

Gender Analysis and Action Plan

Multi Country Proposal Early Warnings for All

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1 Introduction

This Gender Analysis and Action Plan (GAAP) has been prepared in support of a project proposal for Multi-Country Project (MCP) for Early Warning Systems for All (EW4All) to the Green Climate Fund (GCF). This project is supported by the United Nations Development Programme (UNDP) in its role as a GCF Accredited Entity. The project has two main outputs:

Output 1 will promote regional and global coordination among various stakeholders, including government agencies, civil society organizations, academia, and the private sector. This Output aims to scale up and accelerate global and regional support for national efforts to increase MHEWS' capacity and coverage. This will be done by enhancing coordination and providing technical support for the implementation of EW4All; strengthening monitoring and evaluation (M&E) processes to support EW4All implementation; and reinforcing knowledge management and the dissemination of lessons learned. Activities under this Output will focus on coordination activities; developing guidance, tools and training materials; technical assistance; capacity building; knowledge management and dissemination, and peer-to-peer learning. This component will be led by the EW4All project lead agencies in each of the seven countries.

Output 2 will specifically focus on seven countries – Antigua and Barbuda, Cambodia, Chad, Ecuador, Ethiopia, Fiji, and Somalia – to roll out national level investment activities to address country and local level needs to achieve the EW4All target. This Output addresses barriers that prevent the implementation of a comprehensive, and end-to-end MHEWS in the seven initial target countries, including:

- 1) Gaps in policies, inter-agency coordination and lack of coherent strategies;
- 2) Inadequate technical and scientific capacities;
- 3) Missing observations; and
- 4) Barriers that prevent effective local actions.

The activities in Output 2 countries for all seven countries will mirror the four pillars of the EW4All Executive Action Plan (EAP), and will be implemented through the national governments with support from UNDP, the EW4All pillar leads and their in-country national offices and other partner agencies where relevant. The EW4All pillars and leads are:

- Pillar 1: Disaster risk knowledge – led by the United Nations Office for Disaster Risk Reduction (UNDRR);
- Pillar 2: Detection, observations, monitoring, analysis and forecasting of hazards, led by the World Meteorological Organization (WMO);
- Pillar 3: Warning dissemination and communication, led by the International Telecommunication Union (ITU);
- Pillar 4: Preparedness to respond, led by the International Federation of Red Cross and Red Crescent Societies (IFRC).

Activities aligned with Pillar 1 will focus on strengthening governance and coordination, establishing clear functions, roles and responsibilities of agencies in the national warning dissemination process. Considerations of differential access to information and resources by women and vulnerable groups will be included in the dissemination strategy. This activity will also establish or strengthen existing local early warning committees or equivalent grassroots organisations with representatives from elected/traditional leaders, including women and vulnerable groups. Capacities of these local institutions, from district down to village level, will be enhanced through regular engagements and training programmes that strengthen institutional structures and procedures.

Activities aligned with Pillar 2 will focus on disaster risk knowledge and observations in order to improve awareness about hazards, exposure populations, services, infrastructure, vulnerabilities of communities, and

loss and damage accounting. There will be a focus on the strengthening and/or establishment of meteorological, hydrological and climate forecast and monitoring systems for each participating country.

Activities aligned with Pillar 3 and 4 will focus on Early Warning dissemination and preparedness. Early warning messages will be developed in a multitude of accessible formats and languages, including for persons with disabilities. Information will be disseminated in a manner which ensures that risks and warnings are understood, are clear and actionable by their target audience. The activity will support a spectrum of actions, including integrating clear protocols for early warning and early action in disaster management/preparedness plans. Best practices for data privacy will be put in place. Assessments will be carried out to understand how best to reach communities at risk. There will also be training of local governments and first responders. Communities will be engaged in developing holistic plans for early warning and anticipatory action to respond to and to better manage local disasters reducing risks and to better adapt to climate change based on feasibility studies, climate information and local knowledge. Specific attention will be given to the needs of women and vulnerable groups. Communities will be trained on Operations and Maintenance (O&M) of early warning devices such as water level recorders, rain-gauges and anemometers. A full description of activities can be found in the MCP. A Stakeholder Engagement Plan has also been prepared.

Gender considerations have been mainstreamed into all project activities. A specific gender analysis for each country has been conducted and can be found in sections 3-9 of this report. Section 10 of this report consists of a consolidated global Gender Action Plan (GAP) which covers the whole project¹.

1.1 Project's Institutional Arrangements at the Global Level

UNDP will be the Executing Entity of the EW4All-MCP and will be responsible for the overall project.

The global implementation arrangement will comprise of a Project Board or Project Steering Committee (PSC) comprised of representatives of the Pillar Leads (WMO, UNDRR, ITU and IFRC) who have co-developed this project. PSC meetings will be held virtually, two times a year. In addition, the members of the committee will meet physically every year for a knowledge sharing meeting. Three such meetings will be held during the implementation of the first seven country projects. These meetings will be attended by the EW4All Pillar Leads, GCF, UNDP and two representatives from each of the country projects, including at least one from the relevant national governments.

The Project Board is responsible for making, by consensus, management decisions when guidance is required by the Project Manager. Project Board decisions will be made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the Board, final decision shall rest with the UNDP Executive Coordinator.

A global Project Management Unit (PMU) will be constituted within UNDP for the overall project coordination, oversight and monitoring, including implementation of the consolidated global GAP that is found in Section 10 of this report. The PMU will also provide technical support help the country PMUs in accessing regional and international resources through networking. The PMU comprises of three full time staff: a Project Manager, an Administrative and Finance Assistant and a Procurement Specialist. Part-time staff on the PMU will include a Technical Advisor, a Monitoring Evaluation and Learning Officer, a Communications Expert, a Safeguards, Gender and Inclusivity Expert (SGIE) and other subject experts brought in on an as needed basis.

The Project Manager will run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Project Board. The Project Manager function will end when the final project terminal evaluation report and other documentation required by the GCF and UNDP has been completed and submitted to UNDP. The Project Manager is responsible for day-to-day management and decision-making for

¹ In addition, each country has prepared their own country-level GAP with more detail, which is part of the country-specific funding proposals.

the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. Safeguards, Gender and Inclusivity Expert (SGIE) will work under the supervision of the PM to implement the global GAP and oversee the country-level GAPs. The SGIE will be in regular contact with country teams and consolidate the result of country-level GAP implementation into the global GAP.

1.2 Project's Institutional Arrangements at the Country Level

Under Output 2, UNDP will implement the Project under the Direct Implementation Modality (DIM) in all seven countries. At the country level, each country will have a Project Board or Steering Committee made of the relevant country agency with overall responsibility for the project and the National Designed Authority (NDA) for GCF. As the Senior Beneficiary, the implementing partner will be part of the board. Furthermore, as the Senior Supplier, UNDP will provide quality assurance for the project and ensure adherence to the guidelines for the implementation modality. The Project Board will be responsible for making, by consensus, management decisions when the National Project Manager (NPM) requires guidance. Project Board decisions will be made per standards to ensure management for development results, best value money, fairness, integrity, transparency and effective international competition. This commitment to fairness and transparency in decision-making will help build trust in the project. If a consensus cannot be reached within the Board, the final decision shall rest with the UNDP Programme Manager.

The NPM will run the project on a day-to-day basis. The NPM is responsible for day-to-day management and decision-making for the project, including compliance with country-level GAPs developed. In this regard, the NPM will be supported by a National Safeguards, Gender and Inclusion Expert (NSGI) expert. The NSGI, through the NPM, will report to the global PMU on status of the GAP activities at the country level so that they can be consolidated into the global GAP monitoring.

2 General Context for Gender in Early Warnings

Around the world gendered inequalities and norms can be found including around household roles, access to resources, power, workloads, livelihoods and education. In most countries there are structural and normative barriers to gender inclusion, and different expectations and access to resources and decision making between men and boys, women and girls, and people of other marginalized gender groups. Gender differences can make a significant impact when it comes to receiving Early Warnings and in preparing for disasters.

Currently, there is a significant lack of equitable and meaningful decision-making opportunities and roles for women in the design and management of Multi-Hazard Early Warning Systems (MHEWS) and related areas. There are significant gender gaps in access to information, technology and digital services. For example, the divide in mobile internet use is most stark in South Asia and Sub-Saharan Africa where, more than half a million women are excluded from the mobile connection and the gender gap scores are 41% and 37%, respectively.

The impacts of hazard events are not gender-neutral. Women are often placed at greater risk through a lack of timely and relevant information about imminent hazards. Women may not have equal access to technology, communication or services, and thus miss out on critical information. This is particularly true for women and marginalized groups living in rural or isolated areas. On the other hand, women are often the drivers, strong networkers, managers, organizers and caretakers in a community, playing a constructive and productive role in EWs and Disaster Risk Management. The value added of women in MHEWS is significant and multifaceted, contributing to the effectiveness, inclusivity, and sustainability of these systems. Women can considerably improve the efficiency of MHEWS through their unique perspectives, knowledge, and roles within communities. Moreover, integrating women's voices and experiences not only improves the outcomes of MHEWS but also promotes equity and empowerment within disaster-prone communities.

To be effective, early warning systems should not only have a sound scientific basis and reliable technology, but also should be people-centred, end-to-end, multi-hazard, trusted and accessible to all. EWS should consider the unique needs and capacities of different groups, including people who are marginalized or living in vulnerable situations. This includes women. Additionally, EWS must recognize and adapt to diverse factors, including the socioeconomic situation, accessibility of basic services and resources, literacy levels, access to communication technologies, cultural values, power dynamics, freedom of movement, and physical location. Not considering gender differences when developing EWS could mean women miss out on benefits but also that opportunities are missed, such as not utilizing women-led community support groups and/or informal dissemination networks.

Barriers and Challenges that can be found in Early Warning Systems



Source: PreventionWeb²

² Budimin, M. et al. (2023) Gender in early warning and early action: why do we still need to talk about it?

Thus, Multi-Hazard Early Warning Systems can be enhanced by taking into considerations key gender aspects. The importance of gender considerations are embedded in the MCP for EW4All. Some general aspects that will guide the project's gender approach include:

- Women often have unique insights into community dynamics, including vulnerabilities and coping strategies, which are crucial for developing targeted early warning messages and response plans.
- Women's involvement helps identify and utilize communication channels that are more accessible to women, such as community networks, women's groups, and mobile technologies suited to their preferences.
- Women often play key roles in disseminating early warnings in culturally appropriate ways, ensuring messages are understood and acted upon effectively across diverse communities.
- Improving community awareness, and in particular women's understanding of climate change and disaster risks, using both traditional and modern scientific knowledge, helps to inform community level disaster risk management and empower women to participate.
- Women's active participation in MHEWS activities can enhance trust and credibility within communities, increasing the likelihood that early warnings will be taken seriously and acted upon promptly.
- Women often have extensive local knowledge and networks, facilitating rapid dissemination of early warnings and mobilization of community resources during emergencies.
- Women's involvement contributes to building community resilience by integrating gender-sensitive approaches into disaster preparedness and response strategies.
- Women often contribute innovative solutions to enhance MHEWS effectiveness, leveraging their practical experiences and knowledge of community dynamics.
- Women often advocate for the needs of vulnerable groups, including children, elderly, and persons with disabilities, ensuring their inclusion in early warning and response efforts.
- There are widespread positive ripple effects from well-supported community- and women-led MHEWS, including greater gender equality and status of women, and broader community-level engagement and empowerment.

3 Gender Assessment for Ecuador

Ecuador is a middle-income country. Its economy is highly dependent on oil and agricultural exports. In the last decade, Ecuador has increased social spending and investments in infrastructure, hospitals and schools. Nevertheless, income inequality remains a problem, with almost half the rural population living in poverty compared to a third of people nationwide. The rates of extreme poverty in rural areas are double that of the total population³.

The Human Development Index (HDI) is developed annually by the United Nations Development Programme (UNDP). This indicator not only measures a country's economic development but also analyzes the health, education, and income of the population. The HDI is a tool used to assess the progress of countries in terms of human development and to compare well-being across different nations.

In 2023, Ecuador's Human Development Index was 0.759, ranking 86th worldwide. This represents an improvement compared to 2020 (the COVID year), when it stood at 0.731⁴.

The Gender Inequality Index (GII) is an indicator developed by the United Nations Development Programme (UNDP) to reflect the disadvantages women face in three key dimensions of human development:

- Reproductive Health: measured through the maternal mortality rate and the adolescent fertility rate.
- Empowerment: measured by the proportion of parliamentary seats occupied by women and the proportion of women and men aged 25 and older with at least a secondary education.
- Labor Market Participation: measured by the labor force participation rate of women and men aged 15 and older.

This index reflects the potential loss in human development due to inequalities between men and women in the aforementioned dimensions. In 2023, Ecuador's Gender Inequality Index was 0.385, ranking 91st worldwide. This represents an improvement compared to 2022, when it stood at 0.388⁵.

According to Ecuador government data from June 2023⁶, income poverty stood at 27%, with urban poverty at 18%, and 46.4% in rural areas. Extreme poverty stood at 10.8%, reaching 5.2% in urban areas and 22.6% in rural areas⁷. Therefore, poverty remains a critical issue, with that 20.0% of women are in a situation of income poverty compared to 17.9% of men, highlighting the vulnerability of women to economic shocks. As for extreme income poverty, women reach 6.2%, while men register 6.4%.

The youth are especially affected: in 2022, 34.44% of the youth (between 15 and 24 years old) lived in poverty⁸. Although income poverty decreased for both men and women in 2022 (from 28.21% to 24.66% for men and from 29.46% to 26.22% for women), the gender gap stood at 1.56 percentage points, a widening that suggests a negative impact of other economic variables, such as inequality in the labour market, wage gaps, unpaid jobs and women spending more time on care. The rate of women who are not in education or in remunerated employment is 15.5% higher than the rate for men. The major causes relate to lack of opportunities, unpaid care work that women do and patriarchal gender norms. The multidimensional poverty rates of indigenous women, montubias⁹ and girls and adolescents are 78.1%, 57.3% and 45.8%, respectively¹⁰. Between 83% and 85% of indigenous boys and girls are in a situation of multidimensional poverty, being the most impoverished population group in the country¹¹. In the case of older adults, the percentage of women

³ [Ecuador \(ifad.org\)](https://www.ifad.org/)

⁴ Source: UNDP.

⁵ GII is a composite metric of gender inequality using three dimensions: reproductive health, empowerment and the labour market. A low GII value indicates low inequality between women and men, and vice-versa.

⁶ [202306 Boletin_pobreza_ENEMDU.pdf \(ecuadorencifras.gob.ec\)](https://www.ecuadorencifras.gob.ec/publicaciones/files/2023/06/Boletin_pobreza_ENEMDU.pdf)

⁷ [20230908-eom-ecuadore-sr-poverty.pdf \(ohchr.org\)](https://www.ohchr.org/es/Document/I/20230908-eom-ecuadore-sr-poverty.pdf)

⁸ Ibid.

⁹ Montubio is the term used to describe the mestizo people of the countryside of coastal Ecuador. The Montubio make up 7.4% of the country's population and they are recognized as having their own cultural identity.

¹⁰ Source: INEC - ENEMDU, December rounds.

¹¹ Pontificia Catholic University of Ecuador - Institute of Economic Research [PUCE-IIE], 2022

living in multidimensional poverty is 58.4%, 52.5% and 20.6% in the case of Montubias, Indigenous and Afro-Ecuadorian women, while percentages are 50.2%, 42.2% and 18% for men in the same groups¹².

Literacy, Education and Access to Information

From 2010 to 2022, the illiteracy rate in Ecuador decreased by 3.1 percentage points, from 6.8% in 2010 to 3.7% in 2022. According to the results of the 2022 Population and Housing Census, out of the total population aged 15 and older (12,625,997), 3.7% (472,228) are illiterate, of which 59.7% are women (281,834). By age groups, people aged 65 and older have the highest percentage of illiteracy, with 51.5%, of whom 63.1% are women. The population aged 30 to 64 represents 43.9% of the total illiteracy in the country, with 57.4% of this group being women. The remaining 4.7% of the illiterate population is concentrated in the age group of 15 to 29 years, with women representing 43.4% of this group¹³.

Ecuador has an estimated population of 16,938,986¹⁴ with 48.7% of men and 51.3% of women. Country-wide 36% of the population have completed only primary level education, 29% have completed only high school and 25% have also completed tertiary education; 4.5% have no education. Literacy rates are 96.3%. However, there are significant differences between the genders, areas in the country and ethnic groups. Illiteracy, for example, is 6.8% in rural areas and nearly 12% for Indigenous peoples. Women are also more likely to be illiterate (4.3% compared to men at 3.1%). There is more parity in the genders around general school and high school attendance. For example, 76.5% of women and 75.5% of men attended high school and 70% of Indigenous groups. Primary attendance is much higher, at 90% or more for all these groups¹⁵. Meanwhile, access to education and vocational training for women is significantly influenced by their ability to utilize digital technologies. According to the 2019 Multipurpose Survey on Information and Communication Technologies (ICT) conducted by INEC, 58.2% of women aged 5 and older own a cell phone, compared to 61.7% of men. Of these figures, 77.3% of women and 76.3% of men use a smartphone¹⁶. In Ecuador, women's access to information varies based on several factors such as age, ethnicity, geographic location, and socioeconomic status. Below are the main ways women access information and the differences observed between men and various groups of women.

Ways of Accessing Information

Traditional Media:

- **Radio:** It is an important source of information, especially in rural areas. Women often listen to radio programs that cover health, education, and government programs; while farmers listen to the radio between 5 and 6 a.m. as they head to the fields (WFP, 2023).
- **Television:** It is accessible in many urban and rural areas. News broadcasts and general interest programs are followed by many women to stay informed (WFP, 2023).
- **Print Media:** Although less common, some groups of women, especially in urban areas, read free newspapers to obtain information (WFP, 2023).

¹² End of Mission statement by Mr Olivier de Shutter. Special Rapporteur on Poverty and Human Rights. Visit to Ecuador 28 August 8 September 2023. [20230908-eom-ecuadore-sr-poverty.pdf \(ohchr.org\)](https://www.ohchr.org/en/documents/hra/human-rights-advocates/20230908-eom-ecuadore-sr-poverty.pdf)

¹³ Source: Instituto Nacional de Estadística y Censos (INEC), Censo de Población y Vivienda 2022. <https://www.censoecuador.gob.ec/resultados-censo/>. See table in the Annexes, page 15.

¹⁴ Ecuador Census data:

<https://app.powerbi.com/view?e=eyJrIjoiaNWUzMjQwOWMtZjFhOS00Njc2LTk0YTItNjcwZmRmY2YxMjkyliwidCI6ImYxNTNhMmU4LWZhZWMtNDQwNj1iMGFiLWY1ZTI1OWJkYTExMjI9>

¹⁵ Ibid.

¹⁶ Source: Instituto Nacional de Estadística y Censos (INEC), Encuesta Multipropósito - Tecnologías de la Información y Comunicación-TIC. 2019. <https://www.ecuadorencifras.gob.ec/tecnologias-de-la-informacion-y-comunicacion-tic-2019/>

Digital Media and Social Networks:

- **Internet:** Internet access is growing, but significant gaps still exist. Young and urban women are the most likely to use the internet to obtain information. In the lowest income quintile, internet access is present in 43.7% of households, while in the highest income quintile, it is present in 79.4% of households (INEC ENEMDU, 2023).
- **Social Networks:** Platforms like Facebook, Instagram, and WhatsApp are popular for sharing and receiving information, especially among young women.
- **Text Messages (SMS):** Used by government programs and health organizations to send information directly to mobile phones.

