

# Gender Action Plan to Support Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030



GENDER ACTION PLAN

**SENDAI FRAMEWORK**

FOR DISASTER RISK REDUCTION 2015–2030



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# The Sendai GAP at a glance



Goal

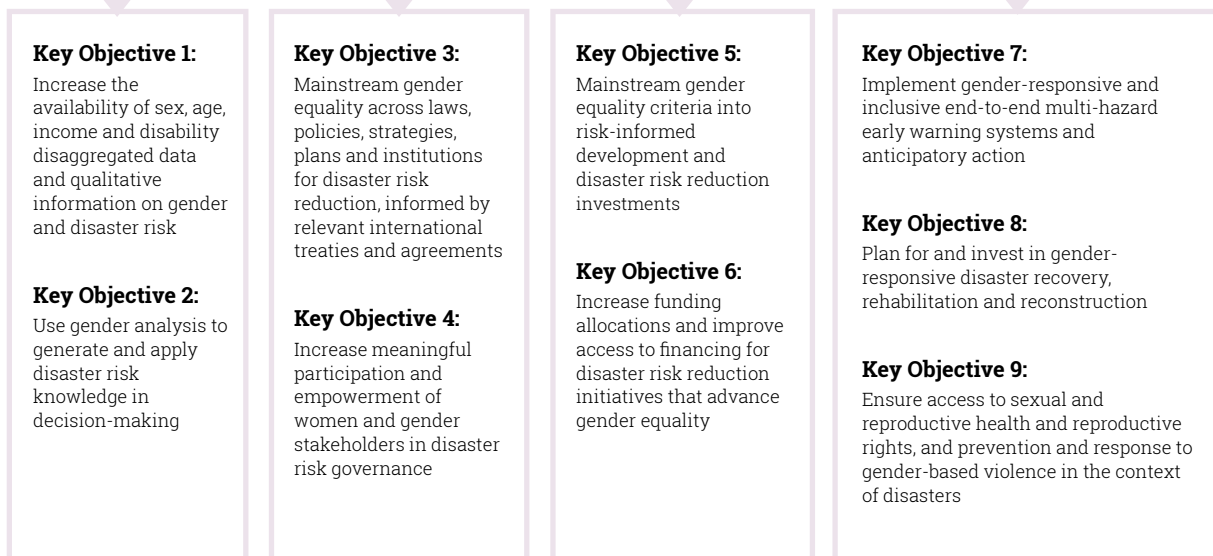
Accelerate achievement of the Sendai Framework for Disaster Risk Reduction 2015–2030 goal, outcome, guiding principles, priorities and targets by substantially increasing resource allocations, activities and impacts of gender-responsive disaster risk reduction and substantially decreasing gender-related disaster risk by 2030

## Sendai GAP key objectives aligned with Sendai Framework priorities

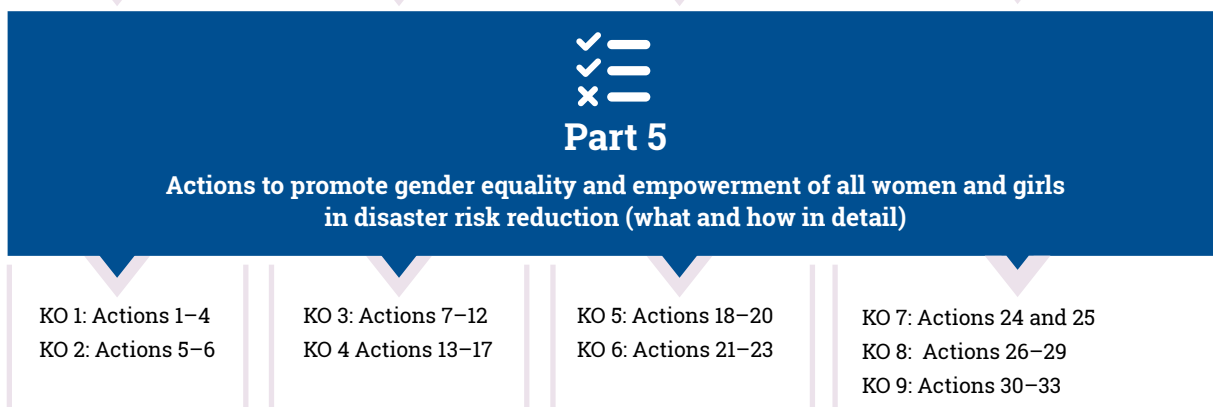
SF priorities



Key objectives



Actions



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# 1. Preamble: The rationale

The [Sendai Framework for Disaster Risk Reduction 2015–2030](#) (Sendai Framework)<sup>1</sup> seeks to reduce the impacts of disasters and enhance resilience. This *Gender Action Plan to Support Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030* (Sendai GAP) aims to substantially increase gender-responsive disaster risk reduction by 2030. The guiding principles of the Sendai Framework recognize the need for a gender perspective to be integrated into all disaster risk reduction policies and practices, and highlight the importance of women’s participation and leadership.

The Sendai Framework’s guiding principles stress that, in addition to protecting people and their property, health, livelihoods and assets, as well as cultural and environmental assets, disaster risk reduction needs to promote and protect “all human rights, including the right to development” (article 19(c)). They also emphasize that, while each State has the primary responsibility for reducing risk, requiring an all-of-government approach across sectors and at all levels, it is also necessary to have all-of-society engagement and partnership. In this regard, women’s organizations and other gender equality<sup>i</sup> and inclusion stakeholders play a pivotal role in disaster resilience, advocating for gender equality and localizing efforts. Furthermore, the guiding principles recognize that disaster risk reduction “requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters” (article 19(d)). The Sendai GAP operationalizes the guiding principles through gender-responsive disaster risk reduction.

