs did not have the human resource capacities needed to bring the

⁷¹ Ibid.

⁷² Division of Gender and Family Affairs, Ministry of Social Development, Grenada (2014), "Gender Equality Policy and Action Plan (GEPAP) 2014-2024".

⁷³ Division of Gender and Family Affairs, Ministry of Social Development, Housing and Community Empowerment, Grenada (2019), "Grenada Comprehensive National Review on Implementation of the Beijing Declaration and Platform for Action 2019".

gender perspective into the many areas of national development where it is needed, including in DRR and CC. Thus, specific training for Gender Focal Points on gender-sensitization was recommended to be developed and implemented. Another challenge identified was that, although sex-disaggregated data collection and gender-sensitive research and analysis is necessary, there was limited in-country capacity to fulfil these activities. Capacity-building for key institutions responsible for data collection and analysis was recommended as a way to address this challenge.⁷⁴

While the Gender Equality Policy and Action Plan provides a detailed course of action for mainstreaming gender into DRR and CC policies and programmes, there is limited uptake of these recommendations evident in existing CC documents that were developed subsequent to the gender policy. The National Climate Change Policy for Grenada, Carriacou and Petite Martinique (2017-2021)⁷⁵ only addresses approach 3 through stating that specific attention be given to gender groups to participate in the National Climate Change Committee. However, the policy does not specifically state that the Ministry for Social Development and Housing or the Division of Gender and Family Affairs be part of the National Climate Change Committee. The Intended Nationally Determined Contribution 2015 contains no references to either gender or women.

The limited linkages between policies may be due to the identified need for technical assistance to implement the National Gender Equality Policy and Action Plan, to provide training for policy makers on gender mainstreaming, to establish a gender monitoring system and to continue legislative reform. These technical needs were identified by Grenada in its 2015 National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21⁷⁶: (1) implementation of the National Gender Equality Policy and Action Plan, which includes (a) formation of the National Gender Equality Commission, (b) training for Policy makers (including Cabinet), technical officers and senior managers in gender equality budgeting and gender mainstreaming, (c) establishing a gender monitoring system, (d) continued legislative reform; (2) development of programmes for diversion and prevention of offending behaviour in juveniles, and for after-care and reintegration; (3) formation of a Human Rights Commission to oversee implementation of human rights provisions, enforces them, and receives and acts on complaints/violations; (4) development of a system that allows Ministries and Government entities to act together.

Both Grenada and Dominica are receiving assistance through EnGenDER in integrating a gender-sensitive analysis into CC, DRR and environmental management, which is anticipated to activate a gender-responsive revision of the country's climate change and DRR plans and policies.

The case of Grenada highlights the benefits of conducting gender impact assessments to clearly identify nationally specific gender issues related to CC and DRR and consequently pinpointing specific measures to address these issues. Grenada also provides an example of good progress being made on identification of how gender should be mainstreamed in CC and DRR policies and programmes, but of limited implementation of identified activities due to the need for technical assistance. Grenada highlights that mainstreaming gender in CC and DRR policies and programmes is likely to take some time as awareness of gender policies increases, ministries and departments become sensitized to gender and then ultimately include gender in a holistic manner across policies and programmes.

⁷⁴ Government of Grenada (2019), "Grenada Comprehensive National Review on Implementation of the Beijing Declaration and Platform for Action", Ministry of Social Development, Housing and Community Empowerment.

⁷⁵ Government of Grenada (2017), "National Climate Change Policy for Grenada, Carriacou and Petite Martinique (2017-2021)".

⁷⁶ United Nations General Assembly, Human Rights Council (2015), "Grenada National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21".

IV. Conclusions and Recommendations

Climate change affects women, men, boys and girls differently. The Office of the United Nations High Commissioner for Human Rights (OHCHR)⁷⁷ concluded that diverse factors such as social status, gender and poverty levels contribute to gendered impacts of climate change. Ultimately, climate change and extreme weather events have adverse social, economic and physical effects on the hazard-prone Caribbean sub-region. Not only are Caribbean countries expected to lose capital stock each year in disasters but natural disasters hamper the implementation of development agendas such as the SAMOA Pathway, the Paris Agreement, the Sendai Framework for Disaster Risk Reduction, and the achievement of the Sustainable Development Goals (SDGs). Additionally, climate change worsens existing social vulnerabilities, compounding gender inequality.