Community and Personal Sources:

- **Other Women:** Many women obtain information through conversations with friends, family, and neighbors.
- **Community Leaders:** In rural communities, community leaders and local organizations play a crucial role in disseminating information. Community leaders mainly use WhatsApp to coordinate with public and local institutions.
- **Word of mouth:** this is a form of communication that primarily occurs in rural villages.
- **Schools and Educational Institutions:** Young women and mothers often receive information through their children's schools.

Women and men in Ecuador can access information in similar ways; however, there are some notable differences:

- **Digital Divide:** Men tend to have greater access to digital technologies and the internet compared to women, especially in rural areas. 63.2% of male heads of household have internet access, while 60.3% of female heads of household have internet access (INEC ENEMDU, 2023).
- **Gender Roles:** Women, due to their traditional roles in the household, may have less time and fewer opportunities to access information through certain media, such as the internet and television.

There are also differences among groups of women depending on their age, ethnicity, location and socio-economic status.

Age:

- **Young Women:** Prefer social networks and the internet.
- **Older Women:** Prefer traditional media like radio and television.

Ethnicity:

- **Indigenous Women:** In rural areas, radio and community leaders are important sources. Language barriers can also influence how they access information. Indigenous people are the ethnic group with the lowest number of active cell phones (30.2%) (INEC ENEMDU, 2023).
- **Afro-Ecuadorian Women:** Similar to indigenous women, but with a greater tendency to use digital media in urban areas.

Geographic Location:

- **Urban Women:** Greater access to the internet and social networks. At the urban level, 81.1% use the internet, while at the rural level, only 54.5% use the internet (INEC ENEMDU, 2023).
- **Rural Women:** Greater reliance on radio and community leaders. Digital illiteracy is present in 19.4% of the rural population (persons between 15 and 49 years old who meet the criteria of not having an active cell phone, not using a computer, and not using the internet) (INEC ENEMDU, 2023).

Socioeconomic Level:

- **High and Middle:** Greater access to a variety of media, including the internet, cable television, and print media.
- **Low:** More dependent on radio and free television

As far as phones are concerned, based on the results of the 2022 Population and Housing Census, a total of 12,485,705 people use cell phones, which represents nearly 100% of people aged 15 and over in the country. Of these, 48.7% are men and 51.3% are women, indicating a slight majority of female users. Based on data, 55.6% of people specifically own a smartphone¹⁷.

Broken down by age groups:

- Among those aged 5 to 29 years, 5,654,184 people use cell phones, of which 46.2% are men and 44.4% are women. The slight majority of men in this group may be influenced by usage patterns and access to technology at early and young ages.
- Among those aged 30 to 64 years, 5,953,529 people use cell phones, with 46.7% being men and 48.4% being women. Women slightly outnumber men in this age group, which may reflect a higher adoption and use of mobile technology among women in their productive years.
- In the 65 and older age group, 877,992 people use cell phones, of which 7.1% are men and 6.9% are women. The difference here is minimal, indicating an almost equal adoption of cell phone use among older men and women¹⁸.

According to the 2022 Population and Housing Census, conducted by INEC, the following results are detailed regarding the access of the population aged 5 years and older to ICT use in the last 3 months:

- The total number of women accessing mobile phones is 6,409,731, which corresponds to 51.3% of the national total. Of these, 67.9% (4,351,301 women) are in urban areas, and 32.1% (2,058,430 women) are in rural areas. This denotes a notable disparity between urban and rural areas, suggesting the need for specific interventions to improve connectivity and access to technology in rural areas to foster more equitable digital inclusion.
- Regarding women's access to the internet, a total of 5,580,284 women use this service, representing 51.4% of the national total. Of these, 70.9% (3,955,179 women) are in urban areas, while 29.1% (1,625,105 women) reside in rural areas. The disparity in internet access between urban and rural areas can widen the digital divide, contributing to inequalities in socioeconomic, educational, and employment opportunities.
- Regarding women's access to the use of computers or laptops, 2,636,736 women use these devices, representing 51.1% of the total population. Of this group, 77.2% are in urban areas (2,034,796 women) and 22.8% in rural areas (601,940 women). This indicates a significant gap compared to urban areas, which can be attributed to various factors such as lower availability of technology and internet access in rural areas, fewer opportunities for training in digital technology use, or lower purchasing power to buy devices.
- A total of 903,876 women use tablets, representing 51.0% of the total population. Of this group, 80.2% are in urban areas (725,009 women) and 19.8% in rural areas (178,867 women). Tablet use in

¹⁷ <https://datahub.itu.int/data/?e=ECU&i=28318>

¹⁸ Source: Instituto Nacional de Estadística y Censos (INEC), Censo de Población y Vivienda 2022. <https://www.censoecuador.gob.ec/resultados-censo/>

women can be broken down by: 17.2% are women aged 5 to 14 years, 31.9% are women aged 15 to 29 years, 46.1% are women aged 30 to 64 years, and 4.7% are women over 65 years. Tablet use among women is concentrated in ages 15 to 29, used for both studies and recreational and social activities, and in ages 30 to 64, indicating intensive tablet use for professional activities, personal management, and continuous learning. The gap between rural and urban areas has similar factors to the gap in access to computers and laptops.

- Regarding women's access to mobile phones by age group, of the total 6,409,731 women, 12.8% are women aged 5 to 14 years, 31.6% are women aged 15 to 29 years, 48.6% are women aged 30 to 64 years, and 6.9% are women over 65 years. This shows a diverse distribution by age group, with high penetration in productive ages and a significant presence even at the extremes of the age distribution.
- Regarding women's internet use by age group, of the total 5,580,284 women, 15.4% are women aged 5 to 14 years, 32.6% are women aged 15 to 29 years, 47.1% are women aged 30 to 64 years, and 4.9% are women over 65 years. Internet use among women varies significantly by age group, with higher adoption in productive ages and notable penetration among the youngest.
- The national total of women using computers or laptops is 2,636,736. Of this total, 16.2% are women aged 5 to 14 years, 36.2% are women aged 15 to 29 years, 44.7% are women aged 30 to 64 years, and 3.0% are women over 65 years. The use of computers or laptops by women presents higher adoption in productive ages and significant presence even among the youngest¹⁹.

Employment, Labour Participation and Typical Social Expectations on Gender

Gender inequality in employment is evident in both quantitative and qualitative terms. Women have a higher unemployment rate (4.7% vs. 3.2% for men) and are overrepresented in informal jobs, with 67.9% of women in such positions compared to 51.9% of men. Women's average income is significantly lower, highlighting a substantial gender pay gap. Additionally, women represent a smaller portion of the economically active population. The informal employment rate is higher among women (53.2%) than men (51.9%), with young women (ages 18 to 29) facing particularly high unemployment rates, reflecting barriers to labor market entry.

In 2023, the average labor income for men at the national level was USD 496.8, while for women it was USD 420.3. More starkly, the median labor income for men was USD 416.4, in contrast to USD 297.4 for women. This difference of USD 76.5 in average income indicates a gender wage gap, where men earn approximately 18.2% more than women on average. The difference in the median, which is USD 119, shows an even larger gap when considering the midpoint of incomes. Men earn 40% more than women in the median income²⁰. In 2023, the participation rate in unpaid employment for women was 75.8%, which is three times higher than the rate for men at 24.2%. This reveals significant gender disparities in unpaid work. Regarding age groups, it is mainly concentrated in the population aged 15 to 17, with a rate of 82.1% for women and 63.8% for men.²¹ This burden of unpaid work at an early age can interfere with education and development, perpetuating a cycle of gender inequality²².

¹⁹ Source: Instituto Nacional de Estadística y Censos (INEC), Censo de Población y Vivienda 2022. <https://www.censoecuador.gob.ec/resultados-censo/>

²⁰ Source: Instituto Nacional de Estadística y Censos (INEC), Encuesta Nacional de Empleo, Desempleo y Subempleo - ENEMDU Acumulada Anual 2023. <https://www.ecuadorencifras.gob.ec/enemdu-anual/>

²¹ See table in the Annexes, page 17.

²² Source: Instituto Nacional de Estadística y Censos (INEC), Encuesta Nacional de Empleo, Desempleo y Subempleo - ENEMDU Acumulada Anual 2023. <https://www.ecuadorencifras.gob.ec/enemdu-anual/>

In Ecuador, social expectations and cultural beliefs about gender roles are deeply rooted and vary according to region and age groups. These expectations are influenced by historical, economic, social, and cultural factors.

Traditionally, men are expected to be the primary economic providers for the family. They are assigned the role of protectors, and strength, authority, and independence are valued as desirable masculine traits. Meanwhile, women are assigned the role of caregivers and household managers. They are expected to take care of child-rearing and domestic chores. Valued characteristics in women include submission, patience, and dedication to the family.

The activities dominated by men are five times those dominated by women (332 versus 63), and the latter are linked to care and teaching services. According to data from the Central Bank of Ecuador (2021), the activities with the highest proportion of female employment include animal husbandry, publishing directories and mailing lists, hairdressing and beauty services, primary and preschool education, care in institutions, social assistance, clothing manufacturing, jewelry making, among others. Meanwhile, the activities with the highest proportion of male employment include central banking, tobacco product manufacturing, sugar production, wood extraction, wood sheet manufacturing, private security activities, motor vehicle manufacturing, precious mineral product manufacturing, other mineral extraction, machinery manufacturing, among others.²³

Based on the concept of Unpaid Work, which is the time dedicated to domestic activities, caregiving, and community support without receiving payment or remuneration, women's participation is 75.8% and men's is 24.2%. This reflects the social and cultural norms and expectations that assign women the primary responsibility for domestic and caregiving tasks²⁴.

In many households, domestic chores and childcare primarily fall on women, regardless of whether they also participate in the labor market. This unequal distribution of domestic responsibilities reflects a cultural expectation that women should balance work outside the home with household tasks. On average, women spend 31 hours a week on caregiving and unpaid household work, while men spend an average of 9 hours a week on caregiving and unpaid household work. This gap is particularly high for rural, indigenous, montubio women, and those aged 30 to 44 (INEC, EUT, 2012).

There are regional and generational variations to these gender expectations. In cities, there is a growing trend toward gender equity, with more women participating in the labor market and occupying leadership positions. However, traditional expectations still persist in certain sectors and there are challenges particularly around caregiving responsibilities. In rural areas, traditional gender expectations are more pronounced. Women have less access to education and job opportunities, reinforcing their traditional role as household caregivers. In addition, 36% of rural women have access to land compared to 43% of men, resulting in a 4.3% gap in land ownership. In the agricultural sector, 13% of women are remunerated, compared to 35% of men; this figure is explained by the fact that women's work is often unpaid as it is considered an extension of domestic work. Rural women perform 23 more hours of unpaid caregiving and domestic work per week compared to men (INEC, EUT, 2012). This results in lower educational levels, fewer hours available for paid work, lower income, and less access to health care, relying almost exclusively on environmental factors such as soil productivity, water quantity, and quality.

Meanwhile, younger generations (15-34 years) are increasingly challenging traditional gender expectations. Young women are seeking higher levels of education and labor market participation, more willing to question

²³ See table on Ecuador: Occupation by Economic Activity (CIU4) in the Annexes, page 18

²⁴ Source: Instituto Nacional de Estadística y Censos (INEC), Encuesta Nacional de Empleo, Desempleo y Subempleo - ENEMDU Acumulada Anual 2023. <https://www.ecuadorencifras.gob.ec/enemdu-anual/>

and challenge traditional gender roles, with greater professional aspirations, seeking more equity in the distribution of domestic tasks, and with high use of technology and social networks, facilitating access to information, there is an increase in the acceptance of more egalitarian gender roles. On the other hand, older individuals (around 50 years) tend to adhere more to traditional gender norms. Older women may have had less access to education and employment and likely have performed domestic roles for most of their lives. The cultural and social expectations that these generations grew up with strongly influence their perceptions and behaviors. Lower use of technology and access to information, compared to younger generations, may limit their exposure to new ideas about gender equality.

Representation and Participation in Decision Making

In Ecuador, women's political participation has shown significant progress in recent years. Following the legal reforms of 2008 and 2009, measures have been implemented to promote gender parity in politics. As of 2024, women hold 43.8% of the seats in the National Assembly²⁵.

At the local level, women's representation increased in 2023 compared to the 2019 elections. Of the country's 221 cantons, 34 have female mayors, 16 more than in 2019. Regarding provincial prefectures, 7 of the 24 provinces are led by women, representing an increase of 3 compared to the previous elections²⁶.

Regarding the representation of women heading State ministries, in November 2023, the current government appointed 11 women as ministers and secretaries of State, which represents 52% of the total positions in the National Cabinet²⁷.

According to the results of the 2022 Population and Housing Census²⁸, out of a total of 5,188,827 households nationwide, 38.5% of the persons recognized as household representatives are women, while 61.5% are men. In urban areas, 40.6% of household representatives are women and 59.4% are men. In rural areas, the percentages are lower, with 34.7% of women and 65.3% of men as household representatives.

According to ethnic self-identification, the gender distribution of household representatives is as follows:

- In indigenous communities, 35.9% are women and 64.1% are men.
- In Afro-Ecuadorian communities, 46.7% are women and 53.3% are men.
- Among Montubios, 34.2% are women and 65.8% are men.
- Among Mestizos, 38.7% are women and 61.3% are men.
- Among whites, 38.3% are women and 61.7% are men²⁹.

Despite progress, women's participation in public consultations still faces significant challenges in Ecuador. According to a study by CEPAL³⁰, although women attend public consultations, their decisive participation remains limited. This is due to the socioeconomic context, age, region, and the structural and cultural barriers that restrict their real influence in decision-making.

In urban areas, women have more opportunities and resources to participate in public consultations due to a greater presence of feminist organizations and inclusion policies, which have increased women's visibility

²⁵ Source: Asamblea Nacional del Ecuador. <https://www.asambleanacional.gob.ec/es/pleno-asambleistas>. See table in the Annexes, page 18

²⁶ Source: Consejo Nacional Electoral. <https://www.cne.gob.ec/resultados-electorales/>

²⁷ Source: Presidencia de la República del Ecuador. <https://www.presidencia.gob.ec/>

²⁸ See table in the Annexes, page 19.

²⁹ Source: Instituto Nacional de Estadística y Censos (INEC), Censo de Población y Vivienda 2022. <https://www.censoecuador.gob.ec/resultados-censo/>

³⁰ Annual Progress Report on Women in Latin America, 2020

and active roles. According to a UN Women report³¹, urban women tend to be more empowered and occupy more leadership spaces in social movements. In rural areas, participation is more limited due to factors such as lack of access to information, lower educational levels, and traditional gender roles. A study by FLACSO Ecuador³² indicates that in rural areas, women are primarily seen as caregivers, and their public participation is limited. Similarly, women from higher socioeconomic classes have more opportunities and resources, while those from lower strata face additional barriers such as poverty, lack of time due to work and domestic responsibilities, and the scarcity of resources for mobility.

From a cultural and social perspective, women face significant challenges in speaking openly and freely about the issues that affect them due to deeply rooted gender norms and stereotypes. In Indigenous communities, for example, women may face greater restrictions due to patriarchal traditions and social structures and may even be subject to reprisals or discrimination from community leaders or other community members.

Women with greater access to higher education and technology tend to be more empowered and have more influence in their communities. A UNICEF study³³ shows that young people participate more actively in social movements and the defense of their rights, whereas older women show less involvement in gender empowerment movements. Furthermore, there are examples of female leadership in indigenous organizations, showing a gradual change in this dynamic³⁴.

In conclusion, from a sociological point of view, women's participation in public consultations in Ecuador is influenced by a combination of geographical, socioeconomic, cultural, and generational factors. Although there are significant advances, especially in urban areas and among younger generations, structural barriers persist that limit the participation and empowerment of many women in the country. Training initiatives and inclusion policies are crucial to continue advancing gender equality and women's participation in public life.

Gender-Based Violence

Gender-based violence remains a critical issue in Ecuador. According to the National Survey on Family Relations and Gender Violence Against Women (ENVIGMU), conducted by the INEC in 2019:

- 65 out of every 100 women in Ecuador have experienced at least one incident of some type of violence in various contexts throughout their lives including (i) psychological violence 56.9%, (ii) physical violence 35.4%, (iii) sexual violence 32.7%, and (iv) patrimonial violence 16.4%.
- Data from 2019 show that 32 out of every 100 women in Ecuador had experienced at least one incident of some type of violence in various contexts in the last 12 months. The percentages by type of violence are as follows: (i) psychological violence 25.2%, (ii) physical violence 9.2%, (iii) sexual violence 12.0%, and (iv) patrimonial violence 6.1%.
- By ethnic self-identification, 72% of Afro-Ecuadorian women, 64% of Indigenous women, 58% of Montubio women, and 65% of Mestizo women have experienced at least one incident of some type of violence throughout their lives.
- By age groups, 45% of women between 15 and 17 years, 65% between 18 and 29 years, 69% between 30 and 44 years, 66% between 45 and 64 years, and 65% over 65 years have experienced at least one incident of some type of violence throughout their lives.

³¹ Women's Political Participation in Latin America and the Caribbean, 2019

³² Gender and Political Participation in Ecuador, 2018

³³ Youth and Participation in Latin America, 2021

³⁴ Radcliffe, S. and Laurie N., 2006

- By marital status, 77% of separated women, 65% of married women, and 55% of single women have experienced at least one incident of some type of violence throughout their lives.
- Nationally, throughout their lives, 19% of women experienced some type of violence in the educational sphere, 20% in the workplace, 33% in the social sphere, 20% in the family sphere, and 43% in the partner sphere³⁵.

Gender Policies and Legal Framework

Ecuador is a signatory to several international conventions and agreements aimed at promoting gender equality, including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Declaration and Platform for Action. Ecuador has specific legislation on gender equality, gender violence, and national programs and committees dedicated to these issues. These frameworks aim to address gender disparities in various sectors, including education, health, and employment, but gaps remain in their effective implementation, particularly in rural and marginalized communities.

Gender Equality Legislation:

- Constitution of the Republic of Ecuador (2008): Establishes equal rights and prohibits discrimination based on gender.

Gender Violence Legislation:

- Comprehensive Organic Law to Prevent and Eradicate Violence against Women (2018): This law establishes measures to prevent, punish, and eradicate violence against women in its various forms.
- Three recent laws aimed at addressing gender inequalities are: the Organic Law on Voluntary Termination of Pregnancy in Cases of Rape (2022), the Organic Law to Promote the Violet Economy (2023), and the Organic Law on the Right to Human Care (2023).
- Other complementary legislation includes the Labor Harassment Prevention Law (2017), the Human Mobility Law (2017), and Executive Decree 696 (2019).

National Programs:

- National Plan for the Eradication of Gender Violence against Children, Adolescents, and Women (2022-2025): A plan that coordinates efforts to prevent and eradicate gender violence.
- National Agenda for Gender Equality (2021-2025): A territorial planning instrument that reflects collective work with the materiality of human rights.
- National Agricultural Strategy for Rural Women (ENAMR): A public policy instrument aimed at recognizing and making visible the participation and work of women and their importance to Family Farming and contributing from the competencies of the Ministry of Agriculture and Livestock to guarantee their rights.

Gender-Related Institutional Arrangements

Ecuador has established various institutional arrangements to support gender equality, including;

- The National Council for Gender Equality (CNIG): An agency responsible for ensuring the implementation of public policies for gender equality.
- The Ministry of Economic and Social Inclusion (MIES): Has specific programs aimed at protecting and promoting women's rights.

³⁵ Source: Instituto Nacional de Estadística y Censos (INEC), la Encuesta Nacional sobre Relaciones Familiares y Violencia de Género contra las Mujeres (ENVIGMU), 2019. https://www.ecuadorencifras.gob.ec/documentos/web-inec/Estadisticas_Sociales/Violencia_de_genero_2019/Principales%20resultados%20ENVIGMU%202019.pdf

- The Ministry of Women and Human Rights (MMDDHH): Ensures and promotes Human Rights through public policies of prevention, care, and reparation to promote gender equality.