Research indicates that gender inequality exacerbates disaster risk and impacts for women and girls.<sup>2</sup> There is an increasing amount of context-specific evidence and data on the unequal impacts of disasters on women and on girls.<sup>3</sup> There is also a growing body of academic research on gender equality and disasters, including different impacts on people of diverse genders, and social norms about masculinity that can increase risks for men and also lead to increased gender-based violence.<sup>4,5</sup> Intersectional risk factors,<sup>6</sup> such as living in poverty, having a disability, being displaced or living in a conflict zone, a remote rural area or island, or a socially marginalized community, can exacerbate gendered risks.<sup>ii</sup> Gender-responsive implementation of the Sendai Framework is needed to properly understand differing risks and needs, address the gendered dimensions of risk and support intersectional risk management.

The [Agreed Conclusions of the United Nations Commission on the Status of Women, in its sixty-sixth session in March 2022](#), highlighted gender equality considerations in disaster risk reduction and called for a gender action plan for the Sendai Framework.<sup>7</sup> This was reiterated in the *Co-Chairs’ Summary: Bali Agenda for Resilience* of the Global Platform on Disaster Risk

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<sup>i</sup> In the Sendai GAP, “gender equality” is used to refer to de facto or substantive equality. This is how it is used in international human rights contexts, especially the Convention on the Elimination of All Forms of Discrimination against Women, and also in Sustainable Development Goal 5.

<sup>ii</sup> Intersectionality is a way of describing how different forms of inequality or discrimination compound each other, creating a new type or level of disadvantage and risk. This was first used by Kimberle Crenshaw in 1989, see [reference 6](#).

Reduction in May 2022.<sup>8</sup> An analysis of national, regional and thematic reports to the midterm review of the Sendai Framework found that gender and social inclusion are acknowledged as priorities for a large portion of Member States,<sup>9</sup> and *The Report of the Midterm Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030* described a gender action plan for the Sendai Framework as essential.<sup>10</sup>

The [Political declaration of the high-level meeting on the midterm review of the Sendai Framework for Disaster Risk Reduction 2015–2030](#) in May 2023 also noted “the ongoing work of the United Nations system to develop a gender action plan for the implementation of the Sendai Framework” as one of the items for follow up and review.<sup>11</sup> In addition, a [United Nations General Assembly resolution on disaster risk reduction in December 2023](#) referred to the gender action plan.<sup>12</sup>

The Sendai Framework aims for policy coherence with other international and regional agreements and treaties on sustainable development, climate change, environment and human rights. The following are of particular relevance for the Sendai GAP:

- (a) [Transforming our World: the 2030 Agenda for Sustainable Development](#),<sup>13</sup> especially its Sustainable Development Goal 5 to “Achieve gender equality and empower all women and girls”, which builds upon the [Beijing Declaration and Platform for Action](#)<sup>14</sup> (the United Nations blueprint for gender equality agreed by 189 Member States in China in 1995);
- (b) [Convention on the Elimination of All Forms of Discrimination Against Women](#),<sup>15</sup> under which its 189 States parties have made binding obligations on substantive gender equality and non-discrimination, and which has additional guidance provided by the Committee for the Elimination of Discrimination Against Women in its [General recommendation No. 37 on gender-related dimensions of disaster risk reduction in the context of climate change](#);<sup>16</sup>
- (c) [Convention on the Rights of Persons with Disabilities](#), in particular article 6 on women and girls with disabilities and article 11 on situations of risk and humanitarian emergencies;<sup>17</sup>
- (d) United Nations Framework Convention on Climate Change (UNFCCC), Convention on Biological Diversity and United Nations Convention to Combat Desertification (collectively termed the Rio Conventions), for which Parties have developed gender action plans to support implementation of the treaties, including the UNFCCC [Enhanced Lima Work Programme on Gender and its Gender Action Plan](#),<sup>18</sup> the [Gender Plan of Action of the Convention on Biological Diversity](#)<sup>19</sup> and the [Gender Action Plan of the United Nations Convention to Combat Desertification](#).<sup>20</sup>





## 2. Goal and key objectives

The Sendai GAP is voluntary and has been created through a multi-stakeholder consultation process in order to accelerate the efforts of all local, national, regional and international actors towards achieving the goal, outcome and targets of the Sendai Framework by 2030, with specific attention to the gender responsiveness of these efforts.

While national governments and local authorities have a central role and responsibility for reducing disaster risk and responding to disasters, the Sendai Framework recognizes that governments alone cannot achieve resilience in the face of climate change, increasing hazards and the emergence of new risks. This all-of-society approach also underpins the Sendai GAP, which is intended for implementation by multiple actors at different levels. Effective implementation requires inclusive, active engagement of governments at local and national levels with diverse stakeholders, including civil society, private sector stakeholders, and academic and technical institutions, with support from regional and international partners.

Recognizing the importance of national women's machineries<sup>iii</sup> as the central coordinating units for women's affairs within national governments, their role in supporting the integration of gender equality measures across national policies and programmes will be vital in ensuring localization of the Sendai GAP and coherence to achieve international agreements on women's rights. Those in decision-making roles in disaster risk reduction are central to such collaboration. Their support is necessary to champion gender equality and women's leadership and empowerment, and to ensure resource allocations and planning processes support implementation of the Sendai GAP within disaster risk reduction institutions.

### **The goal of the Sendai GAP is to:**

**Accelerate achievement of the Sendai Framework goal, outcome, guiding principles, priorities and targets by substantially increasing resource allocations, activities and impacts of gender-responsive disaster risk reduction and substantially decreasing gender-related disaster risk by 2030.**

The Sendai GAP identifies nine key objectives related to the four priorities of the Sendai Framework. The recommended actions in Part 5 promote gender equality and empowerment of all women and girls in disaster risk reduction, to achieve the key objectives.

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<sup>iii</sup> "National women's machineries" refers to the central coordinating units for women's affairs within national governments that promote the integration of gender equality measures across national policies and programmes. For example, ministries, departments or commissions of women's affairs or gender equality, and any networks of committees or focal points they have established across government.