Entrenched and systemic discrimination can lead to gender-differentiated impacts of climate change with respect to health, food security, livelihoods and human mobility, among others. Intersectional forms of discrimination can further increase the vulnerability of some women and girls to climate change, for example where indigenous, LBGTI or older women face multiple forms of exclusion, while the lack of participation of women in climate action inhibits its effectiveness and further exacerbates historical gender biases and climate harms. The meaningful, informed and effective participation of women with diverse backgrounds in relevant decision-making processes lies at the heart

⁷⁷ OHCHR (2019), Analytical study on gender-responsive climate action for the full and effective enjoyment of the rights of women: Report of the Office of the United Nations High Commissioner for Human Rights (A/HRC/41/26). These factors include limited access to resources based on discrimination, inequitable access to financial assets and services, education impoverishment, limited access to clean water and land, lack of involvement in decision-making processes and less autonomy, lessened food security thereby affecting nutritional needs, lessened quality and quantity of water, poorer air quality caused by emissions from fossil fuel combustion, influx of vector-borne diseases, Rise in stress-related disorders and depression, reduced access to sexual and reproductive health services, increased maternal mortality and morbidity levels, increase in unemployment levels

of a rights-based, gender-responsive approach to climate action. This inclusive approach is not only a legal, ethical and moral obligation; it will also make climate action more effective.

International and regional frameworks use a variety of strategies and encourage several measures to mainstream gender in climate change or disaster risk reduction policies or programmes. These measures may be broadly grouped into three key strategic areas:

1. The effective participation of women in the planning, implementation and review of climate change and disaster risk reduction policies, plans, strategies and programmes.
2. The development of gender-sensitive and gender-responsive policies, plans and programmes.
3. The collection, analysis, and dissemination of gender-disaggregated data.

The international and regional frameworks demonstrate that measures have been agreed upon and adopted by Caribbean member States aimed at strengthening the physical, economic and political autonomy of women in the climate change or disaster risk reduction related context. Efforts have also been made to integrate a gender perspective in climate change or DRR at policy level in the subregion. All the countries analysed in the study either have a gender policy or plan or are in the process of developing over half of these policies and plans refer to some aspect of gender mainstreaming in climate change or DRR. Furthermore, most countries have both climate change and DRR policies and plans in place, many of which include a gender perspective. However, efforts are required to move beyond merely identifying women's vulnerabilities to integrating gender-responsive actions and strategies throughout these documents.

The development of gender equality plans represents a positive step forward in achieving the objectives set out at national level to promote the equality and autonomy of women. Gender mainstreaming has paved the way for a second generation of public policy planning reflecting societal changes and new economic and environmental challenges presented to Caribbean countries. While countries may have pursued similar processes with respect to women's rights and gender equality, the efforts in regard to gender mainstreaming in climate change and DRR policies and plans have varied across the subregion. Furthermore, from all existing climate change policies and plans, only one country⁷⁸ requires collection of sex-disaggregated data to inform mitigation and adaptation strategies.

The meaningful incorporation of a gender perspective into climate change and DRR is a crucial element in attaining gender equality. The work of the various sectors needs to be aligned with the objectives and goals defined in the corresponding gender equality plan; this takes a joint effort that requires policy-makers to work across portfolio confines but is essential if shared responsibilities are to be fulfilled.

A. Learning from subregional approaches in mitigating gendered impacts of climate change and the inclusion of a gender perspective in climate change and DRR related policies

The study highlighted good practices in, as well as challenges to, the inclusion of a gender perspective in climate change and disaster-risk reduction national policies and programmes in two selected countries: Dominica and Grenada. In-depth assessment of the implementation of current frameworks was performed to identify the main social, economic, environmental and political impacts of climate

⁷⁸ Saint Lucia's National Adaptation Plan 2018-2028. Guyana's new National Climate Change Policy, Strategy and Action Plan is also expected to promote gender-disaggregated data. See Office of Climate Change, Guyana (2017), "Technical Assistance – Capacity strengthening for the office of climate change through preparation of national climate change policy and strategic plan", Strengthening of the National Institutional Mechanism for Climate Change Adaptation, Caribbean Development Bank (CDB).

change and extreme weather events, including disasters, on the economic, political and physical autonomy of women in Dominica and Grenada, which can be concluded as represented in Table 7.