These bodies are responsible for developing and enforcing policies that promote women's rights and gender equality.

Women's Representation and Participation in DRM Sectors

Women's participation in disaster risk management (DRM) sectors is essential for building resilient communities. Efforts to include women in DRM decision-making processes and leadership roles are ongoing, but greater representation and targeted support are needed. Programs that train and empower women in DRM roles can enhance community preparedness and response capabilities, making disaster management more inclusive and effective.

The Organic Law on Risk Management, in its articles 35, 36, and 39, establishes the need for the creation of Community Risk Management Committees as humanitarian response bodies. At the level of certain municipalities, such as Guayaquil, the Community Committee has already been created, which included gender organizations, vulnerable groups, and rural communities. Within this framework, training related to early warnings have been developed; however, they are neither continuous nor planned. UNDP carries out ongoing training projects on disaster preparedness and EWS at community level with the financial support of the European Commission Humanitarian Office (ECHO) and the Bank of Latin American and the Caribbean, this process has special measures to include women and men in an equitable approach. Also, the Ecuadorian Red Cross carries out ongoing training processes for communities on Early Warning mechanisms, as well as preparation for response to emergencies caused by natural phenomena.

Women's participation in activities related to climate change and disaster risk management has been increasing in recent years, although it varies between institutions. In the National Institute of Meteorology and Hydrology (INAMHI), 70 people work, of which only 21% are women (INAMHI, 2024), while in the case of the National Secretariat for Risk Management (SNGR), there are approximately 473 employees, of which 50% are women (SNGR, 2024).

Gender in Early Warnings and Disaster Risk Response

Emergencies and their impacts increase the risks to human life, endangering livelihoods, food security, and health. Women and girls, especially those living in poverty and marginalization, face higher levels of risk and an increased workload due to socially and culturally imposed gender roles. Additionally, they have limited opportunities to respond effectively to emergencies and emerging threats, such as (i) natural hazards: floods, droughts, fires, earthquakes, and volcanic eruptions; (ii) social issues: security crises and other forms of violence.

The impacts of crises on women, both rural and urban, are multidimensional, differentiated, and, in some cases, disproportionate, depending on local contexts as well as the networks and structures of communities, the State, and other public and non-governmental entities. Among the differentiated risks are:

- Depending on the location (rural or urban) of women, the loss of livelihoods varies significantly. In rural areas, a larger percentage of livelihoods depends on agricultural and livestock activities, while in urban areas, formal and informal employment is more predominant. Depending on the source of work, different needs can be identified for the recovery of these livelihoods after an emergency, as well as the implementation of preventive actions to minimize the impacts in the event of a disaster or emergency.
- Another differentiated impact relates to the state network for guaranteeing access to rights (education, health, among others) in different territories. The existence and strength of these networks during emergencies influence the degree of weakening of public systems. While everyone may experience limitations on their rights during a crisis, the weaker the state structure, the greater

the difficulty in restoring it and ensuring those rights. In rural areas, the recovery of these structures that guarantee rights can be more complex.

Additionally, women are particularly vulnerable to climate change, emergencies, and disasters, as social, economic, and political inequalities place them in a position of reduced resilience to adverse effects. A clear example of this is rural women, who, due to limitations in access to and ownership of land, as well as deeply rooted cultural values, face difficulties in accessing credit, financing, tools, or machinery that would enable them to develop enterprises or implement necessary improvements to address challenges.

Among the challenges faced by women are:

- Access to prior information (preparation and warning systems) and during the emergency, regarding actions they can take to safeguard their lives.
- Caring for others during the emergency, as women mostly take on the role of caregivers. This role, in addition to influencing the specific situation during the emergency, impacts both the loss and recovery of livelihoods due to the care of these individuals.
- During emergencies, there has been an increase in pre-existing forms of violence, such as domestic violence, gender-based violence, human trafficking, and other forms of violence that, according to available information, primarily affect women (girls, adolescents, and adults).

Climate change and resource scarcity also have a differentiated impact on women and girls. For example, the decrease in water sources forces them to travel greater distances to access this resource, increasing the daily hours dedicated to unpaid work, which, according to INEC (ENEMDU, 2023), is three times greater for women than men, both in urban and rural areas. During emergencies, such as the pandemic, women's unpaid responsibilities increased significantly, as they took on the care of the home, the elderly, and the sick, in addition to becoming teachers to support their children's education, which created an overload of responsibilities.

The impacts of natural disasters and emergencies are unequal from a gender perspective. Before the COVID-19 health crisis, women were already overrepresented in poverty situations, a situation that worsened after the pandemic. In 2023, for every 100 men in poor households, there were 111.7 women, reflecting their lack of economic autonomy. The health crisis and its economic consequences have deepened poverty and inequality, severely affecting women due to the decline in economic activity in key sectors for female employment, such as tourism, manufacturing, agriculture, commerce, and paid domestic work. This increased vulnerability during emergencies may further limit their access to land ownership, housing, education, health, and participation in political and decision-making spheres, reducing their adaptive capacities (INEC, 2023).

In rural areas, barriers to accessing productive assets (land, technical assistance, machinery) and financial instruments (credit and insurance), coupled with their limited mobility and participation in decision-making, restrict women's ability to develop their productive skills and place them at a disadvantage in producing, marketing, and expanding their businesses, which is reflected in a higher concentration of women in sectors such as agriculture, livestock, forestry, and fishing.

During and after disasters, not all evacuation sites identified by the relevant authorities incorporate a gender or disability perspective, which largely depends on local capacities and infrastructure. The risk of gender-based violence, including domestic violence, can increase, especially in temporary shelters where a lack of privacy and security is common. In rural areas, gender-based violence may be normalized and less frequently reported, making it difficult to provide adequate response and support to victims in emergency situations. Additionally, displaced women may lose their livelihoods and face discrimination when attempting to access reconstruction and economic recovery programs, particularly in rural areas where the loss of land, homes, and crops has a devastating impact, forcing them to migrate in search of resources for survival.

In summary, natural disasters tend to exacerbate pre-existing gender inequalities, and women often face greater risks and challenges compared to men. This unequal impact highlights the need for a gender-sensitive risk management approach that ensures equitable participation of women in all aspects of disaster planning and response.

Some of the differentiating factors between men and women regarding exposure to hazards and response capacity are as follows:

- **Access to preventive information:** Fewer women have access to this information compared to men. Even when they do have general access to information, due to their participation in work-related activities focused on early warnings, they are not always part of their community's alert systems.
- **Access to response information:** Women have less access to this information compared to men.
- **Legal vulnerability:** Women, especially in rural areas, face greater legal vulnerability. The levels of legal ownership of assets such as land, houses, vehicles, and others are usually lower compared to urban areas, and existing legalizations do not always include women.

However, women also have great potential as agents of change in natural resource management, although these strengths are often underestimated by society. The creation of networks and distribution services in rural areas, the development of enterprises, and the adoption of innovative decisions to address current problems arising from disasters and emergencies highlight this potential.

In the country, the main hazards affecting the population are landslides, earthquakes, floods, and droughts. Response capacity in rural areas is particularly affected by a lack of infrastructure, access to production factors, basic services, connectivity, and cultural barriers. In urban areas, the development of response capacities is weak and not adequately socialized at the community level, especially affecting vulnerable groups such as girls, boys, and women.

There are global databases, such as DESINVENTAR, that record multi-hazard disasters with a gender perspective. This information can be used to design multi-hazard early warning systems (MHEWS) and establish specific alert thresholds for communication targeted at women. In the event of disasters, organizations such as the Red Cross, NGOs, state entities, international cooperation, the Church, and volunteer groups, among others, provide support to women. These institutions participate as beneficiaries in pillar 4 of the project, which focuses on preparedness and response capacity. It is anticipated that, starting in 2025, the Ecuadorian Red Cross will establish mechanisms to consolidate and analyze information, ensuring that actions align with the Movement's approach to protection, gender, and inclusion.

Public policy, through government entities at the central and local levels, supports the management of Community Risk Management Committees, providing financing, technical assistance, training, monitoring, follow-up, distribution of goods and services, information systems, response kits, shelters, and humanitarian centers, among others. However, in many cases, specific gender policies for risk management are not considered.

New proposals for regulations and public policies that include a gender perspective represent an opportunity to implement programs and projects aimed at MHEWS that consider differentiated responses according to the needs and realities of territories and vulnerable groups. Currently, there is no significant difference in the level of awareness of early warning information between men, women, boys, and girls, as alerts are delivered through official communication channels and social networks without any specific directionality.

Recommendations

In order to enhance inclusiveness and participation it is crucial to consult women about their needs and preferences through:

Guided interviews with key women in the target communities, which will allow for the collection of detailed testimonies and experiences. Interviewers should preferably be women.

Focus group discussions with women of various ages and backgrounds to gain a deeper understanding of their perspectives and needs.

Develop and administer specific surveys for women that include questions about the project's requirements.

WhatsApp groups for women, where a very specific exchange of information can take place.

Continuous online consultation platforms, where women can provide ongoing feedback on the project.

Proposed activities for the project

1. It is necessary to start with an assessment of needs and preferred communication channels.
2. Both the needs assessment process and the communication of alerts must be in clear and accessible language, including local languages and adapted to local culture. In short, communication strategies must be inclusive, accessible, and culturally relevant.
3. For the planning of activities related to the design and dissemination of alert messages, it is important to involve local governments, leaders, civil society organizations and women's organizations. Support networks could be built, or forms of local cooperation could be fostered. In the indigenous areas, the organizational schemes, which are more developed than in the rest of the population, can be leveraged and also, ancestral knowledge for early warning systems.
4. Capacities should be developed (cascade methodology) and groups of women who have active roles within their communities, such as women leaders, women entrepreneurship and heads of households, or those actors who want to participate actively in the development of project-related activities should be empowered. They should be categorized as information disseminators and response leaders. This should include raising awareness among the families of the women participating in the project, considering the topic of positive masculinities with young people and husbands, and shared responsibility in household activities.
5. Any measure to disseminate information must include facilitating access to the technology that will be used to receive alerts and real-time updates.
6. According to the planning of activities, it is necessary to work on risk management education programs in schools, colleges, and communities, specifically aimed at women and girls.
7. Additionally, training and awareness workshops can be organized on interpreting early warnings and response measures, adapted to the needs and available time of women for their participation.
8. A monitoring and evaluation methodology must be implemented that includes gender indicators to measure the impact of the implemented measures and make adjustments during the development of the project

4 Gender Assessment for Cambodia

Cambodia is ranked 'medium' equality on the UNDP Gender Development Index 2023-24³⁶, comparing Human Development Index achievements for women and men³⁷. Women consist of 50.5% of the total population in Cambodia³⁸ and 31.9% of Cambodian households are female-headed³⁹. Cambodia has a large rural population with 74% of the population living in rural areas⁴⁰ and the majority of them work in the agriculture sector. About 24.4% of the population or 3.4 million people are living with disabilities in Cambodia, including 20.3% with mild or moderate degrees of disability and 4.1% with a severe disability⁴¹. The percentage of women living with disabilities (57%) is higher than that of men (43 %) ⁴². Cambodia's gender equality-related indexes are ranked the lowest among the neighboring countries in the Association of South-East Asian Nations (ASEAN) region. Cambodia is ranked 122th out of 193 countries in the Gender Inequality Index (GII)⁴³ and 102nd of 146 countries in the Global Gender Gap Report 2023.

Cambodia's rapid economic growth from 2009 to 2019, combined with structural change, helped to increase labor earnings and reduce poverty. Living standards have improved, helping Cambodia to narrow urban-rural gaps. However, low-income and rural households still lag in access to basic services and earning opportunities.⁴⁴

Education, Vocational Training and Literacy

Cambodia has made significant progress in achieving gender parity in education. The net enrolment in primary education is around 96% for female students and 95.5% for male students for the academic year 2022-2023⁴⁵. The enrolment rate at lower secondary schools is about 86% for female students and 81.4% for male students while the enrolment rate for both sexes is lower for upper secondary schools, 46% for women and 36.5% for men⁴⁶. However, the proportion of female students in tertiary education and technical vocational training is lower than that of male students, particularly for non-traditional areas of study, such as science, technology, engineering, and math. The Ministry of Education (MoEYS) estimates that only 17% of female students, compared to 40% of male students, studied a Bachelor's Degree in STEAM-related subjects⁴⁷. Literacy has improved steadily for both women and men but remains higher for men at 89.5% compared with 80% for women in 2021⁴⁸. There is also a literacy gap for both genders between rural and the capital of Phnom Penh, of 80.7% and 92.4 % respectively.

Gender gaps in access to education are particularly evident among ethnic minorities and people with disabilities. Indigenous women in Cambodia have a higher illiteracy rate and fewer educational opportunities than their male counterparts⁴⁹. The drop-out rate for both Indigenous female and male adolescents aged 14-18 is of significant concern. Girls are more affected than boys due to a higher demand for girls to do extra household chores during the COVID-19 pandemic, resulting in a widening educational disparity for Indigenous groups, people with disabilities and people living in poverty⁵⁰. This gender gap in education has hampered the ability of rural women to access informed decision-making, hold a job outside of the home, understand laws and regulations that relate to them, and access technologies, extension services, and finance as well as climate change and disaster risks, including early warning information⁵¹.

³⁶ Ranked Group 3 out of 5 categories.

³⁷ UNDP (2024). Human Development Report 2023-24. Group 3: Countries with absolute deviation from gender parity of 5-7.5 percent are considered countries with medium equality in HDI achievements between women and men

³⁸ [Population, female \(% of total population\) - Cambodia | Data \(worldbank.org\)](#)

³⁹ [Female headed households \(% of households with a female head\) - Cambodia | Data \(worldbank.org\)](#)

⁴⁰ [Rural population \(% of total population\) - Cambodia | Data \(worldbank.org\)](#)

⁴¹ MoP/NIS (2022). Cambodia Demographic and Health Survey (CDHS), 2021-2022.

⁴² [NIS, MoSAVY and DAC \(2023\). Persons with disabilities in Cambodia: findings from the Cambodia Demographic and Health Survey, 2014, 2021-2022.](#)

⁴³ UNDP (2023) Human Development Report 2023.

⁴⁴ World Bank Group (2022) Cambodia Poverty Assessment 2022. Toward a more inclusive and resilient Cambodia

⁴⁵ Ministry of Education Youth and Sports (2022). Education Statistics 2022-2023.

⁴⁶ Ministry of Education Youth and Sports (2022). Education Statistics 2021-2022.

⁴⁷ Ibid

⁴⁸ MoP & NIS (2022). National socio-economic survey report..

⁴⁹ IWGIA indigenous global report 2022

⁵⁰ Cambodia COVID-19 Joint Education Needs Assessment Working Group, 2021 cited in United Nations (2022).

⁵¹ USAID (2019). Green Future Activity: Gender analysis, strategy and action plan.

Employment and Labor Participation

In 2023, the women's labor participation rate in Cambodia was 79% compared to men's labor participation rate of 89%⁵². The Cambodia Social and Economic Survey (CSES) showed that 38.3% of women aged 15 to 64 years were employed in the agriculture, forestry, and fishing sectors, 24.2% in the industry sector, and 37.5% services sector (including hospitality and tourism, finance, healthcare and education)⁵³. However, only 40.6% of women are wage and salaried workers, while 59.3% are in 'vulnerable employment', usually working in the informal sector, with insecure working conditions, low pay, and no access to social protection⁵⁴.

Overall, gender gaps remain large between women and men in Cambodia, across industries and occupations. A United Nations study⁵⁵ found that Cambodian women earn about 80% of men's wages while owning fewer assets and that they face more barriers that prevent their equitable access to better-paying work opportunities. The average gender wage gap in Cambodia is around 19%. This is tied to gender disparities in education (a higher share of no primary education, and lower tertiary enrolment), as well as labor market discrimination, gender-segregated occupations, and social norms associated with women's primary domestic role.⁵⁶ Unequal caregiving and domestic loads are major structural barriers for women to take and stay in formal paid employment, undertake skills training, and pursue opportunities for career development.

Representation and Participation in Decision Making

Although there is a robust gender equality perspective reflected in national gender equality policy initiatives and legal frameworks, challenges remain for equal representation and participation of women and men in decision-making positions. Women are still under-represented at all levels of legislative and executive bodies. Women account for about 14% of total parliament members in the current mandate⁵⁷, a decrease from 21% in 2018. More than 10% of senior ministerial positions and around 16% of under-secretary and secretary of state positions are held by women in the executive body. As of 2022, women hold around 27% of leadership positions in civil service, which include roles such as deputy chiefs of offices to director generals. Overall, women make up 42% of the total civil service workforce⁵⁸.

At the sub-national level, the proportion of women remains low in the positions of governor at the capital city/province (8%) and municipality/khan/district (3.43%). The proportion is also low for the positions of chief of Commune/Sangkat (10.65%) and deputy governors at the capital city/provincial (13%), with slightly higher numbers for the position of deputy governor at the municipality/khan levels (20.3%) and members of councilors of Commune/Sangkat with 22%⁵⁹.

Gender-Based Violence and Social Norms

Gender-based violence is still widespread and remains a concern in Cambodia. An estimated 21% of women aged 15-49 years in Cambodia have experienced physical, sexual or emotional violence from intimate partners in their lifetime, and 43% of them report experiencing severe violence with sustained injuries⁶⁰. Emotional abuse by a partner is less visible but no less traumatizing⁶¹ and affects almost one-fifth of Cambodian women (19%). Rural women face higher rates of intimate partner violence than women in urban areas, as do women in their late twenties to forties.⁶² The UN in Cambodia notes that *"harmful gender norms, such as the idea that men are entitled to sex regardless of consent, directly contribute to gender-based violence"*⁶³. Women and girls from Indigenous groups who are survivors of gender-based violence face more

⁵² MoP & NIS (2022). National socio-economic survey report for 2021.

⁵³ Ibid

⁵⁴ Ibid

⁵⁵ United Nations Cambodia. (2022). Gender equality deep dive for Cambodia – common country analysis.

⁵⁶ Ibid.

⁵⁷ Neary Ratanak VI – Promotion of Gender Equality and Empowerment of Women and Children (2024-2028), Ministry of Women's Affairs (MoWA).

⁵⁸ Ibid

⁵⁹ MoWA (2023). Key gender statistics in Cambodia in December 2023.

⁶⁰ MoP/NIS (2023). Cambodia demographic and health survey (2021-22).

⁶¹ Fulu, E., Warner, X., & Moussavi, S. (2013). Men, gender and violence against women in Cambodia: Findings from a household study with men on perpetration of violence. UN Women Cambodia

⁶² MoP/NIS (2022). Cambodia demographic and health survey (2021-2022).

⁶³ United Nations Cambodia (2022).

challenges in seeking legal advice, safe shelter and mental support than non-Indigenous women⁶⁴. The Cambodian cultural practices and social norms continue to contribute to the unequal division of labor in the household and the community as a whole. Besides being involved in productive activities such as farming and generating income, women and girls are also primarily responsible for household and childcare duties. Much of their time is devoted to household chores, childcare, cooking, and cleaning, and Indigenous women in particular, carry a heavy burden in terms of household chores, including housework, farming, raising animals, and collecting forest foods, especially in times of food shortage and disasters. Women are still expected to follow social norms and beliefs that endorse men's privilege while women are undervalued for their capacity and potential. This impacts the roles of women and men in decision-making in the household and the society as a whole. A Ministry of Women's Affairs (MoWA) report⁶⁵ shows that women are involved in managing the household budget, but men are the primary decision-makers for major expenditures. Moreover, a gender analysis report by the ADB⁶⁶ also points out that social norms and low level of education and literacy, are the major barriers preventing women and girls from accessing information, technical skills, and training, having their voices heard, and enjoying preference in their families and society.