## 2.1 Key objectives under Sendai Framework Priority 1: Understanding disaster risk

### **Key Objective 1: Increase the availability of sex, age, income and disability disaggregated data and qualitative information on gender and disaster risk**

The challenge: There is a lack of comparable data on how disaster risk and impacts differ based on gender. Many countries face significant challenges in collecting disaggregated data at the local level and in analysing, reporting, using and communicating it at the national level. This means that planning and decision-making in disaster risk reduction are often not sufficiently based on data relevant to gender. They are therefore less effective in reducing disaster risk and can inadvertently exacerbate gender inequalities.

The aim: To support more effective, evidence-based planning and decision-making, by increasing the generation, collection, aggregation, analysis, usability, accessibility and communication of statistics relevant to gender and disasters. This includes data disaggregated by sex, age, income and disability; baseline population statistics and socioeconomic data; data on disaster loss, damage and impacts; and qualitative information on risks related to gender inequality and gender roles.

### **Key Objective 2: Use gender analysis to generate and apply disaster risk knowledge in decision-making**

The challenge: Even where data and qualitative analysis on gender equality and disasters are available, their effective use requires an understanding of underlying gender inequalities that need to be addressed through policy and implementation, in order to reduce gender-based risk and address gender differences in disaster impacts. These capacities are rarely prioritized in recruitment, training and development of government officials and other actors in disaster risk reduction.

The aim: To use information on the gender dimensions of disaster risk to inform decision-making within governments and among stakeholders, in particular to increase their practical capacities to use intersectional gender analysis to understand, act on and communicate the gender and intersectional disaster risks in each context.

## 2.2 Key objectives under Sendai Framework Priority 2: Strengthening disaster risk governance to manage disaster risk

### **Key Objective 3: Mainstream gender equality across laws, policies, strategies, plans and institutions for disaster risk reduction, informed by relevant international treaties and agreements**

The challenge: Few national legislative and policy frameworks, strategies or plans for disaster risk reduction expressly include gender equality as a policy objective. Where they do so, or where other equality laws apply to disaster risk reduction activities, there is often a gap in

allocating clear responsibility and budget for implementation, monitoring and evaluation of gender equality outcomes.

The aim: To promote government collaboration with national women's machineries and other gender equality stakeholders in ensuring there are clear gender equality goals, gender-responsive mechanisms and adequate budgets for their implementation in the laws, policies, strategies, plans and programming relevant to disaster risk reduction. These should also align with the Sendai Framework and relevant international treaties and agreements on sustainable development, human rights, the environment and climate change.

**Key Objective 4: Increase meaningful participation and empowerment of women and gender stakeholders in disaster risk governance**

The challenge: The perspectives of women and people of diverse genders are often not well integrated into formal disaster risk reduction mechanisms, and the informal leadership roles they play, their capacities and their knowledge may not be adequately recognized or remunerated.

The aim: To support the meaningful participation, empowerment and leadership of women, women's organizations and other gender equality and inclusion stakeholders. For example, by strengthening their technical capacities to engage in disaster risk governance institutions and processes at all levels, increasing their overall numbers, ensuring minimum representation and leadership roles, and making sure these opportunities are inclusive and accessible to persons with disabilities.

## 2.3 Key objectives under Sendai Framework Priority 3: Investing in disaster risk reduction for resilience

**Key Objective 5: Mainstream gender equality criteria into risk-informed development and disaster risk reduction investments**

The challenge: Investment decisions for risk-informed development and disaster risk reduction are often made on technical or financial grounds that do not take account of how gender inequality alters the impact and effectiveness of such investments.

The aim: To ensure gender equality is a key criterion for decisions on funding allocations that determine which risk-informed investments are made and how they are implemented by public and private actors, underpinned by gender-responsive budgeting and investment in education and capacity development for effective implementation.

**Key Objective 6: Increase funding allocations and improve access to financing for disaster risk reduction initiatives that advance gender equality**

The challenge: Gender inequality, including gender-based discrimination, occurs in all countries, creating a need for disaster risk reduction activities, programmes and projects that

focus on gender equality outcomes in building resilience and reducing risk. There are limited resources dedicated for this, and even where they do exist, it is challenging for women's organizations and other gender equality and inclusion stakeholders to access grants or financing instruments directly, especially for small-scale local activities.

The aim: To ensure a significant increase in funding for disaster risk reduction actions that achieve gender equality objectives and improve access to suitable financing opportunities such as blended financing instruments that achieve gender equality targets and enhance resilience, with an emphasis on making these directly accessible to women's organizations and other gender equality and inclusion stakeholders for local-level implementation.

## **2.4 Key objectives under Sendai Framework Priority 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction**

### **Key Objective 7: Implement gender-responsive and inclusive end-to-end multi-hazard early warning systems and anticipatory action**

The challenge: Multi-hazard early warning systems and anticipatory action are central to saving lives and preventing injuries and losses. However, gender-based and intersectional barriers to shaping, receiving and acting on risk communications can mean that women and other gender equality and inclusion stakeholders do not benefit equally from such systems.

The aim: To ensure end-to-end multi-hazard early warning systems and tailored anticipatory action to achieve greater access for all through gender equitable, protective and inclusive approaches. This includes budget allocations, appropriate communication approaches, monitoring and evaluation, and the ongoing and resourced engagement and leadership of women's organizations and other gender equality and inclusion stakeholders.

### **Key Objective 8: Plan for and invest in gender-responsive disaster recovery, rehabilitation and reconstruction**

The challenge: The limited institutionalization of planning for recovery and reconstruction before disasters strike leads to ad hoc processes established following a disaster. These tend to replicate past recovery efforts, which historically have not focused on addressing gender equality issues in recovery.

The aim: To plan for and implement structural, social and economic disaster recovery and reconstruction that build back better by prioritizing gender equality and social inclusion in recovery strategies and decision-making, and in resourcing activities that reduce gender inequality as an underlying driver of risk.