Table 7
Dominica and Grenada: equality and resilience policies and plans, 2016

	Dominica	Grenada
Gender and Resilience frameworks	<ul style="list-style-type: none"> National Policy and Action Plan for Gender Equity and Equality (2006; revised in 2014): includes vulnerability to disasters. Draft National Gender Policy (2018-2028). National Climate Change Adaptation Policy (2002). National Hurricane Management Plan. Disaster Preparedness Plan for the Agriculture Sector (2006). National Disaster Plan (2006). Low-Carbon Climate-Resilient Development Strategy (2010-2020). 	<ul style="list-style-type: none"> Gender Equality Policy and Action Plan (2014-2020). Gender Equality Policy in National Climate Change Policy (2017-2021). National Disaster Plan (2005).
Specific surveys / analysis conducted at country level	<ul style="list-style-type: none"> UNDP Country assessment on Enhancing Gender Visibility in Disaster Risk Management and Climate Change (2009). 	<ul style="list-style-type: none"> Grenada: A Gender Impact Assessment of Hurricane Ivan - Making the Invisible Visible (2005).
Other mechanisms for mainstreaming gender in Climate change and DRR	<ul style="list-style-type: none"> Concrete recommendations to address the vulnerabilities of women are provided in the Country Assessment, including pre- and post-disasters; provision of social safety nets including microfinance and micro-insurance to women in rebuilding their homes, businesses and lives after an extreme event. <p>Other country initiatives include:</p> <ul style="list-style-type: none"> Strengthening institutional capacity to better respond to disaster emergencies. Strengthen fiscal resilience to natural hazard shocks. It is member of the multi-country risk-pooling Caribbean Catastrophe Risk Insurance Facility (CCRIF) SPC, and received a payout of \$19 million following the passage of Hurricane Maria. Building back better after Hurricane Maria (2017), with the aim of building the first climate resilient nation. Strengthening fiscal resilience to natural hazard events. Increasing the resilience of infrastructure. Strengthening institutional capacity to better respond to disaster emergencies. Emergency recovery and DRM program (2000-2006). <p>Both countries benefit from the Project "Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) (2019-2022) which is supporting 9 Caribbean countries, including Grenada and Dominica, to integrate gender analysis into CC, DRR and environmental management interventions by leveraging sector-level entry points (e.g. NAPs and NAMAs). The project aims to ensure that CC and DRR actions are better informed by an analysis of gender inequalities, and decisions are taken to ensure that inequalities are alleviated rather than exacerbated and that minimum standards are being met.</p>	<ul style="list-style-type: none"> Grenada appointed its Gender and Climate Change Focal Point in 2019. Delegations to international activities on Climate Change include at least one woman. <p>Other country initiatives include:</p> <ul style="list-style-type: none"> National Disaster Management Agency (NaDMA, establ. 1985) to coordinate disaster-related activities on all three islands of Grenada. Under the supervision of the Office of the Prime Minister, the department's mission is to reduce the loss of life and infrastructure by ensuring adequate preparedness, response, and mitigation measures are in place to deal with the impact of natural hazards. Establishing a program for emergency and disaster response to ensure effective resource applications in the event of an emergency. Improving institutional capacity to plan and respond to natural hazards.

Despite numerous efforts and innovation in improving policy frameworks and mechanisms for Climate Change and DRR, the case studies of Dominica and Grenada highlight the enduring disconnects among Caribbean countries' gender, climate change, and disaster risk reduction policies. As such, there is a need to renew gender mainstreaming efforts across ministries, departments and agencies responsible for climate change adaptation and disaster management. The assessments have shown that there are at present aims to promote gender equality in policies and programmes related to disaster management, climate change, natural resource development, and toward building a 'green economy'.

Dominica has taken a holistic approach in addressing the impact of Climate Change and DRR on the autonomy of women and has gone beyond merely identifying gaps to putting in place policies and practical activities to address these gaps. This is done by both identifying interlinkages across various policies and identifying implementation projects and mechanisms to mainstream a gender responsive approach to Climate Change and DRR.

The case of Grenada highlights the benefits of conducting gender impact assessments to clearly identify nationally specific gender issues related to CC and DRR and consequently pinpointing specific measures to address these issues. Grenada also provides an example of good progress being made on identification of how gender should be mainstreamed in CC and DRR policies and programmes, but of limited implementation of identified activities. Lastly, Grenada's case highlights that mainstreaming gender in CC and DRR policies and programmes is likely to take some time as awareness of gender policies increases, ministries and departments become sensitized to gender, and then ultimately include gender in a holistic manner across policies and programmes. There was also need to prompt a gender-responsive revision of Grenada's climate change and DRR policies and plans, in line with the recommendations in the Gender Equality Policy and Plan.