Gender Policies and Legal Framework

The Royal Government of Cambodia is committed to promoting gender equality and social inclusion in disaster risk reduction and management, aligning with the 2030 Agenda for Sustainable Development's goal of "leaving no one behind." Key national legislation and policies support this commitment:

- The Constitution of 1993 guarantees equal rights for women and men, including human rights, equality before the law, and active participation in all aspects of national life.
- The Law on the Prevention of Domestic Violence and Protection of Victims addresses domestic violence and promotes gender equality.
- The 2015 Law on Disaster Management focuses on the needs of women, children, the elderly, and people with disabilities during disasters.
- The Government's Pentagonal Strategy Phase I promotes gender equality and women's leadership in key sectors, aiming to reduce vulnerability to gender-based violence and improve social protection for the most vulnerable.
- Neary Ratanak VI (2024-2028), a five-year plan by the Ministry of Women's Affairs, focuses on gender equality and women's empowerment across various sectors, emphasizing care economy, well-being, legal protection, climate change, and governance.
- Cambodia's Updated Nationally Determined Contribution includes gender-focused measures for climate change adaptation, incorporating gender impact assessments and evaluations.
- The National Action Plan for Disaster Risk Reduction (NAP-DRR) 2024-2028 emphasizes gender and vulnerable group-responsive approaches in disaster risk reduction and climate resilience.
- The Climate Change Strategic Plan for Gender and Climate Change (2013-2023) focuses on addressing the needs of vulnerable women and other groups through policy-making, leadership development, and green growth initiatives.
- The Guideline for Gender Mainstreaming in Disaster Management provides practical guidance for integrating gender perspectives in disaster management policies.

Cambodia is also committed to international and regional frameworks promoting gender equality and social inclusion in disaster risk management, including Convention on All forms of Discrimination against Women (CEDAW), United Nations Declaration on the Rights of indigenous People (UNDRIP), United Nations Convention on the Rights of Persons with Disabilities (UNCPRD), the Sendai Framework, ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025, and the Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction.

⁶⁴ Ministry of Women's Affairs (2019). National action plan to prevent violence against women 2019-2023 (NAPVAWIII).

⁶⁵ Ministry of Women's Affairs (2014). Cambodia gender assessment.

⁶⁶ Asian Development Bank (2015), Promoting Women's Economic Empowerment in Cambodia.

<https://www.adb.org/sites/default/files/publication/156499/promoting-womens-economic-empowerment.pdf>

Despite these efforts, challenges remain, such as limited knowledge and skills within ministries for gender analysis, and insufficient resources and funding for gender-focused interventions

Gender-Related Institutional Arrangements

Cambodia has established mechanisms at both national and sub-national levels to advance gender equality and women's empowerment, coordinated by the Ministry of Women's Affairs (MoWA) in collaboration with sectoral ministries, local governments, and development partners.

MoWA plays a crucial role in promoting gender equality by coordinating efforts across public institutions, civil society, and the private sector through various programs and the Technical Working Group on Gender (TWG-G). MoWA also supports the Cambodian National Council for Women (CNCW) in implementing CEDAW and ensuring legal protection for women. MoWA has line departments that work at the provincial level.

Sectoral ministries have Gender Mainstreaming Action Groups (GMAGs) responsible for developing, implementing, and monitoring gender mainstreaming action plans (GMAPs). The National Committee on Disaster Management (NCDM) is forming a gender working group within its secretariat and the Ministry of Women's Affairs is one of the key members of NCDM.

At the sub-national level, Women and Children Consultative Committees (WCCCs) operate at provincial and district levels, and Commune Committees for Women and Children (CCWCs) at the commune level. These committees advise on gender equality and women's and children's issues.

The sub-committees for disaster management were also established at the sub-national level to handle various disaster risks, with a primary focus on emergency responses. The Provincial Department of Women's Affairs and a member of WCCC and CCWC are members of the sub-committees respectively at the province, district, and commune levels, and mostly in the health and hygiene team. Besides this, no specific provision ensures equal representation and participation of diverse groups, including women in the planning, response, and recovery phases.

Women's Representation and Participation in DRM Sectors

Women's representation in government, especially in water resource management, meteorology, hydrology, and disaster management, remains low. According to the latest data from 2023⁶⁷, the Ministry of Water Resources and Meteorology (MoWRAM) has a total of 1,401 officials, with 316 being women (22.5%). Nonetheless, only 16% of these women hold leadership and decision-making positions, including two women as secretaries of state (16%), one woman as under-secretary of state (6%), and two women as deputy general directors (15%). There are no women in the roles of department director or provincial department director. Moreover, a few women are working in technical areas of meteorology and hydrology at both the ministry and provincial levels. For example, in Kratie province, no women are working as technical staff in meteorology and hydrology, and there is only one woman in this field in Kampong Thom province⁶⁸.

There is no comprehensive national data on women in Disaster Management Committees, but in provinces like Kratie, Stung Treng, Ratanakiri, and Banteay Meanchey, women represent less than 13% of officials in existing provincial disaster management committees, which is low compared to civil servants at the provincial level and in other sectors. The majority of them are engaged in the finance and administration work. The mindset and belief that water and disaster management work is more appropriate for men than women persist in Cambodia as men are perceived to be good with science-related technical skills. This contributes to gender gaps in the education sector in the field related to STEM, and gender disparity in government institutions and other sectors.

⁶⁷ Ministry of Water Resource Management and Meteorology (MoWRAM) (2023). Annual congress on 2023 achievements and direction for 2024.

⁶⁸ PDoWRAM in Kratie – there are 5 women among a total of 35 staff but no woman working in meteorology and hydrology; in Kampong Thom – only one woman in meteorology and hydrology offices among 4 women out of 22 staff.

Table 1: Female officials in Disaster Management in selected provinces⁶⁹

Provinces/Committee's Roles	Total	Women	Percentage
Kratie			
Provincial Committee for Disaster Management	48	5	10%
Explore, rescue, and security team	13	0	0%
Response and Recovery Team	33	5	15%
Secretariat	18	4	22%
Total	112	14	12.5%
Stung Treng			
Provincial Committee for Disaster Management	38	4	10%
Explore, rescue, and security team	6	0	0%
Response and recovery team	24	2	8%
Secretariat	12	4	33%
Total	80	10	12.5%
Ratanakiri			
Provincial Committee for Disaster Management	60	3	5%
Explore, Rescue, and Security Team	12	1	8%
Response and recovery team	31	4	13%
Secretariat	18	2	11%
Total	121	10	8 %
Banteay Meanchey			
Provincial Committee for Disaster Management	55	4	7%
Explore, Rescue, and Security Team	23	1	4%
Response and recovery team	29	3	10%
Secretariat	22	4	18%
Total	129	12	9 %

(source: List of members of the Provincial Committee for Disaster Management in the Preparedness and Contingency Plan in Ratanakiri (2024), Kratie (2024), Stung Treng (2023), and Banteay Meanchey (2022).

Gender in Early Warnings and Disaster Risk Response

Efforts to improve disaster information and risk knowledge, such as the CamDi database and PRISM⁷⁰ dashboard, lack of gender-disaggregated data, which hampers understanding the specific vulnerabilities of different groups. Better data collection, analysis, and sharing are crucial for targeted interventions.

NCDM has worked to strengthen disaster information to increase risk knowledge and understanding with the support of development partners, national and international organizations, and the private sector. CamDi serves as a platform database for providing historical damage and loss information. NCDM has produced flood risk maps as well as ID Poor household maps for the 25 municipalities and provinces that were used to integrate into the national and sub-national flood contingency plans and publicly used to raise awareness, particularly in communities prone to hazards and disaster risks. However, none of these initiatives include disaggregation of data such as sex, age, disabilities, and other diversities. The lack of this data disaggregation is one of the biggest barriers to comprehensively understanding of vulnerabilities and impacts of hazards and disaster risks on different groups of people.

In partnership with WFP, NCDM also works to enhance the interactive web-based dashboard called Platform for Real-time Impact Situation Monitoring (PRISM). PRISM assesses the potential risk and impact of climate

⁶⁹ List of members of The Provincial Committee for Disaster Management in the Preparedness and Contingency Plan in Ratanakiri (2024), Kratie (2024), Stung Treng (2023), and Banteay Meanchey (2022).

⁷⁰ CamDi database is a platform database for providing historical damage and loss information. "Platform for Real-time Impact Situation Monitoring (PRISM), "assesses the potential risk and impact of climate hazards on the most vulnerable communities" by combining "information from satellites and other remote sensing sources, field assessment information, early warning systems with data on socioeconomic vulnerability to create actionable climate information, allowing prioritize assistance to those most in need".

hazards on the most vulnerable communities by combining information from satellites and other remote sensing sources, field assessment information, and early warning systems with data on socioeconomic vulnerability to create actionable climate information, allowing priority assistance to those most in need.

Gender and Access to Early Warning Information and Technologies

Cambodia's Early Warning System 1294 (EWS) has been implemented by NCDM nationwide in partnership with PIN for flood and Action Aids for drought to provide alerts and information about disaster risks for better preparedness and mitigation. The EWS 1294 requires users to have a registered mobile phone to receive warnings about natural hazards. Early warning systems (EWS) like EWS 1294 are effective but not inclusive, particularly for women, the elderly, and those without mobile phones. A recent study of PIN⁷¹ shows that most community people, including people living with disabilities, the elderly, women, and Indigenous people were not aware of the existence of the system and did not subscribe due to a lack of knowledge and/or understanding of how to utilize it. Awareness and usage of EWS are lower among women, who often receive information indirectly from local authorities.

Generally, awareness of EWS systems and related information remains limited for both women and men. However, men overall tend to have more information than women, as they regularly follow local news through TV and radio and have better access to smartphones and digital communication such as social media and mobile apps. A national survey (2021-2022) shows that women are less likely than men to own a mobile phone (85% versus 91%)⁷². The access to mass media in Cambodia, particularly in rural areas for women is also lower than that of men, with 22% of women and 30% of men watching TV and fewer women than men listening to the radio at least once a week⁷³. In Kratie, 9 out of 10 people who come to check the water level measurements are men. During the focus group discussion meeting with community men, most of them⁷⁴ also reported that they accessed information on the river water level and weather forecasting through mobile apps (weather apps) and social media, particularly Facebook. Some of them learned about weather apps and searched the Facebook page of MoWRAM from their children. Based on the national survey, none of the interviewed community women either used weather apps or Facebook (only very few of them use smartphones) and rarely listened to radio. All of them said they received flooding alert information from local authorities, particularly group/village leaders through home visits or loudspeakers in some communes, while people living with disabilities mostly received EWS information from their family members. Therefore, multi-channels of communication and dissemination are critically important to ensure everyone and all groups of people have access to EWS information.

Preparedness, Early Actions, and Responses

Contingency and emergency plans include no distinction between the needs of women and more vulnerable groups such as persons with disabilities residing in the affected areas. Moreover, despite community engagement being very important for the contingency and emergency planning process, women and the most vulnerable, including persons with disabilities, are not aware of the process and less likely to be engaged in the planning. Most of the women and men groups in the community meetings in Kratie and Stung Treng provinces reported that they have not been invited or engaged in the consultation about the preparation of their commune contingency and emergency plans or commune development plans. They are not aware of the needs and interventions included in the planning.

During the focus group discussion with groups of persons with disabilities, representatives of organizations for people with disabilities (OPD) in Kratie and Kampong Thom provinces pointed out that despite local authorities and the Committee on Disaster Management team being supportive during the emergency response, the interventions have not been appropriately responding to the specific needs of persons with disabilities, considering the different types of disabilities, including individuals with functional limitations and

⁷¹ People In Need (PIN) 2022. Impact assessment on EWS1294 read on vulnerable groups – people living with disabilities, elderly, women, and minority groups.

⁷² MoP/NIS (2022). Cambodia Demographic and Health Survey (CDHS) 2021-2022.

⁷³ Ibid

⁷⁴ Findings from focus group discussion during the project design mission from April to May 2024.

their limited access to the other services. The stakeholders in the consultation workshop also emphasized the need to enhance the capacity and skills of all involved in disaster management on gender equality and disability inclusion to ensure the interventions and responses appropriately address the needs and vulnerabilities of the affected groups of people.

Access to Safe Evacuation Places

Although efforts have been made to improve safe evacuation sites, concerns remain about the adequacy of facilities and ensuring safety. For instance, in Kratie, only 5 out of 150 listed safe evacuation sites meet the national minimum requirements adopted from WFP, which include at least separate toilets for men and women, clean water storage, and sanitation facilities. Similarly, in Stung Treng, only 2 out of 120 sites meet these basic needs. Public buildings such as schools, pagodas, high roads, and health centers are used as evacuation sites. However, people generally move to these sites only in situations when it is impossible to remain in their homes, as staying at home or on higher ground is often more convenient. Concerns include overcrowding, shared sleeping and cooking spaces, and lack of secure storage for valuables. Additionally, community members, particularly women in Kratie province who participated in focus group discussion meetings and have used these evacuation sites reported that there are inadequate facilities, including shelters, clean water, and toilets. Many had to use flood water for washing and bathing, sometimes filtering it for cooking, or collecting clean water from other places for cooking and drinking. The lack of proper facilities makes it especially challenging for the elderly and persons with disabilities to stay in these safe evacuation places.

Besides the physical facilities, a concern about being safe from other abuses was also pointed out by women who participated in the focus group discussion meetings. Women have reported incidents of physical and emotional violence against women and children in their communities which can worsen during their stay in the evacuation places. The prevalence rate of violence against women is higher in the provinces of Banteay Meanchey (35%), Stung Teng (32%), Ratanakiri (26%), and Kratie (16%)⁷⁵. Ensuring inclusive, well-equipped evacuation sites and addressing gender-specific needs and safety concerns are critical for effective disaster response.

Limited Access to Resources and Services

Vulnerable groups in Cambodia, including the poor, rural women, the elderly, persons with disabilities, and Indigenous communities, have limited capacity to prepare for disasters due to restricted access to resources and services. According to focus group discussion meetings for this project with community members in disaster-prone areas, people holding ID poor cards, and from at-risk households, reported not having extra savings to buy extra food, boats, or household supplies to prepare for emergencies, as they barely earn enough to survive day by day. Both women and men in drought-prone communities noted that during the dry season, especially with increasing high temperatures and heat in early 2024, their crops, agricultural and livelihood activities were severely affected. This impacted their income with inadequate to support their families and no savings for emergencies. They also experienced a lack of water for household use (cooking, washing clothes, and bathing) and safe drinking water, as there was insufficient water from canals, water pumps, and rainwater storage. Some families had to buy water for drinking and household use, exacerbating their vulnerability and exacerbating poverty in these already poor and near-poor families. Thus, limited access to resources for the poor, women, elderly, and persons with disabilities limited these groups' capacities to better prepare and take early anticipatory actions to mitigate the disaster risks and impacts on themselves and their households.

The Cambodian government has expanded its social protection policy to include 'shock-responsive social protection' for at-risk households, aiming to build resilience and mitigate disaster impacts. For better preparation of a more inclusive shock-responsive social protection policy and program, there needs to be a

⁷⁵ MoP/NIS (2022). Cambodia Demographic and Health Survey 2021-2022.

comprehensive understanding of different needs, vulnerabilities, and effects of a crisis on women and men, and most vulnerable groups, particularly in the context of climate disaster risk reduction.

Community-Led Early Warning and Disaster Risk Reduction Initiatives

There are two key initiatives to empower women, and people with disabilities, to engage and lead community disaster response, described below.

Women's Champion Networks: Founded by ActionAid in four provinces, these networks promote women's leadership in disaster management and support communities in understanding and preparing for hazard risks.

Disability Inclusive Climate Action Project: Implemented by Save the Children and partners, this project enhances the inclusion of persons with disabilities in climate actions and disaster risk reduction, ensuring they have access to early warning information and are more resilient.

Areas for Improvement in Early Warning and Gender Inclusiveness

The following are areas where improvement in gender inclusiveness should be considered, which have been taken into account when preparing the Gender Action Plan (GAP).

Enhancing GEDSI Analysis:

- Integrate Gender Equality, Disability, and Social Inclusion (GEDSI) analysis into disaster risk assessments to capture the needs of diverse groups.
- Improve platforms like PRISM and CamDi to include disaggregated data and make them publicly available.

Improving Early Warning Dissemination:

- A comprehensive review and action plan for Emergency Warning (EW) systems should provide analysis and strategies to include inclusivity and to address the digital gender gaps.
- Use multiple communication channels, including cell broadcasting for wider reach, community-based intervention, including outreach activities, targeting women or persons with disabilities who have no access to mobile phones.
- Provide clear, actionable information tailored to different groups' needs.
- Training and awareness campaigns should also specifically target women or ensure gender balance and youth participation.

Preparedness and Early Action:

- Ensure evacuation sites meet minimum standards and are safe for all, particularly women and girls, and are designed inclusively.
- Train and equip community members, including women and persons with disabilities, for early warning actions.
- Building evidence for shock-responsive social protection schemes for preparedness and anticipatory action in the target provinces, especially to include the poor, women, and persons with disabilities.

Cross-Pillar Coordination:

- Create GEDSI mainstreaming guidelines and training for emergency warning systems.
- Increase the representation and participation of vulnerable groups in preparedness and response activities.

Incorporate GEDSI aspects into standard operating procedures and monitoring frameworks, collecting and analyzing disaggregated data.

5 Gender Assessment for Fiji

In 2023 the estimated population of Fiji was 936,375⁷⁶, of which 469,490 are male (50.14 %) and 466,885 are female (49.86%). As of 2023, approximately 41% of Fiji's population lives in rural areas.⁷⁷

Fiji has made strides toward gender equality, yet it faces persistent obstacles rooted in traditional social norms and patriarchal values, especially impacting women's roles in rural areas. While government and non-governmental organizations have promoted gender equality in education and employment, challenges remain, including limited leadership representation, pay inequality, and gender-based violence. These structural issues have direct implications for women's health, education, and economic engagement⁷⁸.

For instance, maternal health has improved, with the maternal mortality ratio decreasing from 49 per 100,000 live births in 2000 to 38 in 2020, a rate that falls below the regional average. Adolescent birth rates have also declined, though 26 births per 1,000 females aged 15-19 were still recorded in 2022. Educational access is comparatively high, with 99% of girls and 92% of boys completing lower secondary school, highlighting progress in youth education.

Despite these advances, economic participation gaps remain substantial. In 2023, labour force participation was 39.1% for women compared to 77.3% for men, showing that female labour engagement has stagnated despite government efforts. Additionally, women remain more likely to work in vulnerable employment, though this rate is lower than the regional average. Unpaid domestic work still disproportionately affects women, who spend nearly three times as much time as men on household tasks. Gender-based violence (GBV) also remains a serious issue, with 52% of Fijian women ages 15-49 reporting intimate partner violence, far above the global average (27%). In terms of political representation, women held only 10.9% of parliamentary seats in 2023, reflecting slow progress in leadership inclusion. These indicators underscore both Fiji's achievements and ongoing barriers to achieving true gender equality.⁷⁹ Progress will require sustained initiatives that address cultural, economic, and social factors comprehensively.

Fiji is ranked 104th out of 193 countries in the UNDP Human Development Index (HDI)⁸⁰. Life expectancy at birth for female is 70.2 and for males is 66.5. Expected years of schooling are 14.4 for females and 13.3 for males in 2022. Mean years of schooling are 10.4 for females and 19.3 for males in 2022. Estimated Gross National Income per capita is 6,282 US Dollars for females and 16,158 US Dollars for males (2017).⁸¹ Fiji's Gender Development Index (GDI) value is 0.940, placing the country in group 3 countries⁸².

Literacy, Education and Vocational Training

The literacy rate in Fiji has progressively increased in recent years with an adult literacy rate of 99.08% -- 99.09% for women aged 15 years and older and 99.08% for men 15 years and older. Fiji has achieved 100% net enrolment in primary education with 100% completion rate, and 88% net enrolment in secondary school. This ratio reflects broader patterns in Oceania, where secondary retention and completion rates are often higher for girls than boys due to factors such as dropout rates influenced by economic and social pressures on young males to enter the workforce earlier.