**Key Objective 9: Ensure access to sexual and reproductive health and reproductive rights, and prevention and response to gender-based violence in the context of disasters**

The challenge: Lack of priority for sexual and reproductive health and reproductive rights during a disaster is life threatening. Disasters and displacement also substantially increase the risk of gender-based violence. Gaps in these services lead to increased deaths, injuries and long-term health conditions, and can increase poverty.

The aim: To ensure disaster preparedness, response and recovery plans, and related guidance and resource allocations prioritize universal access to the full spectrum of sexual and reproductive health and reproductive rights, and to ensure effective prevention of and response to gender-based violence, including medical care, psychosocial support, referral, legal assistance and other support services.



## 3. Key actors

### 3.1 Key actors for implementation at national and local levels

Key actors at national and local levels include:

- (a) National government agencies and local authorities that provide the regulatory and institutional frameworks and budget allocations to reduce risk and prevent the creation of risks, such as:
  - (i) National and subnational disaster risk management, meteorological, civil protection and emergency response agencies;
  - (ii) National and subnational environment, agriculture, natural resources and climate change ministries and institutions;
  - (iii) National and subnational women's machineries, for example, ministries or commissions, departments or offices of women or gender equality;
  - (iv) Ministries of finance and planning, and supreme audit institutions;
  - (v) Ministries of health, social welfare and development planning;
  - (vi) Municipal authorities and their financing departments;
  - (vii) National statistical offices.
- (b) Civil society and community-based organizations and networks advocating for the rights of women and people of diverse genders, and for advancing gender equality, including feminist organizations, organizations of Indigenous women and others who identify with particular ethnic groups, rural and Indigenous women, and others working at various levels to build local-level resilience, including organizations of persons with disabilities, organizations of displaced persons, philanthropic foundations, professional associations and volunteer organizations, including national societies of the International Red Cross and Red Crescent Movement;
- (c) United Nations resident coordinators and country teams, and the country programmes of United Nations entities, international and regional intergovernmental organizations, financial institutions and international civil society organizations and networks;
- (d) International non-governmental and civil society organizations and networks, including components of the International Red Cross and Red Crescent Movement, that have an ongoing country presence;

- (e) Private sector enterprises, organizations and networks engaged in disaster risk reduction for resilience, including support for women-led micro, small and medium enterprises;
- (f) National human rights institutions, especially those charged with implementation of States parties' obligations under the Convention on the Elimination of All Forms of Discrimination against Women;
- (g) Academic, research and technical institutions undertaking national and local research and investigating or teaching on resilience to climate change and disasters;
- (h) Local community leaders and elders, youth and student organizations, media and communication networks, health-care professionals and medical associations, and faith-based organizations.

### 3.2 Regional and international actors to support implementation

Key regional and international actors include:

- (a) Regional intergovernmental organizations supporting countries in disaster risk reduction and resilience, including the treaty bodies and secretariats overseeing implementation of regional agreements and risk pooling mechanisms;
- (b) Regional and international civil society organizations and networks advocating for the rights of women and people of diverse genders and advancing gender equality, other international or regional civil society organizations, non-governmental organizations, the International Red Cross and Red Crescent Movement, and inter-agency coordination forums supporting disaster risk reduction, emergency preparedness and anticipatory action;
- (c) The United Nations system, especially the funds and programmes and specialized agencies engaged in implementation of the *United Nations Plan of Action on Disaster Risk Reduction for Resilience*,<sup>21,22</sup> which include the Sendai GAP coordination team composed of the United Nations Office for Disaster Risk Reduction, the United Nations Population Fund and the United Nations Entity for Gender Equality and Empowerment of Women;
- (d) International and regional financial institutions, donor agencies, bilateral donors and special funds for disaster risk reduction, action on climate change and gender equality, including the World Bank, regional development banks and the climate change financing mechanisms established under UNFCCC;
- (e) International and regional private sector organizations and networks engaged in disaster risk reduction for resilience;
- (f) Global and regional coalitions and partnerships for making cities resilient.

### **3.3 Other regional and international actors of relevance for implementation**

Other regional and international actors include:

- (a) The Conferences of the Parties and treaty secretariats of the Rio Conventions overseeing implementation of their gender action plans;
- (b) International and regional human rights institutions and treaty bodies, especially the Convention on the Elimination of All Forms of Discrimination Against Women;
- (c) Academic, research and technical institutions and networks investigating or teaching related to gender equality and gender-responsive or gender-transformative disaster risk reduction, as well as gender-based violence risk mitigation in relation to disaster resilience or in disaster-prone areas;
- (d) Organizations and networks of Indigenous Peoples and coalitions representing rural and remote communities;
- (e) International, regional and national inter-agency coordination mechanisms for humanitarian response, especially those concerned with health, food security, protection and shelter from a gender equality and wider inclusion perspective, including prevention and mitigation of gender-based violence.





## 4. Implementation

### 4.1 Means of implementation

The recommended actions in Part 5, which aim to promote gender equality and empower all women and girls in disaster risk reduction, can be implemented in various ways by different actors. The recommended actions highlight the importance of national governments and local authorities prioritizing gender equality and gender-responsive disaster risk reduction, with gender-responsive budgeting. They also emphasize the importance of women's organizations and other gender equality and inclusion stakeholders in disaster risk reduction having greater access to decision-making processes and resources, especially for local-level action.

The Sendai Framework recognizes the importance of international cooperation and global partnerships and reaffirms that “developing countries need enhanced provision of coordinated, sustained and adequate international support for disaster risk reduction, in particular for the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges” (paragraph 47(a)).

The advancement of gender equality, empowerment of women, girls, and other gender and inclusion stakeholders in disaster risk reduction, and the implementation of gender-responsive disaster risk reduction measures in accordance with the Sendai GAP key objectives and recommended actions, require additional resources. Accordingly, the United Nations and other international and regional organizations, international and regional financial institutions, and donors engaged in disaster risk reduction are asked to designate resources to support developing country governments and stakeholders in implementing the Sendai GAP.