B. Key recommendations for gender mainstreaming in resilience building approaches

The adverse effects of climate change and extreme weather events on the effective enjoyment of the rights of women and girls requires urgent, gender-responsive action that will respect, protect and fulfil the rights of women and ensure their inclusion as agents of change. While there is a general agreement that women and girls face considerable vulnerabilities in terms of access to economic participation, Caribbean countries present a vast spectrum of needs and vulnerabilities of women, men, girls and boys, which require special attention. In this regard, it is recommended to incorporate the following policy considerations into resilience building approaches:

1. Be guided by *the multiple and compounding forms of discrimination experienced by women* to incorporate a broad range of human rights and gender considerations in mitigating climate change and building climate resilience.
2. Create the conditions to ensure the *full, equal and meaningful participation of women with diverse backgrounds* in disaster risk reduction and climate change mitigation and adaptation at all levels.
3. Take *more ambitious climate change mitigation and adaptation action to limit the impacts of climate change on all persons*. This may include, as guided by OHCHR's recent recommendations,⁷⁹ and the Regional Agenda for Inclusive Social Development⁸⁰, the assurance of overarching women's rights (to land, natural and financial resources, services, and income), as well as decisive measures related to climate-induced displacement and migration, and to address and prevent sexual and gender-based violence in the context of climate change, including through women's meaningful and effective participation in the design and implementation of humanitarian, migration and disaster risk reduction plans and

⁷⁹ OHCHR (2019), Analytical study on gender-responsive climate action for the full and effective enjoyment of the rights of women: Report of the Office of the United Nations High Commissioner for Human Rights (A/HRC/41/26).

⁸⁰ Approved at the Third Meeting of the Regional Conference on Social Development in Latin America and the Caribbean, convened by ECLAC, the government of Mexico and the UNDP, in October 2019.

policies, a gendered focus on health and well-being, including sexual and reproductive health and rights, and social protection systems.

4. Take measures within *relevant bodies and processes under the United Nations Framework Convention on Climate Change to ensure gender-responsive mitigation and adaptation*; integrate human rights and gender equality into nationally determined contributions; implement, strengthen and renew the Gender Action Plan under the Lima Work Programme; ensure gender balance in the composition of bodies under the United Nations Framework Convention on Climate Change and its constituent agreements; enforce gender balance and diversity in the composition of national delegations to processes under the United Nations Framework Convention on Climate Change; support capacity-building for women from diverse backgrounds to maximize their voice, confidence and negotiation skills.
5. Increase the effectiveness of climate action by funding and developing an improved *understanding of the differentiated human rights impacts of climate change on women*, including through: disaggregated data collection that pays particular attention to gender and its intersections with characteristics such as age, disability and ethnicity; development of gender-specific indicators; mapping the effects of climate change upon women, men, girls and boys; poor, rural and remote communities and LGBTI people, identifying priority areas of action to support each gender, enhance access to benefits and address the needs of specific groups such as indigenous communities, at-risk youth, or persons with disability. Improve the *collection, analysis and dissemination of gender-disaggregated data*, utilizing community-driven collaborative data collection methods as part of Community-based Vulnerability and Capacity Assessments. Conduct *gender assessment needs pre and post-disaster*, with particular focus on economic sectors such as tourism, fisheries, and agriculture.
6. *Adopt or review current policies, plans and strategies to ensure meaningful linkages between gender and climate change and DRR policies and plans and alignment of strategies and approaches included in these documents.*
7. Appoint *gender focal points in climate and disaster ministries and agencies* that have specific gender training and are tasked with gender mainstreaming.
8. Conduct *capacity building* for Gender Machineries on climate change and disaster risk management. Promote training courses to respond to the needs of the community pre and post disaster and create *awareness raising* campaigns in order to sensitize the communities.

In recent years, there has been a positive trend in the adoption of policies that promote gender mainstreaming across Caribbean countries, moving from the traditional rights-based approaches, which remain at the heart and form the basis of sustainable development, towards gender-responsive disaster and climate action, ensuring women's full, equal and meaningful participation and their empowerment as agents of change. Improving women's autonomy is critical to reducing vulnerability and ensuring their full, equal and effective participation in policies and programmes that respond to extreme weather events and the impacts of climate change

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