In Fiji, tertiary education enrolment demonstrates a significant gender difference, with a higher proportion of women attending compared to men. Data from 2019 shows a female-to-male enrolment ratio of approximately 1.31, meaning that for every male student, about 1.31 female students were enrolled at this level. This aligns with broader trends across the Pacific region where female enrolment tends to exceed male

⁷⁶ [Population, total - Fiji | Data](#)

⁷⁷ [Rural population \(% of total population\) - Fiji | Data](#)

⁷⁸ [Country Fact Sheet | UN Women Data Hub](#)

⁷⁹ Indicators source: [Fiji | World Bank Gender Data Portal](#)

⁸⁰ UNDP (2024). Human Development Report 2023-24, pg.289

⁸¹ UNDP (2024). Human Development Report 2023-24, pg.289

⁸² Countries are divided into five groups by absolute deviation from gender parity in HDI values.

UNDP (2024). Human Development Report 2023-24, pg.289

enrolment in higher education. Specifically, gross enrolment rates show 59.9% for women compared to 41.4% for men, suggesting increased female participation and retention in tertiary education⁸³.

Vocational training programs in Fiji also cater to young people, especially those from rural or disadvantaged backgrounds, aiming to provide practical skills for employment. The government's ongoing investment in rural education infrastructure further seeks to equalize educational opportunities across urban and rural areas. Vocational training for Fijian girls is expanding through programs like the Makoi Women's Vocational Training Centre, which offers courses in fields such as aged care and culinary arts, helping over 1,600 women gain marketable skills⁸⁴. Additionally, initiatives like the Girls in STEM camp by Fiji National University and Graduate Women Fiji encourage young women to enter STEM fields through hands-on STEM activities and career talks⁸⁵. These efforts aim to boost women's economic opportunities and address gender gaps in vocational and technical fields.

The table below on *Student Roll by School Type, Gender, and Ethnicity* offers valuable insights into gender distribution across different school types, highlighting areas where gender imbalances persist, alongside ethnicity.

Student Roll by School Type, Gender and Ethnicity; table adapted from Ministry of Education Strategic Development Plan 2023-2026

School Type	I-Taukei	I-Taukei	Indian with Fijian Descent	Indian with Fijian Descent	Others	Others	Rotuman	Rotuman	Grand Total
	Female	Male	Female	Male	Female	Male	Female	Male	
ECE	7156	7818	1647	1737	269	272	68	67	19034
Primary	55127	60452	16566	17289	2461	2550	558	545	155548
Secondary	27348	24874	9704	9091	1509	1419	391	379	74715
Grand Total	89631	93144	27917	28117	4239	4241	1017	991	249297

Source: FEMIS 2023

Employment and Labor Participation

Traditionally women's role is to care for family members and carry out domestic work. This includes caring for children, the elderly and family members with disabilities in the household. According to the World Bank, women in Fiji spend 2.9 times as much time on unpaid domestic and care work than men⁸⁶.

Fiji has a labour force participation rate of 57.6 per cent. Labour force participation and employment for Fijian women show significant disparities compared to men. As of 2023, the female labour force participation rate was about 39.1%, while male participation was around 77.3%. This difference reflects not only lower participation rates among women but also an overrepresentation of women in informal, low-paid, or unpaid work. In the formal sector, about 35.2% of women hold paid jobs. Women tend to earn about one-third less than men, with much of their employment concentrated in lower-paying sectors, adding to financial instability and inequality.⁸⁷

In its 2018 review, the Committee on the Elimination of Discrimination against Women highlighted ongoing concerns about the low participation rate of women in Fiji's workforce. These concerns were reiterated in Fiji's 2019 Universal Periodic Review (UPR) and in a direct request from the Committee of Experts on the Application of Conventions and Recommendations (CEACR). Key issues included Fiji's wide gender pay gap—

⁸³ [Fiji Female to male ratio, students at tertiary level education - data, chart | TheGlobalEconomy.com](#) ; [Ratio of Female to Male Tertiary School Enrollment for Fiji \(SEENRTERTFMZSFJI\) | FRED | St. Louis Fed](#) ; [Fiji - Ratio of female to male tertiary enrollment; World Bank Document](#)

⁸⁴ [89 women graduated from the Makoi Women's Vocational Training Centre](#)

⁸⁵ <https://www.fijitimes.com.fj/fnu-and-graduate-women-fiji-hold-camp-to-boost-female-participation-in-stem/>

⁸⁶ Source:- PDF - Theresa Gigov May 2023. Tackling Gender Inequality in Fiji: Business Responsibilities & Opportunities. Ocean and Human Rights. (www.ocean-humanrights.org/resources)

⁸⁷ ILO (2024) Fiji country Factsheet 2024; [Fiji Female labor force participation - data, chart | TheGlobalEconomy.com](#);

the largest in the region—as well as the high concentration of women in low-paying, informal sector jobs, where they often lack access to maternity rights, legal protections, secure benefits, and representation. Additionally, workplace sexual harassment and other forms of sexual assault remains an issue. In response, Fiji became the second country to ratify ILO Convention C190 in 2020, aiming to address workplace violence and harassment. However, some women continue to face limited employment options, with some compelled to engage in sex work due to economic pressures and challenges with enforcing child support obligations⁸⁸.

Efforts to improve women's economic empowerment are ongoing, with the Fijian government and NGOs working on policies and action plans that target key barriers, such as lack of access to markets, limited training opportunities, and restrictive cultural norms. Additionally, Fiji's Women's Economic Empowerment National Action Plan aims to create a more supportive environment for women's equal participation in the economy, from microenterprise support to skills development and advocacy for fair policies⁸⁹.

Rural women play a significant role in the economic survival of their families. This is especially relevant in Fiji where agriculture is the main source of income and employment in rural areas. According to the FAO Country Gender Assessment of Agriculture and the Rural Sector in Fiji (FAO/SPC, 2019⁹⁰), employment opportunities are very limited in rural Fiji and informality prevails, accounting for two thirds of all informal workers in the country. Rural women earn a quarter less than their male peers and seem to be dedicated to physically strenuous and time-intensive agriculture tasks that add to their reproductive role responsibilities, linked to caring for her families, household chores and needs. Poor access to agricultural land is also a constrain to women's agricultural activities. Their inability to own land is a key factor that constrains women's ability to cultivate commercial crops and engage in agribusiness

Within agricultural households, women make decisions related to their domestic responsibilities and may share decisions about economic activities with their husbands/partners. However, due to patriarchal norms, men are generally considered the family decision makers. Women tend to have less voice in decisions about community-based management of natural resources, even though they rely on these resources for their subsistence and income-generating activities.

While women have full rights of inheritance and property ownership by law, local authorities often exclude them from decision-making processes on disposition of indigenous communal land. Limiting women's access to land is a central barrier to founding a formal business and puts pressure on them to marry. Women's dependency on men is a central challenge.⁹¹

Roles and Responsibilities of Women in Fiji's Economic Sectors

Women in Fiji play integral roles across various sectors in both rural and urban settings, contributing significantly to the economy and society. While their contributions are often essential to community well-being, they are frequently concentrated in sectors that may lack high visibility or tend to be lower-income and low-productivity fields. This section explores the diverse economic roles of Fijian women, from agriculture and food security to professional and technical fields, highlighting the challenges and opportunities they face⁹².

⁸⁸ ILO (2024) Fiji country Factsheet 2024

⁸⁹ [Urgent need to develop a Fiji Women's Economic Empowerment National Action Plan - Cabinet](#)

⁹⁰ <https://openknowledge.fao.org/items/bc192084-98fb-4efb-a1dc-8eec1d01dc90>

⁹¹ Theresa Gigov May 2023. Tackling Gender Inequality in Fiji: Business Responsibilities & Opportunities. Ocean and Human Rights. (www.ocean-humanrights.org/resources)

^{92a} FAO and SPC. 2019. Country gender assessment of agriculture and the rural sector in Fiji. Suva. <https://openknowledge.fao.org/items/bc192084-98fb-4efb-a1dc-8eec1d01dc90>

^{17b} Data and figures in section are taken from : Fiji Country Gender Assessment Deep Dive 2023. https://www.mwccsp.gov.fj/wp-content/uploads/2023/04/0227_DeepDive_SINGLE_PAGES.pdf

Food Security and Nutrition

Women are central to food security and nutrition across Fiji. In rural areas, women actively cultivate food crops, contributing to the community's food supply. In both rural and urban households, women are typically responsible for buying, preparing, and ensuring the availability of nutritious food for their families. This role is vital to the health and well-being of families and communities, as women ensure that family members have consistent access to essential nutrients.

Market Vendors and Economic Participation

Women account for 80% of the approximately 3,000 market vendors across Fiji's thirteen municipal markets. These vendors contribute significantly to local economies, providing a vital link between agricultural production and consumer markets. The presence of women in markets highlights their role as economic agents within their communities, enabling them to generate income, support their households, and participate in the local economy.

Farming, Forestry, and Fisheries

Though women represent only about 4% of the workforce in farming, forestry, and fisheries, their involvement in these sectors remains important. Women in these areas often engage in subsistence agriculture, fisheries, or small-scale farming to supplement household income and contribute to family food security.

Tourism Sector

The tourism industry employs a considerable portion of the female workforce in Fiji, with women comprising at least one-third of this sector. However, while women are prevalent in tourism, they are underrepresented in higher-paying professional or managerial positions, with only about one-quarter holding such roles.

Handicrafts and Artisan Value Chains

Women dominate the handicraft and artisan sector, where they often work as individual artisans, within family units, or in small collectives. These groups are sometimes self-formed but are also facilitated by civil society organizations (CSOs), international entities, and government agencies. By producing traditional Fijian crafts, these women preserve cultural heritage while also generating income through tourism and local markets.

Micro, Small, and Medium Enterprises (MSMEs)

Women are highly active in Fiji's informal economy, where most micro, small, and medium enterprises (MSMEs) operate. Approximately half of all MSMEs are owned by women, highlighting their entrepreneurial spirit and resilience. However, many of these women-owned businesses are concentrated in crowded, low-productivity areas like canteens, tailoring, beauty services, food processing, and second-hand clothing.

Professional and Technical Fields

Fijian women have an established and growing presence in professional and technical fields, supported by their strong participation in educational institutions. Increasingly, women are moving into leadership roles within various professional associations, indicating that their presence in professional fields will likely

continue to rise. This trend reflects the impact of education and professional networks on women's career growth and development.

Mining Sector

Although women's participation in the mining sector is minimal, their roles are often in skilled and technical positions. Women make up 12.4% of the workforce in mining, primarily holding scientific and technical roles such as laboratory technicians, geologists, and environmental management specialists. Their presence in skilled positions within mining demonstrates their capacity to succeed in traditionally male-dominated fields, though opportunities remain limited.

Global Outsourcing Services

Fiji's global outsourcing industry employs a substantial proportion of women, who make up approximately 65-70% of this workforce. This sector offers women employment opportunities that might not otherwise be available locally, contributing to both personal and national economic development.⁹³

Female Representation in Fiji's Public Sector and Governance

Women in Fiji are progressively entering traditionally male-dominated fields such as the judiciary, law enforcement, and senior civil service positions. However, only 5 out of 55 parliamentary seats (9.1%) are held by women⁹⁴. Similarly, women account for a low percentage of leadership roles in Fiji's management boards. A recent study by the Fiji Women's Rights Movement found that women comprise only 21% of board members (40 out of 192), with 10 out of 38 boards having less than 30% female participation⁹⁵. While the female share of senior and middle management roles in Fiji's workforce was 38.6% as of 2016, representation in ministerial-level positions was only 5.26% in 2022⁹⁶.

Gender relevant legal framework and institutional arrangements

Fiji has made significant strides in promoting gender equality through both international commitments and national legislation. As a signatory to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and through policies like the National Gender Policy and the Women's Economic Empowerment National Action Plan, Fiji demonstrates its commitment to gender equity. However, cultural norms and ingrained societal practices continue to challenge the pace of progress. This section provides an overview of some of Fiji's major gender-focused laws, policies, and initiatives.

National Gender Policy (2014)

In 2014, Fiji adopted the National Gender Policy, establishing a framework to promote gender equity, equality, social justice, and sustainable development. The policy aims to improve the quality of life for both men and women by:

- Promoting gender mainstreaming across government agencies
- Addressing and removing gender inequalities
- Advancing sustainable development through gender equity

⁹³ Fiji Country Gender Assessment Deep Dive 2023.

https://www.mwcsp.gov.fj/wp-content/uploads/2023/04/0227_DeepDive_SINGLE_PAGES.pdf

⁹⁴ Source: Inter-Parliamentary Union, 2023.

⁹⁵ Perception Study on Leadership in Fiji. Fiji Womens Rights Movement. Nov 2022.

http://www.fwrn.org.fj/images/fwrn2017/PDFs/research/FWRM_Gender_Diversity_Incl_GoF_Boards-Final_.pdf

⁹⁶ World Bank Gender Data Portal

Through this policy, Fiji prioritizes the integration of gender perspectives in all government policies, programs, and projects to reduce gender-based discrimination and support social progress.⁹⁷

Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and Committee Oversight

As a CEDAW signatory, Fiji aligns its policies with global standards for gender equality. The CEDAW Committee monitors Fiji's progress and compliance, urging the government to enact measures that ensure women's rights across all spheres, including education, employment, and personal safety. Fiji's engagement with the CEDAW Committee highlights its ongoing commitment to these international standards.

National Action Plan to Prevent Violence Against All Women and Girls (VAWG) 2023-2028

This five-year action plan, launched in 2023, represents a comprehensive approach to tackling violence against women and girls in Fiji. The plan includes:

- Strategies to prevent violence through education and advocacy
- Initiatives that address social and cultural norms contributing to gender-based violence
- Partnerships with civil society, the private sector, and international organizations

The plan is critical to reducing violence and enhancing support for survivors, underscoring Fiji's dedication to safeguarding the rights and well-being of women and girls⁹⁸.

Family Law Act (2003)

The Family Law Act modernized Fiji's approach to family and domestic relations, introducing laws that promote gender equality within families. This includes:

- Rights regarding marriage, divorce, and custody that aim to protect both partners and children.
- Provisions to ensure that family law disputes are resolved fairly, with attention to the rights and needs of women and children.

The act is a step forward in addressing gender biases in family law and supporting equitable relationships within households.

Employment Regulations Act (2007)⁹⁹

The Employment Regulations Act introduced important provisions for workplace equality and protection, including:

- Ensuring fair treatment and protection from discrimination in employment
- Establishing standards for workplace safety, conditions, and benefits
- Protecting women's rights in employment, especially regarding maternity and equal pay

This law supports women's economic empowerment by providing legal recourse for gender discrimination in the workplace.

National Policy on Sexual Harassment in the Workplace (2007)

⁹⁷ National-Gender-Policy-FIJI-.pdf; <https://www.fiji.gov.fj/>

⁹⁸ Source - fiji_nap_2023-2028-digital-final.pdf

⁹⁹ [EMPLOYMENT RELATIONS ACT 2007 - Laws of Fiji](#)

To combat workplace harassment, Fiji introduced the National Policy on Sexual Harassment, which includes:

- Clear guidelines for employers and employees to prevent harassment
- Procedures for reporting and addressing complaints of harassment
- Protective measures to foster respectful and safe work environments

This policy is a critical measure for gender equality, ensuring that women feel secure and valued in their workplaces.

Fiji has enacted significant legislation and action plans to promote gender equality, protect women's rights, and empower women across all sectors of society. However, despite these advancements, cultural practices and longstanding social norms continue to pose challenges to achieving full gender equity. Nonetheless, Fiji's legislative framework sets a foundation for continued progress towards gender equality, creating pathways for women to thrive in all aspects of life.

Institutional arrangements

In Fiji, a diverse network of institutions works toward achieving gender equality and empowering women across all facets of society. This section examines key governmental bodies, such as the **Ministry of Women, Children, and Social Protection** and the **Ministry of iTaukei Affairs**, alongside Ministry of Rural, Maritime & Disaster Management and Ministry of Housing and Local governments which administers local councils, district and provinces, they drive policies and programs supporting women's rights, economic empowerment and social welfare.

Additionally, non-governmental organizations, international agencies, and faith-based groups play crucial roles in addressing issues like gender-based violence, economic empowerment, and inclusive leadership in Fiji. Organizations like the **Fiji Women's Crisis Center** and **Women's Fund Fiji** provide essential support and advocacy, especially for marginalized communities. Faith-based groups, including the **House of Sarah** and **Catholic Women's League**, further strengthen social networks for women through community engagement and support.

Together, these institutions form a comprehensive framework that promotes gender equity and helps build a more inclusive and resilient Fiji.

Government Ministries and Local Governments

Fiji's governance structure includes four divisions (Central/Western/Northern/Eastern) serving a total of 14 provinces, and various local councils with distinct functions.

Ministry of Women, Children, and Social Protection

The Ministry has three departments: **Department of Women**, **Department of Children**, and **Department of Social Welfare**. Each department implements various services and programs to support families, protect children, and empower women.

The **Department of Women** focuses on gender equality through initiatives like:

- **REACH Project** (Rights, Empowerment, and Cohesion of Rights for Rural and Urban Fijians): A mobile service delivery project prioritizing outreach to remote communities.
- **Women's Economic Empowerment National Action Plan (WEE NAP) 2024-2029**: Supports national development through economic empowerment of women.
- **Women's Plan of Action**: Focuses on gender-based violence.

Ministry of iTaukei Affairs

- Responsible for the welfare and governance of the iTaukei people, this Ministry oversees cultural mapping and integrates iTaukei development interests into national plans.
- Programs emphasize sustainable development, climate resilience, and partnerships with non-governmental organizations and community-based organizations.
- Provincial Offices and Soqosoqo vaka Marama: Represents iTaukei women in governance matters and supports their social and economic advancement.

Ministry for Rural Maritime Development and Disaster Management

The Ministry plays a critical role in working with other government agencies to better serve marginalised communities. The ministry has three main portfolio that is (i) rural development (ii) maritime development and (iii) disaster management. Under its five strategic priority areas are capital programs which includes:-

- Community access, roads, footpaths, footbridges
- Self-help programs
- Water programs
- Rural outer island programs
- Rural housing assistance
- Seafaring entrepreneurial assistance
- Sanitation programs

Projects under these capital programs have benefitted women, children, youths, aging people and persons living with disability

Ministry for Housing and Local Government

The ministry oversees two portfolios: Department of housing and local government. The department of Local Government supports & monitors the functions of the municipalities and is responsible for overseeing the administration and regulations of the councils, as well as overseeing the functions of the National Fire Authority. Local government plays a role in economic empowerment and development of rural women vendors in the municipal markets and licensing of informal business sectors such as street hawkers (for example jewellery sellers, florists, food sellers etc). It is responsible for infrastructural developments that address the safe keeping and protection of women and children within the market work space.

The National Fire Authority through their community awareness and education program are extending their training programs to build community capacity skills and knowledge by empowering abled men and women as well as youths as frontline responders during disasters. This information was gathered from the communities visited during the field interview.

Provincial Councils (supported by the Ministry of iTaukei Affairs): Empower and protect indigenous Fijians' land and resources.

Municipal Councils: Local governance bodies that oversee urban areas under the Ministry of Local Government.

Rural Local Authorities: Manage governance in non-municipal rural areas, providing additional support and services to rural populations.

Non-Governmental Organizations (NGOs)

Soqosoqo Vakamarama i-Taukei

Founded in 1924, this is one of Fiji's oldest Indigenous Women's Organizations, advocating for iTaukei women's rights and representation at the provincial level.