The entities of the United Nations system, including the funds and programmes and the specialized agencies engaged with the *United Nations Plan of Action on Disaster Risk Reduction for Resilience*, can provide technical support for Sendai GAP implementation.

Dissemination efforts that will support implementation and localization of actions include:

- (a) Development of accessible support materials on the Sendai GAP and associated summaries;
- (b) Provision of information briefings on the Sendai GAP in national languages that are also accessible for persons with disabilities;
- (c) Translation of key elements of the Sendai GAP into local languages.

## 4.2 Monitoring and reporting

The monitoring and reporting for the Sendai GAP will use two existing mechanisms established under the Sendai Framework for countries and stakeholders:

- (a) For countries: the Sendai Framework Monitor<sup>23</sup> was established in 2018, for country reporting on the global targets and indicators of the Sendai Framework. It was also designed to accept custom targets and indicators of relevance to individual countries. For example, this facility has been used to introduce custom indicators for early warning systems that countries can choose to use. A small set of custom indicators are being developed to support countries to voluntarily measure their progress in implementing the Sendai GAP, by reporting these within the Sendai Framework Monitor. They will be designed to be simple to implement and to capture high-level indicators of progress on the Sendai GAP.
- (b) For stakeholders: The Sendai Framework Voluntary Commitments online platform<sup>24</sup> was launched in 2018 and captures partner contributions towards Sendai Framework implementation, fulfilling a mandate given by the United Nations General Assembly. To support monitoring and reporting of Sendai GAP implementation by non-governmental actors, a new reporting stream will be added to the voluntary commitments platform.

## 4.3 Review and evaluation

National disaster risk management/civil protection authorities and national women's machineries are encouraged to incorporate, into their national periodic reviews and regional or international reporting on disaster risk reduction and human rights, any measures taken on gender-responsive disaster risk reduction, including the Sendai GAP actions they adopt for implementation.

In anticipation of a review of the Sendai Framework before its end date in 2030, it is recommended that Sendai GAP implementation is embedded in the same review mechanism.



## 5. Actions to promote gender equality and empowerment of all women and girls in disaster risk reduction

The recommended gender equality actions in this part guide implementation of the Sendai GAP under each key objective. These actions also include examples of how they might be done at national or local level.

### 5.1 Recommended gender equality actions under Key Objective 1: Increase the availability of sex, age, income and disability disaggregated data and qualitative information on gender and disaster risk

**Action 1.** Map availability and accessibility, and address gaps in sex, age, income and disability disaggregated data and gender statistics, by creating collaborative and innovative mechanisms between public and private data producers, national women's machineries, women's organizations, and other gender equality and inclusion stakeholders.

For example:

- (a) Strengthen the capacity development of national statistics offices and disaster risk reduction institutions and their links to local levels of data collection to streamline linkages for data collection and reporting.
- (b) Increase the generation, collection and use of citizen-generated quantitative sex, age, income and disability disaggregated data and gender statistics, along with qualitative evidence on gender-responsive disaster risk reduction, in particular at the local level.
- (c) Explore collaboration with private and academic data providers, including social media platforms, towards innovation in improving contextual and population data on disasters.
- (d) Use inclusive, participatory and accessible methodologies, and foster the co-production and co-ownership of knowledge.

**Action 2.** Increase reporting of sex, age, income and disability disaggregated data and gender statistics in national disaster databases and the Sendai Framework Monitor and make the information available for risk-informed decision-making, especially at country level.

For example:

- (a) Update existing forms and field questionnaires to ensure disaggregated data is collected concerning persons affected by disasters.
- (b) Assess current methods and challenges for collecting, processing, storing, analysing and sharing local population data in preparedness and response.
- (c) Where necessary, adopt methods such as the use of digital technologies and social media to enhance data collection and accessibility, with attention to the importance of universal design such as language interpretation and accessibility for persons with disabilities.

**Action 3.** Increase qualitative and quantitative research, expertise and knowledge on gender and disasters for application in decision-making.

For example:

- (a) Use disaggregated data and conduct gender analysis in disaster loss, damage and impact – economic and non-economic, short and long term – to inform gender-responsive recovery, ensuring inclusion of informal economic sectors, such as agriculture, where many women are engaged.
- (b) Track and share gender-responsive policies, strategies and plans.
- (c) Increase information and improve understanding of linkages between gender-based violence and disasters to inform effective mitigation and response during emergency response and recovery.
- (d) Support equitable and inclusive economic recovery with gender-responsive budget and financing for resilience measures in prevention and building back better, supported by gender analysis.

**Action 4.** Inform comprehensive risk assessments, needs assessments and decision-making with sex, age, income and disability disaggregated data, gender statistics, and qualitative gender and intersectional research and analysis.

For example:

- (a) Review standard operating procedures for disaster risk and needs assessments to include practical guidance on how to undertake a gender-responsive approach to community consultations and data gathering.
- (b) Develop and/or disseminate gender analysis tools and checklists for use by those assessing and addressing risks and needs.
- (c) Invest in strengthening the capacity of staff and volunteers to use gender analysis when undertaking disaster risk and needs assessments.

## 5.2 Recommended gender equality actions under Key Objective 2: Use gender analysis to generate and apply disaster risk knowledge in decision-making

**Action 5.** Increase use of sectoral gender analyses to inform national- and local-level disaster risk reduction policymaking, planning and implementation.

For example:

- Undertake sectoral gender analysis in relation to the environment, climate change, education, health, social protection, energy, built infrastructure, agriculture, etc., to understand how gender inequality in these sectors creates disaster risk.

**Action 6.** Improve wider understanding of the relevance of gender differences in perceptions of risk, and of gender inequality in exposure and disaster impacts in national and local contexts, including intersectional risks such as gender and disability, or gender and poverty.

For example:

- (a) Undertake consultations with specific groups to identify intersecting needs and potential solutions, such as separately seeking the views of women, men, people of diverse genders, persons with disabilities, displaced persons, youth, Indigenous Peoples and their organizations.
- (b) Link with experts in using research and studies to analyse the ways in which gender inequalities – including in gender roles, relationships and access to resources and services in the local context – influence the impacts of disasters and require changes in the approach to prevention, preparedness, resilience building, response and recovery.

## 5.3 Recommended gender equality actions under Key Objective 3: Mainstream gender equality across laws, policies, strategies, plans and institutions for disaster risk reduction, informed by relevant international treaties and agreements

**Action 7.** Include budgeted gender equality objectives, targets and activities that are reported, monitored and evaluated as part of the implementation of disaster laws and national and local disaster risk reduction policies, strategies and plans, especially those reported under Target E of the Sendai Framework.

For example:

- Include in the national plan or strategy an objective of enhancing capacity for gender-responsive disaster risk reduction, with budget allocation to train a certain number of government staff each year.

**Action 8.** Ensure gender-responsive law-making processes and practical policy provisions promote gender equality in disaster risk reduction by enhancing collaboration between national women’s machineries, human rights institutions, women’s organizations, and other gender equality and inclusion stakeholders at national and local levels.

For example:

- (a) Appoint representatives of the national women’s machinery and key women and gender civil society organizations to national and local disaster risk management committees.
- (b) Convene a national consultation process of the above stakeholders when a national law, policy or strategy is under review or nearing its end date, to enable early inputs with well-integrated gender equality.

**Action 9.** Integrate gender-responsive budgeting and gender markers for expenditure across all national disaster risk reduction planning, programmes and projects.

For example:

- (a) Assign a percentage of the total disaster risk reduction-related budget to gender-responsive solutions for building resilience.
- (b) Ensure there are gender equality targets that include indicators to identify spending and impact.
- (c) Use gender tagging of expenditure to identify the proportion of spending in gender-mainstreamed and gender-targeted disaster risk reduction programmes and projects.

**Action 10.** Strengthen the capacities of national and local disaster risk reduction institutions, community organizations and volunteers engaged in disaster risk reduction and management, through specific programmes on mainstreaming gender equality and intersectionality into disaster risk reduction, and which also make reasonable accommodation to enable participation of women with disabilities.

For example:

- (a) Develop or adapt tools on how to use gender indicators and gender analysis methodologies, and develop gender-responsive budgets.
- (b) Provide context-specific “training of trainer” programmes to build sustainable capacity on gender-responsive disaster risk reduction at local, national and regional levels.
- (c) Build specialist gender and intersectional capacity through job training within disaster risk reduction institutions to support gender mainstreaming, including reasonable accommodation to enable the participation of persons with disabilities.

**Action 11.** Strengthen cross-sectoral policy coherence through institutional collaboration and information-sharing on gender-responsive disaster risk reduction, including stronger links with development planning, environmental and climate change processes, human rights institutions, and implementation of relevant international agreements and treaties.

For example:

- (a) Ensure gender expertise is included in national platforms for disaster risk reduction, or similar bodies.
- (b) Increase coordination between governmental and other entities working on gender equality, disaster risk reduction, climate change, human rights, and peace and security, including academic and technical institutions, the private sector and existing mechanisms and platforms for building resilience.

**Action 12.** Ensure disaster risk reduction strategies and plans address the needs and capacities of all displaced women, girls and people of diverse genders, consider the intersectional disadvantages affecting people on the move, and include specific provisions to prevent, mitigate, prepare for, respond to and recover from displacement.

For example:

- Develop plans for outreach to displaced or refugee women on disaster prevention and preparedness in the languages of their communities, using accessible means of communication for all women, including those with disabilities.

## 5.4 Recommended gender equality actions under Key Objective 4: Increase meaningful participation and empowerment of women and gender stakeholders in disaster risk governance

**Action 13.** Implement specific measures to increase leadership and meaningful participation of women and gender stakeholders in national, local and community-level decision-making and implementation processes related to disaster risk reduction. Give attention to inclusion of under-represented groups and those experiencing intersectional risks (e.g. women with disabilities, displaced women, older women, girls and Indigenous women), while ensuring they have adequate resources and capacity to participate, including reasonable accommodation for persons with disabilities.

For example:

- (a) Introduce quotas for a minimum representation of one-third women in national and subnational committees established to advise the government on disaster risk reduction or to contribute to coordination of emergency response, and ensure national women's machineries, women's organizations, and other gender equality and inclusion stakeholders are represented.
- (b) Include representation of women and people of diverse genders, from organizations of persons with disabilities, organizations of displaced persons, youth organizations and organizations of older persons, in national and subnational committees.
- (c) Formalize participation of local grass-roots and/or Indigenous women's organizations in community-level governance structures for disaster risk reduction.

**Action 14.** Address gender-specific barriers to career development and progression in civil service and other posts, professions and sectors related to disaster risk reduction.

For example:

- (a) Establish or reinforce procedures to ensure equitable access to employment and promotion to leadership opportunities in disaster risk reduction without direct or indirect discrimination on the basis of gender.
- (b) Target advocacy and outreach strategies to encourage women from a range of backgrounds and people of diverse genders to apply for roles related to disaster risk reduction, and support their professional development and career progression.
- (c) Mainstream concepts of intersectional risk and participatory approaches throughout the curricula of all disaster risk reduction training centres and programmes and in education conducted in schools and tertiary institutions.



**Action 15.** Achieve gender parity and integrate gender equality themes in regional and international forums on disaster risk reduction.

For example:

- (a) Support gender parity in national delegations.
- (b) Provide financial and, as applicable, technical support for women’s organizations and other gender equality and inclusion stakeholders to attend forums.
- (c) Advocate for speaking opportunities for women and people of diverse genders across a range of disaster risk reduction topics.
- (d) Integrate a gender equality perspective across disaster risk reduction topics.

**Action 16.** Collaborate with women’s organizations and other gender equality and inclusion stakeholders at community and/or grass-roots levels, including Indigenous women’s organizations, to support their local leadership and share their good practices with a wide audience.