Fiji Women's Crisis Center (FWCC)

Provides essential services to survivors of gender-based violence, with counseling, legal, and medical support, along with a 24/7 toll-free hotline.

Fiji Women's Rights Movement (FWRM)

A feminist organization that champions women's human rights, focusing on legislative reform to remove discrimination and promote gender equality.

We Rise Coalition

A coalition of feminist organizations working toward gender equality and inclusive rights for diverse gender identities, supporting transformative change through collaboration.

Women's Fund Fiji

Established in 2017, the Fund provides financial support and capacity-building for women's organizations, especially those serving marginalized communities such as women with disabilities and LGBTQ+ groups.

FemLink Pacific

A feminist media organization with programs like **FEMTalk 89FM** and **Suitcase Radio** that give women a voice in media, disaster preparedness, and gender equality.

International and Multilateral Organizations

UN Women - Fiji Multi-Country Office

Works with governments and civil society to design and implement laws, policies, and programs aimed at achieving gender equality, in line with global standards.

UNDP Pacific Office – Fiji Multi-Country Office

UNDP Fiji MCO is committed to integrating gender equality and women empowerment into every facet of its programmatic activities. Its transformative gender-focussed efforts has led to the achievement of the Gender Equality Gold Seal. The accelerator lab has contributed immensely to finding innovative solutions to address the root causes of gender inequalities in the Pacific Islands. Furthermore, their work in Fiji has shown support and co-ownership of gender equality across programmes and operation. These includes the implementation of 2021-2022 Gender Equality Strategy, partnering with Fiji Police Force to support survivors of gender-based violence, supporting women's political participation in processes, in parliament and caucus membership, strengthening access to justice for women that survive violence, using sports to promote gender equality by establishing non-discriminating and teamwork values and analysing the laws and policies from a gender perspective.

Secretariat of the Pacific Community (SPC)

The Secretariat of the Pacific Community (SPC) has several initiatives to promote gender equality in the Pacific region, including: Pacific Platform for Action (a roadmap to achieve gender equality and improve the well-being of women and girls in the Pacific. It supports the commitments made by Pacific Island countries

and territories to gender equality), Pacific Gender Statistics Dashboard (a tool that provides a comprehensive overview of gender-related indicators and metrics in the Pacific. The dashboard organizes data into five thematic areas, including population demographics, economic participation, education, health, and safety), Pacific Partnership to End Violence Against Women (a program that includes working with Ministries of Education, teachers, and teacher training institutes to develop gender-responsive school policies. The program also partners with young people to build a pool of trainers to deliver community-based interventions, SPC Gender Flagship (a program that charts the pathway for gender equality in the Pacific).

It also highlighted other gender-related initiatives, including: training authorized justices to issue Interim Protection Orders for survivors of domestic violence, breaking barriers for LGBTQI human rights, International Women's Day and Micronesian Women's Conference.

International Women's Development Agency (IWDA)

IWDA is a feminist organization working towards resourcing women rights organization, promote systematic change, strengthens feminist movements, equality insights – the use of data to drive transformative change and resource empowerment through research to develop tools, frameworks and policies. In Fiji, IWDA works in partnership with FemLINKpacific and Fiji Women's Rights Movement (FWRM).

Faith-Based Organizations

House of Sarah (Association of Anglican Women)

Launched in 2009, House of Sarah provides counselling and support services for women affected by violence and builds coalitions within the Christian community.

Catholic Women's League, Fiji

Established in 1968, this organization has over 2,000 members across 36 parishes, promoting social and spiritual development for women.

Fiji Muslim Women's League

An organization affiliated with the National Council of Women in Fiji, addressing the needs of Muslim women, especially in areas like housing and youth support.

Methodist Women Fellowship in Fiji

Part of the World Federation of Methodist and Uniting Church Women, promoting leadership and development among Methodist women in Fiji.

Gender-Based Violence

Data reveals that Fiji has some of the highest rates of violence against women in the world. It is deemed that 72% of women in Fiji (aged between 18-64) have experienced physical, emotional, or sexual violence by their intimate partners in their lifetime²⁵ with 16% of adult women have reported being sexually abused before the age of 15 years²⁶. Director of Public Prosecution reported 94% of rape survivors were women with 68% of cases involving girls under the age of 18 years²⁷. Additionally, 73% of children directly or indirectly experience GBV, usually by male family members, 74% reported sexual violence cases of children under age

of 18 years.¹⁰⁰ The most common form of sexual violence in Fiji is child sexual abuse, primarily of girls and some boys under the age of 18 years¹⁰¹.

The trend of violence against women and girls in Fiji reveal 2 in 3 ever-partnered women in Fiji have experienced physical and/ or sexual violence from a male intimate partner in their lifetime, 1 in 3 ever-partnered women experienced marital rape, 1 in 4 women experienced economic abuse, 1 in 3 women have experienced violence from a man who is not their partner, and 1 in 5 women have experienced sexual harassment in the workplace in the formal sector, noting rates are unknown in the informal sector .

People of diverse sexual orientations, gender identities, and sex characteristics (including lesbian, bisexual and transgender women, gay men, transgender men and gender nonconforming people) experience higher rates, and more severe forms of violence from partners, family members and communities²⁶.

Women living with disability are particularly at risk for experiencing physical, economic, sexual and emotional violence from family members, partners, caregivers and institutions (health, social services, etc.) with more rigorous research required to understand the full extent of violence experienced²⁶.

Social Norms and Gender Roles in Fiji

In Fiji, social norms and cultural beliefs strongly shape women's roles, influencing their participation in decision-making and public life. These norms, rooted in Fiji's diverse ethnic traditions, often limit women's autonomy, particularly in community settings, where traditional hierarchies shape how women express their needs and concerns.

Women's Participation in Public Consultations

While women in Fiji do participate in public consultations, their involvement is often constrained by cultural hierarchies. When women have decision-making power, they are able to give voice to their interests, preferences and needs, either directly through holding positions of power in the public and private sectors or indirectly by lobbying and advocating through diverse individual and collective, formal and informal mechanisms and channels¹⁰².

In i-Taukei communities, women typically voice concerns indirectly through community women's groups or leaders, adhering to established protocols. In Indo-Fijian and settlement communities, similar structures exist but vary in form. Women's participation, therefore, is shaped by these social structures, which may limit their ability to openly and freely discuss issues affecting them.

Social Expectations and Empowerment

Fiji's patriarchal society reinforces a perception of male dominance, especially within households, and expectations around gender roles remain strong. Women are often seen as caregivers and supporters, while men hold primary decision-making roles. These expectations differ somewhat across ethnic groups and between rural and urban settings, with rural communities and older generations holding more traditional views. Younger Fijians, especially in urban areas, may be more open to shifting gender roles, though traditional beliefs continue to exert significant influence.

²⁵ Sexual and reproductive health and gender-based violence in Fiji: A review of policy and legislation.

https://pacific.unfpa.org/sites/default/files/pub-pdf/fiji_policy_and_legislative_review_290922.pdf

¹⁰¹ Fiji National Action Plan to Prevent Violence Against All Women and Girls (VAWG) 2023 – 2028.

https://asiapacific.unwomen.org/sites/default/files/2023-09/fiji_nap_2023-2028-digital-final.pdf

²⁷ Office of the Director of Public Prosecutions Rape and Sexual Offences Statistics for the years 2017, 2018, 2019, 2020.

<http://odpp.com.fj/mediaupdates-2/>

²⁸ Fiji Women's Crisis Centre (FWCC), 2013, 'Somebody's life, Everybody's business! National Research on Women's Health and Life Experiences in Fiji'. Available at: <http://www.fijiwomen.com/wp-content/uploads/2017/11/National-Survey-Summary.pdf>

Regional and Generational Differences

Gender expectations in Fiji vary widely based on ethnicity, region, and age. Rural areas and older generations tend to uphold traditional gender roles, while younger, urban Fijians are more likely to embrace progressive views on women's empowerment and participation. These differences reflect a gradual shift towards gender equity in some areas, though patriarchal norms persist, especially in rural and traditional communities.

Social norms in Fiji both shape and restrict women's roles in public life, with traditional beliefs reinforcing male dominance and limiting women's participation. As urbanization and generational change introduce more progressive perspectives, Fiji continues to navigate the balance between tradition and the push for gender equality.

Bridging Fiji's Digital Divide: Data Insights and Strategic Suggestions for Women's Inclusion

In Fiji, access to digital tools and information reveals notable gender disparities, especially among low-income communities and rural populations. Although 66% of Fijians were reported to have internet access in 2020, and mobile phone ownership exceeded the population at 139%¹⁰³, barriers remain for many women in terms of accessing and using technology on an equal footing with men. Digital adoption data is primarily general, but available research suggests that men and women in Fiji do not experience technology access in the same way.

Globally, data from GSMA's Women¹⁰⁴ project shows that women in low-income communities are 21% less likely to own mobile phones than men, with many women reporting comfort with basic phone functions like making and receiving calls but far less confidence in using advanced features such as texting. Additionally, fewer than half of the women surveyed felt proficient in sending text messages. Even so, many women expressed strong interest in learning about more advanced features, like mobile banking, online bill payments, and internet browsing—services that are increasingly essential for participating in modern digital economies. However, technical literacy and familiarity with these features are often limited, especially in rural or isolated areas. Local context also plays a significant role, as factors like gender norms, age, and geographic isolation can impact women's access and comfort with technology.

Internet access is also uneven between urban and rural areas. A 2022 survey by the United Nations Capital Development Fund (UNCDF) found that while 45% of Fijians aged 15–74 possess a payment card linked to a current account, only 16% of adults made an online purchase in the three months before the survey. This low adoption rate for digital transactions highlights several barriers, including limited eCommerce infrastructure, low financial literacy, and gaps in digital infrastructure, especially in rural and maritime regions. Fiji's dispersed islands and rugged geography complicate the development of consistent network coverage and technology access, and approximately 2% of the population remains outside of the reach of 2G, 3G, or 4G connectivity. Digital transformation in these rural and remote areas lags significantly behind that of urban centres¹⁰⁵.

In terms of accessing information, Fijian women rely on multiple sources, including radio, television, SMS, social media, and newspapers printed in English, iTaukei, and Urdu. Word-of-mouth remains a vital channel, especially in rural areas where community leaders, such as village heads, chiefs, and church leaders, play crucial roles in distributing important information. Although men and women generally use similar information sources, women from different demographics—especially those in rural areas, of different ethnicities, or varying age groups—experience these sources differently. For instance, older women and

¹⁰³ Country Gender Assessment report 2023 https://www.mwcsp.gov.fj/wp-content/uploads/2023/04/0227_DeepDive_SINGLE_PAGES.pdf
https://www.mwcsp.gov.fj/wp-content/uploads/2023/04/0227_DeepDive_SINGLE_PAGES.pdf

[Digital 2020: Fiji — DataReportal — Global Digital Insights](#)

¹⁰⁴ <https://www.gsma.com/solutions-and-impact/connectivity-for-good/mobile-for-development/programme/connected-women/mwomen-bop-apps-challenge-closes-tomorrow/>

¹⁰⁵ <https://www.trade.gov/country-commercial-guides/fiji-information-and-communication-technology>

those in more remote communities often depend on local leaders or word-of-mouth rather than digital platforms, which may be more accessible to younger or urban women.

Nevertheless, technology access for Fijian women encompasses a broad spectrum, including smartphones, basic mobile phones, laptops, television, and radio. Digital access is becoming increasingly widespread and plays a pivotal role in empowering women's involvement in decision-making. As of 2023, an estimated 65% of Fijians (over 600,000 people) are Facebook users, underscoring the platform's reach and influence. Social media has even given rise to a form of digital activism among Fijian women, who leverage platforms like Facebook to share information, connect with community initiatives, and participate in decision-making processes. However, the extent of technology use can vary significantly across the country. Women in urban areas, especially those who are younger and more educated, are more likely to engage with digital resources, while those in rural areas or from lower socioeconomic backgrounds may lack similar access¹⁰⁶.

Significant challenges remain, however, in ensuring that women have equitable access to information, especially in emergency or disaster situations. Fiji is one of the most digitally developed nations in the Pacific Islands, with extensive submarine cables connecting it to neighbouring islands and major telecommunications hubs, yet the country still ranks only 107th out of 176 countries on the ITU ICT Development Index. In addition, approximately 5% of Fiji's rural population remains without mobile network coverage. As a result, remote communities often rely on alternative means of communication, such as community loudspeakers, sirens, and direct communication from local leaders¹⁰⁷. Studies and Post-Disaster Needs Assessments (PDNAs) in the Pacific have shown that these communities predominantly rely on interpersonal networks—village heads, church leaders, and women's groups—to receive warnings and critical information¹⁰⁸.

Given these challenges, engaging women effectively in digital communication strategies requires consulting with communities to understand their unique needs and preferences. Across the Pacific, communities tend to trust and rely on a combination of national authorities, local leaders, and religious institutions for information. This reliance underscores the importance of using culturally appropriate channels and trusted messengers when tailoring communication to reach women. Traditional and local knowledge also plays a vital role in how Fijian communities detect hazards, respond to emergencies, and share information, making these approaches indispensable for engaging women effectively.

Several strategies could enhance women's access to information, particularly in the context of climate hazards. Community-level interventions that involve social engagement, training, awareness programs, and consultations can play crucial roles in reaching women in rural and urban areas alike. For instance, local workshops on disaster preparedness, digital literacy training, and sessions on emergency response protocols can empower women to take proactive roles in their communities. Programs like FemLINKpacific's Young Women's Leadership Team exemplify how youth-centered initiatives can amplify young women's voices and strengthen community resilience. Adopting basic preparedness actions, such as creating emergency plans, participating in community drills, and assembling essential supplies, can also equip women to better prepare for emergencies.

In sum, while Fiji is advancing in digital access and ICT development, there are still significant gender-based barriers, particularly in rural and remote communities. Addressing these disparities requires concerted efforts to integrate gender-responsive approaches in digital and information strategies. By promoting digital literacy, fostering trust through local networks, and ensuring that women's unique needs are represented in emergency planning, Fiji can continue to bridge its digital divide and empower women across the nation.

Gender, Climate Change and Early Warning Systems and Disasters Response

¹⁰⁶ Country gender assessment report, 2023. https://www.mwccsp.gov.fj/wp-content/uploads/2023/04/0227_DeepDive_SINGLE_PAGES.pdf

¹⁰⁷ <https://www.trade.gov/country-commercial-guides/fiji-information-and-communication-technology>

¹⁰⁸ gender-responsive-and-disability-inclusive-early-warning-and-early-action-in-the-pacific-region_0.pdf

In Fiji, men, women, boys, and girls experience disasters differently, even within the same household. Social roles, expectations, and vulnerabilities vary significantly by gender, affecting how each group prepares for, reacts to, and recovers from natural hazards. Gender inequality in disaster contexts arises from these socially expected roles, which influence socioeconomic status, decision-making agency, and access to resources, ultimately shaping the diverse impacts of disasters on men and women¹⁰⁹. Additionally, certain groups, such as children, LGBTQ+ individuals and low-skilled migrant workers, face increased vulnerability across all ethnicities in Fiji due to intersecting social and economic factors¹¹⁰. Women often face differing risks during disaster preparedness activities, reflecting varied perceptions of vulnerability and required resources. Underlying drivers of vulnerability include living in high-risk disaster zones, poor housing conditions, poor health, and limited access to local institutions or preparedness measures.

Social and cultural norms in Fiji influence women's access to information and their capacity to act on early warnings. While traditional knowledge and past experiences are valuable, they can also create a false sense of security as recent weather events become more extreme than in previous generations.

Recommendations

Gender sensitive indicators and Capacity Building in Climate Resilience

Developing indicators related to women and climate change, particularly concerning natural hazards and emergencies, can provide actionable insights into gender-differentiated impacts. Empowering existing women's groups to take active roles in these initiatives is a promising strategy. Early Warning Systems (EWS) are essential tools that can benefit from gender-sensitive approaches, ensuring that women receive critical information and can respond effectively during crises.

Opportunities for Women's Participation in Disaster Preparedness

There are opportunities to build capacity among Fijian women to contribute to the development and implementation of Multi-Hazard Early Warning Systems (MHEWS). Women's church groups, active in many villages, have become vital to civil society and community resilience. Originally formed to support women's spiritual and domestic growth, these groups have evolved to raise awareness of gender-specific issues such as domestic violence and reproductive health. However, despite their impactful community role, they often face social pushback as they advocate for women's rights and broader community resilience¹¹¹.

These gender initiatives, built on existing structures, present an effective way to leverage local networks for disaster preparedness, thereby ensuring that gender dynamics are recognized and addressed in Fiji's approach to climate resilience.

Field work findings related to gender-specific vulnerabilities and needs in Hazard-Prone Communities of Viti Levu

The information collected are a result of interview of forty people living in hazard and disaster-prone communities using structured questions in a data collection tool. Respondents included an equal representation of male and female respondents from ten hazard-prone communities along Viti Levu's Queens Highway. Nine communities are Indigenous iTaukei communities and one is informal settlement with different ethnic groups settling on sugarcane tramline. Eight communities are located near river channels and flooding drains, one near the coast and one in drought area. Fieldwork results reveal that gender plays a significant role in shaping access to information, roles in community response, and specific needs in

¹⁰⁹ [Vulnerability and Vulnerable Populations \(https://wkc.who.int/\)](https://wkc.who.int/).

¹¹⁰ -PDF - Theresa Gigov May 2023. Tackling Gender Inequality in Fiji: Business Responsibilities & Opportunities. Ocean and Human Rights. (www.ocean-humanrights.org/resources)

¹¹¹ Fiji gender assessment report 2023, pdf

disaster-prone areas of Viti Levu. Women's needs are closely tied to household and caregiving roles, while men's needs align with community mobilization and protection efforts, underscoring the importance of gender-sensitive disaster preparedness and response strategies in these communities.

Leadership Roles: While men dominate leadership roles as community gatekeepers and youth leaders in iTaukei communities, women in leadership are generally involved in community or business-oriented women's groups. This division suggests that gender impacts the types of leadership roles accessible, with men more likely to handle broader community safety responsibilities and women focusing on social and economic aspects within female-oriented groups.

Awareness and Access to Early Warnings: Gendered access to early warnings varies, largely shaped by access to media and household responsibilities. Generally, those with access to media devices—like mobile phones, TVs, and radios—are well-informed about early warnings, regardless of gender. However, aging men and women (particularly those over 70) and people with disabilities often rely on family members or community gatekeepers for information. It was noted that there are cases where men do not take SMS alerts seriously, given that *"it is always too much work putting up shutters and putting it down when the warning is not really serious"*. In mixed-ethnicity settlements, the Fijians of Indian descent and iTaukei people approach disaster preparedness differently. In the mixed-ethnicity settlement of iTaukei and Fijians of Indian descent, social organization varies by group. The iTaukei community has a communal structure with strong kinship ties organized by religious or regional affiliations, fostering mutual support during emergencies. Fijians of Indian descent, however, have a more individualistic approach; while men tend to form social groups, women often stay focused on household roles with fewer community connections. Despite these structural differences, most households have access to early warning information through devices like TVs, radios, and mobile phones, allowing them to respond quickly to flood alerts and reach evacuation centers when needed.

Gender and Vulnerability-Specific Needs: Respondents unanimously agreed that early warning and disaster response needs differ by gender, age, and vulnerability group. Women's requirements during hazards focus on essentials for household maintenance, health, and personal hygiene, including cooking tools, food, sanitary products, and blankets. In contrast, men prioritize supplies and tools for community mobilization, such as ropes, torches, and boats, which reflect traditional roles focused on protection and infrastructure. For adolescent girls, personal hygiene products (e.g., sanitary pads, clean clothes) are necessary, highlighting the gender-specific needs that often accompany physical development. Boys, meanwhile, primarily need clean clothing. Vulnerable groups, including elderly and disabled people, face challenges that require specialized support, such as communication assistance or medical supplies.