For example:

- (a) Provide opportunities for collaboration at community and/or grass-roots levels to share successful community resilience work, including Indigenous women’s organizations.
- (b) Co-design budgets and programmes with women’s organizations and other gender equality and inclusion stakeholders to support their work and enhance their capacities to engage in disaster risk reduction processes at local, national and international levels to advocate for their priority issues.

**Action 17.** Consult with and meaningfully engage diverse women displaced in the context of disasters in risk and needs assessments, disaster displacement mapping and implementation of support measures.

For example:

- (a) Ensure meetings are organized around women’s responsibilities in ways that allow them to attend.
- (b) Create an environment to facilitate women’s participation, by providing transportation, childcare services and financial support for lost income opportunities, as needed.
- (c) Ensure the broadest representation of people possible are involved in planning, conducting and attending consultations, including representatives from different gender, age, disability, income, ethnic and Indigenous groups, especially those who are less powerful, or marginalized on the basis of gender.

## 5.5 Recommended gender equality actions under Key Objective 5: Mainstream gender equality criteria into risk-informed development and disaster risk reduction investments

**Action 18.** Increase public and private investment in gender-responsive critical infrastructure, facilities and services, with a focus on physical and technological infrastructure that is accessible, and on disaster-resilient services for health, education, social welfare and public safety, including mental and psychosocial care services and protection and response to gender-based violence.

For example:

- (a) Invest in resilient construction and/or retrofitting of health and medical facilities and in mobile health and medical teams to provide continuity of sexual and reproductive health services during disasters.
- (b) Prioritize resilient construction, restoration and re-opening of schools and childcare facilities to create safe spaces for children and allow parents to return to work during early recovery, including through prior designation of alternative venues for temporary shelter and relief distribution.
- (c) Ensure allocation of appropriate financial resources for reasonable accommodation to enable participation of women and gender stakeholders with disabilities to access mainstream disaster risk reduction programmes.
- (d) Review infrastructure restoration priorities through a gender lens to ensure the social and economic needs and activities of women and gender stakeholders are also met, including priority for housing reconstruction to avoid long periods in temporary shelters, which are associated with increased risk of gender-based violence.

**Action 19.** Promote public and private sector investments in gender-responsive ecosystem-based approaches to disaster risk reduction in collaboration with rural, remote and Indigenous women.

For example:

- (a) Work collaboratively with women farmers / agricultural workers to apply their local knowledge and strengthen their capacities through peer learning and tailored training as needed.
- (b) Employ women or ensure they receive an equitable share in other benefits of co-designed environmental restoration projects.
- (c) Ensure Indigenous leaders and women from Indigenous communities are consulted and enabled to draw upon their traditional ecological knowledge to inform their own community resilience strategies.

**Action 20.** Raise awareness among donors, international financial institutions and multilateral development banks on the importance of investing in resources, tools and approaches that support gender-responsive disaster risk reduction and help achieve gender equality.

For example:

- Multilateral funds and development banks can use gender equality criteria to ensure programmes and projects meet minimum standards for gender mainstreaming, and that a certain proportion is allocated to activities that principally achieve gender equality outcomes in disaster risk reduction.

## **5.6 Recommended gender equality actions under Key Objective 6: Increase funding allocations and improve access to financing for disaster risk reduction initiatives that advance gender equality**

**Action 21.** Increase the amount and accessibility of funding and financing targeted to support gender-responsive disaster risk reduction, especially at the local level, drawing on the resources and financial facilities of donors, local microfinance institutions, national and international financial institutions, and multilateral development banks.

For example:

- Raise funds and earmark them for projects targeted to support gender equality outcomes in disaster risk reduction.

**Action 22.** Increase collaboration between governments, financial institutions, large insurers, and feminist and community resilience funds, to develop financial instruments and mechanisms for disaster risk reduction that meet the diverse needs and priorities of women and gender stakeholders at the local level, including in Indigenous communities.

For example:

- Provide incentives to private sector financing institutions, including insurers, banks, pension funds and microfinance institutions, to support gender-responsive financial products for local disaster risk reduction needs.

**Action 23.** Increase the awareness and capacities of women business owners, women's organizations and other gender equality and inclusion stakeholders, on how to access and use available disaster risk reduction funding, financial services and insurance products suitable for their disaster resilience needs, including through microfinancial and microinsurance institutions.

For example:

- (a) Provide resources to strengthen financial capacities and offer streamlined procedures for local women's organizations and other gender equality and inclusion stakeholders to access small grants and loans, while ensuring they are not taking on an additional burden of risk or becoming indebted due to lack of public and private sector investment in disaster risk reduction in their locality.
- (b) Offer easily accessible digital financial services and low-cost or publicly subsidized risk financing instruments (reserves, contingent loans and insurance instruments), to build women's financial stability and resilience during response and recovery.
- (c) Develop tailored low-cost government and private sector disaster risk financing instruments for women-led micro, small and medium enterprises and women in informal sectors.
- (d) Provide incentives to use, replicate and upscale farm-level disaster risk reduction good practices and technologies by enhancing access to funding and tailored financial services for women in agriculture.

## **5.7 Recommended gender equality actions under Key Objective 7: Implement gender-responsive and inclusive end-to-end multi-hazard early warning systems and anticipatory action**

**Action 24.** Undertake disaster preparedness measures and anticipatory actions that are informed by an understanding of structural barriers and social norms that limit participation based on gender, and which support the meaningful participation and leadership of women, women's organizations, and other gender and inclusion stakeholders.

For example:

- (a) Ensure emergency drills and risk communications are accessible to all women, and that community-based awareness programmes are participatory, accessible and undertaken at times and in locations where women and people of diverse genders are able to lead and attend in safety.
- (b) Pre-position emergency supplies and equipment designed to meet the needs of women and gender stakeholders.