Community Engagement and Participation: Women leaders and youth leaders note that vulnerable individuals, particularly the elderly, disabled, and isolated settlers, often depend on family or community members to receive critical information. Additionally, some community members from the iTaukei communities miss out on preparedness training, which is usually held at provincial centers and not directly accessible to all, particularly those who do not work outside the village. In settlements, social and cultural diversity complicates collective action, requiring focused campaigns to increase attendance and motivate participation across gender and ethnic lines.

Training and capacity building: Community training initiatives aim to build capacity for hazard response and early warning systems. These trainings, organized by provincial offices, the Red Cross, the National Fire Authority, and South Pacific Business Development (SPBD), cover topics such as climate change, emergency response, first aid, and small business empowerment for women. The training and capacity-building efforts in these communities show some gender inclusion but lack broader accessibility, especially for people with disabilities and the elderly. Both men and women have access to training sessions, although participation is limited and generally restricted to selected community leaders like women's leaders, youth leaders, and gatekeepers. Women in particular are engaged through initiatives like the South Pacific Business Development (SPBD), which focuses on empowering women in small businesses. However, training access remains uneven: while some youths, primarily males, receive specialized training (e.g., fire warden

certifications), women are generally less represented in these roles. People with disabilities face significant challenges in accessing these programs, largely due to physical barriers at venues and community attitudes that discourage their involvement.

Community members suggest a need for more practical and inclusive training on first aid, rescue techniques, interpreting warnings, and specific disaster responses. They also emphasize that these sessions should be accessible to all, especially for people with limited mobility, to ensure full preparedness across diverse needs and abilities within the community. Women and disabled individuals are often overlooked in emergency preparedness roles.

Recommendations for gender and vulnerability responsive actions: These recommendations made by the interviewed community members emphasize increasing gender inclusivity and accessibility in disaster preparedness and response through community-based, inclusive training and infrastructure improvements.

1. **Inclusive Training:** Ensure that training sessions include representatives from all community groups, with both men and women participating. Schools should also incorporate hazard awareness to reach children, as they are often more prone to ignoring warnings. Involve women in the National Disaster Management Office (NDMO) trainings to increase membership in the committee as they will have the skillset to qualify their involvement.
2. **Empowering Local Committees:** Strengthen all registered community committees, including youth, women, health, and disaster committees, by equipping members with training on early warning systems. This builds on traditional knowledge while enhancing response capabilities.
3. **Accessible Evacuation Centres:** Improve evacuation centres to be accessible for the elderly, people with disabilities, and women, particularly by addressing location, restroom accessibility, and flooring conditions. This would alleviate the burden felt by vulnerable individuals who currently face challenges reaching and using these centres.
4. **Enhanced Communication:** Use community women's groups and local sports teams for awareness programs, tapping into popular activities for effective communication about emergency preparedness. Additionally, improve communication channels like mobile networks in remote and disaster-prone areas to ensure timely warnings.
5. **Resource Stockpiling:** Establish a community charity committee to stockpile essential items (e.g., clothing, diapers) at community halls for emergency relief, which would address the needs of women, children, and vulnerable groups.
6. **Inclusive Leadership:** Increase women's involvement in disaster committees like the Disaster Management Committee (DISMAC), which are often male-dominated, by providing relevant training and mentorship. This helps ensure that women have the skillsets needed for active roles in early warning and emergency response.
7. **Consistent Engagement:** Maintain regular programs and outreach for women and vulnerable groups to sustain engagement and motivation in disaster preparedness efforts. This includes mentorship for young mothers and awareness programs targeting women and girls.
8. **Visible Support Structures:** Install billboards in vulnerable areas with instructions on responding to hazards, maps of evacuation centres, and preparedness guidance, ensuring clear and accessible information for all community members, including women and other vulnerable populations.

Based on the note provided at the end of the study it is also suggested to:

1. **Partner with Religious Groups:** Use existing networks (e.g., Christian denominations, Muslim Women's League, Hindu Women's Club) to deliver community programs, as residents align closely with these groups.
2. **Form Community Clusters within Religious Groups:** Organize smaller clusters within these groups for better engagement and cohesion.
3. **Improve Local Representation:** Appoint leaders from within the settlement or from each religious group to better represent resident needs and liaise with the District Office.

4. **Conduct Programs at Religious Venues:** Hold workshops and empowerment initiatives at religious sites, which are familiar and trusted by the community.

These findings and recommendations have been used to inform the Gender Action Plan for Fiji's EW4All proposal.

6 Gender Assessment for Chad

While the second and most recent General Population and Housing Census of 2009 (RGPH2) counted Chad's total population at 11,039,873, the World Bank estimated this population at 18,278,568 in 2023, compared with 18,675,547 according to recent INSEED projections for 2024. The proportion of forced migrants is significant, with 1,200,000 refugees from Sudan, the Central African Republic and Nigeria, plus 244,000 returnees and 215,900 IDPs in 2024¹¹². In 2021, the World Bank estimates a population density of 13.6 inhabitants per km², with a sex ratio of 1.008, i.e., 8,623,530 men (50.2%) for 8,556,210 women (49.8%). The sex ratio at birth was 1.042 for the same year. The average household size is 5.3 and the average age of the population is 19.3, while the median age is 13.0 in 2018¹¹³.

According to the ECOSIT4 survey conducted in 2018, Chad's population (15,503,179) is predominantly rural (76%). More than half (52%) of this working population in rural areas is made up of women. Their main activities are farming, livestock rearing and fishing. Most Chadian households derive most of their income from the rural sector. The urban population, which represents only 24% of the total population, is concentrated in N'Djamena and the departmental capitals, which are considered urban centres. The proportion of the nomadic population is relatively low, at 3.5% of the total population of Chad (RGPH2). Women represented 49.8% of Chad's total population in 2023¹¹⁴ and 22.1% of Chadian households were headed by women¹¹⁵ in 2015. Chad has a large rural population, with 76% of the population living in rural areas¹¹⁶ in 2023, the majority of whom work in the agricultural sector.

Chad's gender equality indices are the lowest in the world, in Africa and in the sub-region. In the UNDP Gender Development Index (GDI) 2023-24¹¹⁷, which compares the achievements of women and men in the UNDP Human Development Index (HDI) 2023-2024¹¹⁸, Chad is ranked 179^e out of 182 countries, with an index of 0.776. It is also ranked 145th out of 146 countries in the Global Gender Gap Report. In the UNDP Gender Inequality Index (GII) for 2022, which combines indicators of sexual and reproductive health, education and political and economic participation, the country is ranked 163rd out of 166 countries, with an index of 0.671. The Gender Global Gap (GGI) Index of the World Economic Forum (WEF, 2023), which takes into account four (4) areas (economic participation and opportunities, education outcomes, health and survival, and political empowerment), ranks Chad 145th out of 146 countries, with an index of 0.570.

According to the MICS 2019 survey based on the latest general population census (RGPH 2009), the disability rate for people aged 18 to 49 at national level is higher among women, at 5.8% (4.1% in urban areas compared with 6.2% in rural areas) than among men, at 3.0% (2.5% in urban areas compared with 3.1% in rural areas). Disabled women are doubly marginalised, both because of their gender and their disability. They have very limited access to education, health services and economic opportunities. Disabled women are also more exposed to gender-based violence (GBV) and social exclusion.

Chad's economy remains largely undiversified and heavily dominated by the primary sector, which accounted for 61.2% of national GDP in 2011, with oil accounting for 39.3%, agriculture for 10.5%, livestock farming for 9% and mining for 2.2%. As for the secondary sector, whose activities are becoming increasingly diversified, its contribution to GDP was limited to 7.7% in 2011. The tertiary sector contributed 20.7% to GDP in 2011, with commercial activities accounting for 13% and public administration for 10.7%¹¹⁹. The agricultural sector, which is limited to food crops such as cereals, and cash crops such as cotton, sugar cane and gum arabic, is highly vulnerable to the vagaries of the weather and is also dependent on the security situation. The private sector is made up of small and medium-sized enterprises, most of which operate in the informal economy.

¹¹² OCHA : Bulletin humanitaire Tchad mai 2024

¹¹³ ECOSIT4

¹¹⁴ World Bank: [Population, female \(% of total population\) - Chad | Data](#)

¹¹⁵ World Bank: [Female headed households \(% of households with a female head\) - Chad | Data](#)

¹¹⁶ World Bank : [Rural population \(% of total population\) - Chad | Data](#)

¹¹⁷ The GDI is the ratio of the HDI for men to that for women. Chad is ranked in group 5 of the GDI, where the absolute gender parity gap is greater than 10%.

¹¹⁸ [UNDP \(2024\). Human Development Report 2023-24.](#)

¹¹⁹ Rates assessed by INSEED and the World Bank

The rural sector plays a crucial role in the Chadian economy, contributing 42.5% of GDP in 2020¹²⁰.. Rural development therefore remains a government priority, with the aim of stimulating economic growth and reducing poverty in rural areas, while addressing cross-cutting issues such as adaptation to climate change and gender.

Education, vocational training and literacy

Education in Chad shows significant disparities between men and women aged 15 to 49. According to ECOSIT4, the literacy rate for those aged 15 and over is 41.5%. It is higher among men than among women (57.6% compared with 28.1%), and more so in urban than in rural areas (66.0% compared with 32.5%). There are major disparities between N'Djaména, the capital, and other urban centres (76.1% in N'Djaména compared with 58.8% in other urban centres). There are two categories of provinces: those with literacy rates well below the national level (Lac, Salamat, Batha, Hadjer-Lamis, Kanem, Barh El Gazal, Sila, Chari-Baguirmi, Guéra, Borkou/Tibesti, Logone Occidental, Wadi Fira, Ennedi Est/Ouest and Mandoul) and the other provinces with high literacy rates. The literacy rate varies from 8.1% in Le Lac to 76.1% in the capital. Looking only at the poorest households, it rises from 3.0% in the province of Le Lac to 60.7% in N'Djaména, while among the richest, it ranges from 17.4% in Le Lac to 83.5% in the city of N'Djaména. The disparities are caused by early marriage, with 55% and 18.9% of women married before the age of 18 and 15 respectively, as well as by economic constraints, encouraging women to stay at home after primary school (MICS 2019).

Educating girls and promoting gender equality in Chad requires a considerable amount of work, coordinated by all the players. The gender parity gap is observed throughout schooling and decreases considerably at the different levels of education. It is 0.9% at primary level, 0.7% at lower secondary level and 0.6% at upper secondary level (MICS 2019).

According to the MICS 2019 survey, the net primary school enrolment rate excluding pre-school attendance is 43% for the country as a whole. However, this rate varies according to gender, with 45.5% of boys attending school compared with 40.4% of girls, though this varies by area. For instance, in urban areas 59.1% girls attend school compared with 67.9% boys in urban areas, while in rural areas 36.3% of girls attend school compared with 40.8% of boys. These proportions also vary from one province to another, with the lowest rate recorded in Kanem (4.2% girls and 6.3% boys) and the highest in Moyen Chari (71.2% girls and 73% boys). Overall, the primary school completion rate is 27%, with a clear gender difference (30.3% boys and 23.3% girls), with girls more likely to leave school before completing their studies due to early marriage and domestic responsibilities. Depending on their place of residence, the primary completion rate varies significantly between urban areas (55.5%) and rural areas (19.4%), and also between provinces, with 2.4% in Kanem compared with 58.3% in N'djamena and 10% in Ouaddai.

In addition to the socio-cultural constraints that limit girls' attendance at school, there is the weight of religion, which is reflected, for example, in the low enrolment rate of children whose head of household is Muslim (23.6%) compared with children whose head of household is Catholic (68.5%) or Protestant (74.6%). There are also sexist prejudices in the education system, and this accentuates discrimination at professional level. Socio-cultural constraints such as women's and girls' very busy schedules, forced and early marriages, early and unwanted pregnancies, etc., limit girls' and women's access to education and vocational training. Girls and women find it difficult to obtain information, read, train and acquire the knowledge and skills they need to enter the labour market.

There are few young women in higher education or in technical and vocational education and training (TVET). In higher education, 2014 official sources say that the institutions were attended by more than 40,000 students, 16% of whom were young women. In 2012, the participation rate of young women in TVET and higher education was 28.5%, compared with 71.5% for young men.

The education sector is directly and indirectly affected by climate change, with extreme weather phenomena leading to child deaths and damage to school infrastructure, as well as shortages of water, sanitation and

¹²⁰ [Rapport analyse genre coopération Tchad 2021](#)

hygiene that compromise the quality of children's education. Chad is ranked as the second country in the world where children are most at risk from climate change according to UNICEF's Climate Risk Index for Children (CRIC).

The education sector plays a crucial role in reducing vulnerability to disasters, particularly for women and girls. Taking gender and climate change into account in education and communication will strengthen the knowledge and skills needed to deal with climate challenges at individual, institutional and community levels. In the context of climate change, the level of education influences the ability to carry out resilient livelihood activities. Unequal access to education can reduce the ability of women and girls to adapt to climate shocks through migration. Girls with limited access to education may be at a disadvantage in seeking alternative livelihoods, particularly when traditional livelihoods become less viable. This may have gender implications, as the skills traditionally acquired by children may be more or less adaptable to other social contexts. For example, as migration routes are closed to herders and livestock rearing becomes less viable, children voluntarily left out of school to help herd livestock may find themselves at a particular disadvantage later in life.

Employment and participation in the labour market

Chadian women face significant obstacles to their economic participation, including discriminatory regulations and restrictive social norms. Although they often hold informal and agricultural jobs, they remain under-represented in positions of responsibility and have difficulty accessing financial services. In terms of rural finance, women's access to financial services is limited, with only 5% having a bank account and 11.8% accessing credit. Initiatives such as the National Strategy for Inclusive Finance aim to improve access, but challenges remain, particularly in rural areas (ECOSIT 4).

In Chad 60% of the population aged 15 and over is economically active (49.3% of women compared with 72.8% of men) with a ratio of 67.7 women for every 100 men (World Bank, 2018)¹²¹. Although women make up a significant proportion of the working population in Chad, they remain under-represented in management positions and skilled jobs, which contributes to the persistence of gender pay gaps in other words, women earn less than men due to their position in the labour market. There are no statistics on wage differentials between men and women by sector of activity. However, women are in the minority in skilled and responsible jobs, i.e., 14% of senior managers, 10% of middle managers, 16% of skilled workers and 11% of employers (DAI, 2021)¹²². Thus, the traditional division of labour assigns domestic and craft tasks to women, relegating them to jobs that are less well paid and less valued than those of men (Ndoloum and Djimbaye, 2020).

Estimated gross annual income differs by gender. In 2017, a Chadian man earned an average of around \$2,088, while a Chadian woman earned an average of \$1,412. The agricultural sector employs the most women. Only 27% of working women work in another sector (FAO, 2021)¹²³.

In 2022, agriculture remains the main economic activity in rural areas, employing almost 69.1% of the working population¹²⁴. Women make up a large proportion of the agricultural workforce, 68.8% of them in employment, but are often confined to tasks that are less well paid than those performed by men (69.4% of men). Access to land is a major challenge for rural women, with only 15% of women owning land, compared with 58% of men¹²⁵.

Agriculture is a crucial economic pillar in Chad, contributing 23% of GDP in 2018 (PNA, 2021). Agricultural production in Chad involves both men and women, but the value of women's contributions is not fully recognised. In the agricultural sector, women account for a similar proportion of jobs to men, but are more

¹²¹ World Bank: [Labor force participation rate, total \(% of total population ages 15-64\) – Chad | Data](#)

¹²² UE : [Rapport analyse genre coopération Tchad 2021](#)

¹²³ FAO : [Profil national genre des secteurs de l'agriculture et du développement rural - République du Tchad](#)

¹²⁴ World Bank: [Employment in agriculture \(% of total employment\) \(modeled ILO estimate\) - Chad | Data](#)

¹²⁵ EDS-MICS 2015

involved in food processing activities. The differentiated roles of women and men reflect socio-cultural norms, with women often involved in activities considered secondary in the contribution to food.

Representation and participation in decision-making

Women are in the minority in almost all formal economic sectors. This situation is largely due to delays in school enrolment and the persistence of socio-cultural, religious and other stereotypes. In addition to these causes, school wastage is another factor, often due to early pregnancy and early marriage. This imbalance in formal employment can also be explained by the massive presence of women in the informal agricultural sector¹²⁶ in rural areas.

Women's involvement in rural development is marked by traditional production practices and a low level of product processing and conservation techniques, which limits added value. They spend an average of 63 hours a week on farming activities, in addition to domestic chores, but are under-represented in the sector's decision-making spheres, accounting for just 19% of decision-makers. Female representation in livestock umbrella organisations is also low, which limits women's voice in decision-making and the defence of their interests. Decision-making processes take place at different levels, from national to local, and involve a combination of formal and informal mechanisms.

At national level, women are mainly represented in these processes by civil society organisations, particularly umbrella organisations such as the Cellule de Liaison et d'Informations des Associations Féminines (CELIAF). However, this participation is often hampered by a lack of accountability and dissemination of information to rural women, which reduces their real impact on the decisions taken. At provincial and local level, women are often under-represented on provincial, departmental and local action committees, which reduces their ability to influence the choices made at these levels. This under-representation limits their access to resources and decision-making opportunities, even though they are increasingly present on water and natural resource management committees. Their role in sanitation management is also often secondary, focusing mainly on hygiene responsibilities.

Women are often excluded from land ownership and land management decision-making, which contributes to their economic marginalisation. Land conflicts, fuelled by these demographic and economic pressures, threaten family farms and access to land for the most disadvantaged.

Despite these challenges, women's organisations play a crucial role in promoting women's interests in the agroforestry and fisheries value chains, advocating for greater inclusion, equitable representation and greater access to resources and economic opportunities. As agents of change, these organisations continue to defend women's rights and work to improve their situation, helping to build a more equitable and sustainable society.

There have also been positive developments with the inclusion of a female component in bodies such as the Conseil national de concertation des producteurs ruraux au Tchad (CNCPR). Nevertheless, this integration remains partial, with men often retaining a dominant position in these bodies, which highlights the need to continue efforts to achieve gender-balanced representation in decision-making processes relating to agriculture and rural development.

Over the past few years, the government has implemented a number of policies to increase the participation of women in decision-making, with a clear increase compared to previous years, but still far from equalling that of men.

With regards to the rate of women holding seats in the national parliament, it was only 12.8% in 2017, which represents a considerable improvement (2.4% in 1995) at national level, but places the country among the last in terms of women's representation in parliament worldwide (UNDP, 2018)¹²⁷.

¹²⁶ [FAO, National Gender Profile of the Agriculture and Rural Development Sectors, Chad.](#)

¹²⁷ [FAO, National Gender Profile of the Agriculture and Rural Development Sectors, Chad.](#)

In 2018, Chad adopted an ordinance-law aimed at introducing parity in nominative and elective functions, with a 30% quota granted to women from the outset. However, gender inequalities persist in access to civil and political rights. Women remain largely under-represented in decision-making bodies. After the death of President Idriss Déby in April 2021, the transitional government appointed on 2 May 2021 included only 9 women out of 40 ministerial posts and secretaries of state (22.5%), and women accounted for only 15% of the members of parliament designated as advisers to the National Transitional Council (CNT). There are no women on the Military Transition Council (CMT).

In the diplomatic and administrative sectors, the situation is similar, with only 2 women out of 24 ambassadors (8.33%), 6 women out of 30 at the Economic, Social and Cultural Council (20%), and 2 women secretaries-general out of 29 (6.89%). In the ministries, women hold 29% of department head posts, 14% of division head posts, 12% of director general posts and 13% of technical director posts.