**Action 25.** Ensure decision-making for the development and implementation of gender-responsive and inclusive end-to-end multi-hazard early warning systems and anticipatory action include and resource the meaningful participation and leadership of women, women's organizations and other gender equality and inclusion stakeholders relevant to the local context.

For example:

- (a) Engage with organizations of persons with disabilities to address the intersectional risks arising from gender inequality and disability, such as ensuring accessible warnings and using the principles of universal design in anticipatory action.
- (b) Identify and engage with a range of stakeholders in the local context, such as Indigenous women or other traditional cultural groups aligned with diverse ethnic or religious communities or specific localities.
- (c) Develop a localized approach to anticipatory action, taking into consideration intersectional risks and vulnerabilities such as living in poverty, remote locations or conflict zones, or being part of a marginalized or displaced community. Use a range of technologies to ensure access to communications and information for all, and link with existing local approaches and systems for anticipatory action, especially Indigenous and traditional knowledge, and initiatives led by women in communities.

## **5.8 Recommended gender equality actions under Key Objective 8: Plan for and invest in gender-responsive disaster recovery, rehabilitation and reconstruction**

**Action 26.** Develop and implement gender-responsive adaptive social protection mechanisms that reduce the social and economic impacts of disasters by taking into account how hazard impacts are linked with gender roles and inequality, and with other factors such as food and water insecurity, lack of social protection mechanisms, poverty, insufficient urban planning and the adverse impacts of climate change.

For example:

- (a) Ensure health insurance schemes cover injuries and illness arising from hazards or during disasters and disaster displacement, including gender-based violence, and that they include features such as compensation for lost earnings for carers.
- (b) Design recovery support for companies that ensures employee wages are paid during the early response and recovery period when operations may completely or partially cease.
- (c) Work with women farmers and producers to plan disaster recovery finance that builds resilience to future floods and droughts through means such as peer learning and technical training on choice of crop varieties, mitigation works and access to seasonal early warnings.
- (d) Design tailored social protection and recovery mechanisms for home-based workers who lose their livelihoods in disasters and during displacement.

**Action 27.** Develop disaster response and early recovery plans and strategies that identify increases in unpaid care and domestic work that primarily fall on women and girls, and address their negative impacts.

For example:

- (a) Plan emergency water supplies for all needs and for rapid restoration of community access to safe water, recognizing the additional burdens of work and time, and the personal security risks, for women and girls collecting water.
- (b) Plan for provision of food supplies and labour-saving technology such as cooking equipment (e.g. stoves, cookware and fuel) and compensation for the labour involved in providing meals for displaced communities in camps and shelters.
- (c) Plan to ensure health, psychosocial support and education services are provided on a mobile basis and restored as a high priority, to ensure women and girls do not continue to bear increased care and support burdens and are able to return to their normal or improved economic activities during recovery.
- (d) Plan in advance alternative support for childcare and education.

**Action 28.** Use gender analysis and joint planning with local women's organizations and other gender equality and inclusion stakeholders to prepare plans, strategies and assessments for gender-responsive economic recovery that promote decent work, livelihoods and relevant business opportunities to empower women and girls, and support gender equitable economic outcomes.

For example:

- (a) Provide livelihoods programmes that do not reinforce gender stereotypes, and which open new skills and employment opportunities for women, adolescent girls and people who are marginalized on the basis of gender.
- (b) Undertake early recovery and livelihoods programming to specifically address the needs of women with disabilities and the barriers they face.
- (c) Ensure equitable access to recovery funds and financing facilities for women-led small business development.
- (d) Implement agricultural development schemes that recognize and support women's rights to housing, land and property.

**Action 29.** Take effective actions to increase the ability of all women to access or obtain documentary evidence of their land and property tenure as a disaster preparedness or response and recovery measure, including through access to legal and related services.

For example:

- (a) Ensure disaster risk reduction law, and relief and recovery procedures, facilitate women's access to claim their housing, land and property rights post-disaster, especially when displaced.
- (b) Work with grass-roots women's organizations and other local gender equality and inclusion stakeholders to help change negative social and cultural perceptions and social norms regarding women's housing, land and property rights.
- (c) Provide specialized and gender-responsive counselling services, information and legal assistance, including community-level assistance via paralegal teams, to ensure displaced people can exercise their housing, land and property rights, and achieve durable solutions.

## **5.9 Recommended gender equality actions under Key Objective 9: Ensure access to sexual and reproductive health and reproductive rights, and prevention and response to gender-based violence in the context of disasters**

**Action 30.** Ensure disaster response and recovery plans, guidance and resource allocations prioritize continuity of sexual and reproductive health services.

For example:

- Establish advance contingency plans for continuity of services, including pre-positioning of supplies and mobile units for service provision to displaced communities.

**Action 31.** Ensure protocols are in place to provide support and specific attention to maternal and child/infant needs throughout the disaster response and recovery processes.

For example:

- Provide safe and private lactation areas in shelters, ensure availability of lactation supplies, include newborn and childcare kits in humanitarian aid, etc.

**Action 32.** Establish mechanisms and implement activities to prevent and mitigate gender-based violence and harassment in disaster contexts and connect those at risk of gender-based violence to services.

For example:

- (a) Establish hotlines, support and referral services in relevant languages and through various mediums of communication.
- (b) Provide trauma- and violence-informed training for the personnel of all services involved in emergency management planning and implementation.
- (c) Ensure universal accessibility to physical and administrative planning of evacuation centres and temporary shelter and ensure they support the safety and welfare of all users.

**Action 33.** Establish and resource mechanisms to respond effectively to gender-based violence and harassment in disaster contexts, including connecting survivors to survivor-centred gender- and age-responsive care services, including for displaced communities.

For example:

- (a) Establish hotlines, support and referral services in relevant languages.
- (b) Provide clinical health services, and mental health and psychosocial support, ensuring they are gender and age responsive, and care is trauma informed.
- (c) Enable access to legal advice and services.



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GENDER ACTION PLAN



**SENDAI FRAMEWORK**

FOR DISASTER RISK REDUCTION 2015–2030