According to data from the Direction de la Solde, women are in the minority in the civil service, with only 14% of women compared with 86% of men in 2021. The highest proportion of women is found among contract employees (46%), followed by middle management (22%), senior management (22.8%) and support staff (3.8%). A comparison between the sexes shows that of the 14% of women in the civil service, only 2% are in senior management. The highest proportion of women in any grade is in middle management (Grade B), which is the grade for executive assistants. The astonishing discrepancy in the first two grades is due to the very low level of education among women, which is now rising sharply as a result of policies in favour of women. The support staff category, which requires few qualifications, is the only category where the gap between the two is minimal. These figures show that women are rather marginalised in the field of employment, especially when it comes to access to positions of responsibility. The Ministry of Women's Affairs tops the list in terms of female employees, with 48%, compared with 5% for the Ministry of Territorial Administration and 7% for the Ministry of Justice.

At territorial command level, only 2 out of 56 prefects (3.6%) and none out of 23 governors are women. In the 2011 communal elections, 5 women out of 43 were elected mayors (12%), and only 13% were municipal councillors are women. Over and above these statistics, it should be noted that in Chad there are only 8 female notaries for 64 male notaries; there is only one female doctor specialising in immunology, and only one female bailiff. The difference between the provinces is also quite marked, with only 712 women working in the provinces, i.e., outside N'Djamena, which accounts for 95% of formal employment at national level. Lastly, 29% of the new government of the 5th Republic of 2 January 2024 (Republic of Chad 2024) is made up of women. This government, comprising a prime minister and 41 ministers, including 5 ministers of state and 11 secretaries of state, includes 12 women. Despite progress in involving women in grassroots organisations, their presence in governing bodies remains low. Women's participation in decision-making remains well below the 30% recommended by the Beijing Platform for Action.

Gender-based violence and social norms

In Chad, gender-based violence (GBV) is a major risk for women and girls, not only during conflicts but on a daily basis. The presence of refugees, displaced persons and humanitarian workers has an impact on the living conditions of local populations in a context of limited natural resources. Moreover, in eastern Chad, GBV accounted for 55% of reports of human rights violations (Solhjell et al., 2010). Domestic or conjugal violence is the type of violence most frequently reported among local populations, internally displaced persons and refugees in Chad (Global Protection Cluster, 2012).

According to Chad's latest multiple indicator demographic and health survey (EDS-MICS, 2014-2015), the structural and gender-based power differentials between men and women mean that women aged 15-49 are much more exposed to multiple forms of GBV, the most recurrent and particularly damaging of which are physical violence (29% of women), sexual violence (11.7% of women), physical or sexual violence (32.6% of women) and domestic violence (physical, sexual or emotional) (34.8% of women). In addition, among people aged between 20 and 24, child marriage before the age of 15 (28.5% of women compared with 4.4% of men), child marriage before the age of 18 (65.9% of women compared with 37.1% of men) and female genital

female genital mutilation (38.1%) are all types of violence that are difficult to eradicate because of communities' attachment to their cultural, social and religious customs and traditions.

On average, 74% of non-single women cite their husband or partner as the main perpetrator of violence (76.7% sexual violence and 71.7% physical violence), while others also report physical violence inflicted by their mother or father's wife. This last point concerns 12% of women in couples compared with 43% of single women. So the common idea that violence against women is necessarily perpetrated by men needs to be qualified. Furthermore, at any point in their lives, 6.5% of women who have experienced violence have also assaulted their spouse, compared with 1.7% of women who have never experienced violence who have nevertheless assaulted their husband (EDS-MICS, 2014-2015). Overall, 28% of women reported that their husband/partner had displayed at least three (3) controlling and domineering behaviours.

Gender equality policies and legal framework

Chad has specific legislation on gender equality and combating gender-based violence, as well as national programmes and committees dedicated to these issues. Here is an exhaustive list of the main legislation, strategies and structures in place:

Specific legislation

- Constitution of the 5th Republic (2023): This constitution reaffirms equal rights between the sexes, prohibiting all forms of discrimination (Articles 14 and 15) and encouraging the political participation of women (Article 34).
- Revision of the Penal Code (2017): Includes provisions on sexual and domestic violence, child marriage and female genital mutilation, taking into account gender-specific issues.
- Law n°022/PR/2018: Institutes parity in nominative and elective offices, requiring a 30% quota for women's participation.
- Law n°029/PR/2015: Prohibition of child marriage, protecting the rights of underage girls.
- Law n°007/PR/2007: Protection of the rights to education, training and socio-economic integration of people with disabilities, including women with disabilities.
- Law n°006/PR/2002: Combating female genital mutilation, early marriage and domestic violence.
- Law n°024/PR/2018: Ratification of the Convention on the Rights of Persons with Disabilities, which includes specific provisions for women with disabilities.
- Law n°021/PR/2019: Governs legal aid and legal assistance, including victims of gender-based violence.
- Law n°019/PR/95: Adoption of the Declaration on the policy of integrating women into development.
- Law n°038/PR/96: Labour Code guaranteeing gender equality in employment, with specific restrictions on night work for women.
- Law n°015/PR/2018: Creation of the Maison de la Femme, a centre dedicated to the promotion and protection of women's rights.
- Ordinance n°012/PR/2018: Institutes parity in nominative and elective functions, ratified by Law n°022/PR/2018.
- Order n°043/PR/2018: Orientation of the Agrosylvopastoral and Halieutic System, involving women in the governance bodies of development policies and strategies.

National programmes and strategies

- National Gender Policy (PNG 2017-2020): Drafted in 2011 and adopted in 2017, this policy accompanied by its five-year national action plan (PA-PNG 2019-2023) validated in December 2018, aims to promote gender equality and reduce physical and/or sexual violence against women and girls.

- National Strategy to Combat Gender-Based Violence (Stratégie Nationale de Lutte Contre les Violences Basées Genre - SNVBG): Drafted in 2015 and revised in 2022, this strategy aims to eliminate gender-based violence through prevention and by responding to the needs of victims.
- National Gender and Climate Change Strategy (SNGCC 2024): Designed to reciprocally integrate, the gender dimension into climate policies at national, provincial and sectoral levels. This strategy strengthens the resilience of women and vulnerable groups to climate change.
- National Social Protection Strategy (SNPS 2016-2020): Aims to establish a comprehensive social protection system to reduce vulnerabilities and ensure access to basic social services for all Chadians.
- National Strategy for Inclusive Finance in Chad (SNFIT 2017-2030): Promotes the financial inclusion of women, particularly in rural areas, through better organisation and use of financial services.
- Vision 2030 "The Chad we want": A global strategic framework that includes gender equality and social inclusion objectives in its various axes, in particular good governance and improving the quality of life for all citizens.
- National Development Plan (NDP): The 2017-2021 NDP and the future 2022-2026 NDP highlight the importance of gender equality for Chad's economic and social development.

Committees and coordination structures

- National Gender Policy (NGP) Monitoring and Coordination Committee: This committee is responsible for implementing and monitoring the NGP, in collaboration with the ministry responsible for gender promotion.
- Technical Committee for the National Strategy to Combat Gender-Based Violence or National GBV Coordination: Coordinates efforts to combat gender-based violence at national level. Its mission is to implement and evaluate the national strategy to combat GBV.

International commitments

Chad has ratified several international conventions aimed at promoting gender equality, including :

- The Charter of the United Nations (1945) ;
- The Universal Declaration of Human Rights (1948) ;
- The four World Conferences on Women, 1975-1995
 - Mexico City Conference (1975), which launched the "United Nations Decade for Women" by adopting a World Plan of Action focusing on equality, development and peace.
 - Copenhagen Conference (1980), which assessed progress since 1975 and highlighted the continuing challenges of equal access to education, employment and healthcare.
 - Nairobi Conference (1985), which marked the end of the Decade for Women, by adopting the "Forward-looking Strategies" for equality, development and peace to the year 2000.
 - Beijing Conference (1995), which is famous for adopting the "Beijing Declaration and Platform for Action", an ambitious plan to achieve gender equality in twelve critical areas.
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), ratified in 1996.
- Resolution 48/104 (1993): on the declaration on the elimination of violence against women;
- Resolution 54/134 (25 November 1999): on the International Day for the Elimination of Violence against Women;
- United Nations Resolution 13/25 on Women, Peace and Security (2000) and the ten (10) resolutions that followed (Resolution 18/20 adopted in 2008, Resolution 18/88 adopted in 2009, Resolution 18/89 adopted in 2009, Resolution 19/60 adopted in 2010, Resolution 21/06 adopted in 2013, Resolution 21/22 adopted in 2013, Resolution 22/42 adopted in 2015, Resolution 24/67 adopted in 2019, Resolution 24/93 adopted in 2019 and Resolution 25/38 adopted in 2020): Guide gender policies in conflict and post-conflict situations.

- African Charter on Human and Peoples' Rights (27 June 1981): Recommends guaranteeing women's rights in African states.
- Maputo Protocol (2003): Relating to women's rights in Africa.
- Solemn Declaration on Gender Equality in Africa (2004): Adopted by the African Union to promote gender equality.

Regulatory texts

- Decree no. 2035/PR/MFPPE/2017: Adoption of the National Gender Policy (PNG).
- Decree no. 0186/PR/MASF/2002: instituting SENAFET (National Chadian Women's Week).
- Decree n°0433/PR/MFPPE/2021: Application of Ordinance n°012/PR/2018 on parity.
- Decree no. 1521/PR/MFPPE/2019: Implementing rules for law no. 007/PR/2007 on the protection of people with disabilities.
- Order n°106/PR/PM/MASSNF/SE/DPFIG/2010: Creation and responsibilities of the national coordination for prevention, protection and response to gender-based violence

These laws and strategies demonstrate Chad's commitment to promoting gender equality and combating gender-based violence, in line with international and regional standards. However, challenges remain in the effective application of these measures, particularly in rural areas and with regard to traditional and religious practices.

Gender-related institutional arrangements

The institutional framework relating to gender issues and the promotion of women's rights in Chad is made up of several structures, including (i) national mechanisms or public institutions, (ii) specialised services responsible for the promotion of women or gender (gender focal points, the Observatoire de la Promotion de l'Egalité et de l'Equité de Genre (OPEG) and other public administrations), (iii) civil society organisations and technical and financial partners.

The Ministry for the Promotion of Gender, renamed the Ministry for Women, the Family and Child Protection (MFFPE) in 2021, is the national mechanism responsible for issues relating to the promotion of women and gender. Its mandate includes coordinating action on gender equality and equity, women's empowerment, advisory support, monitoring-evaluation and advocacy, as well as mobilising resources to finance the implementation of development policies and programmes (Final report, Analyse Genre Tchad, 2021/UE). This ministry is responsible for implementing the National Gender Policy (PNG) and its action plan (PA-PNG), but it suffers from budgetary constraints and a lack of technical and financial support, generally limiting its actions to improving women's living conditions rather than helping to change their position in society. This is reflected in the difficulties in implementing the PA-PNG, ensuring effective coordination and monitoring-evaluation (there is no monitoring and evaluation unit within the ministry) of the various and multifaceted actions implemented directly by the ministry or in partnership with the sectoral ministries, since the MFFPE has little contact with them and at central level those in charge do not understand the gender concept (Final report Analyse Genre Tchad, 2021/UE).

The gender focal point, appointed by each ministry at the request of the ministry responsible for gender issues, is responsible for ensuring that gender issues are integrated into the policies, strategies, programmes and projects of their administration. However, these officials often do not have the necessary capacity to really influence decisions within their administration. Their profile, their generally non-strategic position and their lack of institutionalisation, in particular the absence of this position in the ministry's organisation chart, are obstacles to their effectiveness. In addition, they do not always report to the structures responsible for gender issues in their administration, which further limits their action.

Gender focal points generally do not receive specific training on gender issues and do not have the necessary financial and technical resources to fully fulfil their role. This limits their ability to promote and advocate for gender mainstreaming. In addition, high staff turnover among gender focal points hampers the continuity of

initiatives and compromises communication channels. In addition, there is no mechanism for monitoring and evaluating the activities of these officials by the Ministry for Women or their own administration, which makes it difficult to assess their performance and improve their actions. Sometimes the new gender focal points are not even put in touch with the Ministry for Women, which hampers their integration and effectiveness in their role.

To overcome the lack of monitoring and evaluation, an Observatory for the Promotion of Gender Equality and Equity (OPEG) was set up in July 2022 in accordance with the provisions of the PNG. The Observatory's mission is to monitor, control and evaluate the progress made in promoting gender equality and women's rights. As such, it must collect, produce, centralise and disseminate qualitative and quantitative data through analyses, studies and research on the gender situation at local, national and continental level. It reports to the Prime Minister and is chaired by the Minister for Women. It is made up of a Steering Committee, an Executive Secretariat, technical committees and ad hoc committees. The Observatory's resources consist of State subsidies, donations and legacies.

The creation of the "Maison Nationale de la Femme" (National Women's Centre), inaugurated in 2014 and officially recognised as a structure for awareness-raising, training, supervision and psychosocial care for victims of violence, which offers low-cost computer and sewing courses to young women and girls to help them reintegrate into society and the workplace, is an effective way of combating violence and discrimination against women and girls.

There is also the Centre d'Étude et de Formation pour le Développement (CEFOD), set up in 1966. This research institute has studies and references on the status of women in Chad, as well as a collection of texts on women's rights. Although very active in achieving gender equality goals, civil society organisations (CSOs) often focus on women's practical needs rather than promoting their strategic interests. They face challenges such as lack of financial resources, technical skills and coordination, as well as socio-cultural barriers. Despite this, they play an important role in raising awareness and advocating for women's rights. They are essentially made up of NGOs and women's associations operating at national level (including women's groups and networks).

Technical and Financial Partners (TFPs) support the government's efforts to promote women's rights, but they encounter difficulties with harmonisation and coordination, which sometimes leads to inefficiency and wasted resources. They also identify challenges such as the lack of gender-disaggregated data, the lack of up-to-date information and the lack of financial resources.

Representation and participation of women in disaster risk management sectors

In Chad, women's participation in disaster risk management remains limited, despite their crucial role in community resilience. Specific data on their representation in this sector remains difficult to access due to a lack of national statistics and specific studies. However, initiatives to strengthen their involvement do exist. For example, the United Nations Development Programme (UNDP) has implemented projects aimed at improving ecosystem management¹²⁸ and strengthening the resilience of local communities¹²⁹, particularly women, to climate risks. In addition, as part of several initiatives, training has been given to women both in the provinces and at central level, to raise their awareness of hydrometeorological disasters and climate adaptation techniques, thereby increasing their participation in risk reduction actions.

The representation of women in disaster risk management, meteorology, hydrology and natural resource management remains very low. According to recent estimates, women account for around 15% of civil servants in these fields, but their presence in decision-making positions remains marginal, often below 10%. For example, among the civil servants in the provincial and national departments involved in risk management, very few women hold positions of responsibility such as department directors or heads of

¹²⁸ Lake Chad ecosystem restoration and rehabilitation project

¹²⁹ Community-based climate risk management project

technical services. According to a study carried out as part of the SWEED project, women account for 5% of civil servants at the Ministry of Territorial Administration¹³⁰ and Decentralisation (MATD), and 16% at the Ministry of Transport, Civil Aviation and National Meteorology (MTACMN). It is also important to note that the sector includes a director of civil protection in the MATD, a director of risks and disasters in the Ministry of Social Action, Solidarity and Humanitarian Affairs (MASSAH) and that both MASSAH and MTACMN are headed by women ministers.

In provincial and local disaster management committees (CPA, CDA, CLA), women are often under-represented, representing less than 15% of members, and their role is often limited to administrative or financial tasks. In addition, cultural norms and gendered perceptions, which associate technical skills and science with male roles, hinder women's access to influential positions in technical fields, particularly meteorology and hydrology. This low representation is also due to persistent disparities in access to education and professional opportunities, compounded by a lack of awareness and support mechanisms to promote female leadership in these strategic sectors.

Despite these efforts, it is essential to pursue initiatives to increase the representation of women in disaster risk management in Chad.

Gender in early warning and disaster risk response

Faced with increasing risks from floods and droughts, Chad is striving to strengthen its early warning systems and response mechanisms, notably through community-based EWS, Food Security and Early Warning Information System (SISSAP) at national level and the Platform for Real-time Impact Situation Monitoring (PRISM), supported by the World Food Program (WFP). However, a major challenge lies in the lack of data disaggregated by gender, age and other diversities, which limits a comprehensive understanding of the specific vulnerabilities of women, children, the elderly and people with disabilities in the context of climate-related disasters. This gap hinders the planning of inclusive and gender-sensitive interventions.

The PRISM platform, which uses satellite data, early warning systems and socio-economic assessments to prioritise aid, could become a more effective tool by integrating gender-disaggregated data and collaborating with national institutions such as the National Meteorological Agency (ANAM), the Water Resources Directorate (DRE) and the SISAAP. These institutions play a key role in data collection and analysis, but their systems often lack the capacity to capture and exploit information relating to gender and diversity.

For inclusive risk management, it is essential to strengthen the collection and analysis of data on the specific vulnerabilities of marginalised groups, including rural women, transhumant herders and people with disabilities. This could be achieved by expanding the capacity of PRISM and national institutions to include gender-sensitive indicators. Such an approach would not only improve understanding of the impacts of disasters, but also enable responses to be designed that are better adapted to the needs of the most vulnerable groups, while integrating national and local priorities into climate disaster risk management plans.

Vulnerability and findings from Consultations

During consultations with stakeholders in preparation for this project, several groups of people were identified as being particularly vulnerable to disasters, including women, the elderly, people with disabilities, children, farmers, nomadic herders, as well as refugees and Internally Displaced Persons (IDPs). These groups are at greater risk due to their limited access to resources, information and early warning systems, as well as their potential exclusion from decision-making processes and efforts. Early warning and risk management must take account of these specific vulnerabilities if they are to be truly inclusive and effective.

Although assistance theoretically depends on the targeting of the most vulnerable by the local authorities (administrative and traditional), in practice, food and non-food items are still not being distributed to the

¹³⁰ Study on women's skills in Chad (2021)

most vulnerable, even though this category is the most in need. This observation is reinforced by the insignificant amount of assistance, which does not cover the 10% of needs and which would therefore require better targeting of victims and other disaster victims. During our discussions, we were told that some vulnerable groups had not received the planned assistance, to the detriment of others. This is the case for disabled people's associations and certain women's organisations in Abéché and Bol. The exclusion of this category of people from formal and informal response mechanisms makes them more vulnerable to the impact of disasters.

Women and girls are often among the most vulnerable and exposed to disaster risks, due to their socio-economic position, their traditional role in society and their limited access to information and resources. In rural communities, women are traditionally responsible for managing water, food and resources for their families. In times of drought, when there is a shortage of water and food, they have to travel long distances to find these resources, exposing them to additional risks, particularly in terms of health and safety. In rural areas, they often have limited access to information and early warning systems, due to their limited exposure to the media, education and technology. Their multiple domestic responsibilities and social status keep them away from sources of information that are often the main means of disseminating warnings, such as community radio and community meetings traditionally aimed at a male audience. Women are often under-represented in decision-making processes relating to disaster risk management, which means that their specific needs are not always taken into account in the planning of interventions at local and provincial level, or even in contingency plans that do not reflect a real sensitivity to sex and gender.

The elderly are another vulnerable group in times of disaster, due to their reduced mobility, increased dependency and isolation. In the event of a disaster, the elderly may find it difficult to evacuate quickly or move to a safe location. In times of flooding or water erosion, their reduced mobility increases their risk of being isolated or left behind. Older people, particularly those living in remote areas, may have limited access to early warning systems and information in general, especially if this information is disseminated via modern channels, such as mobile phones or online platforms, to which they often do not have access. Older people are often dependent on family or community members for access to essential resources such as water and food. In times of crisis, this dependence makes them more vulnerable, particularly if their relatives are themselves affected by the disaster and unable to provide the necessary assistance.

Children and young people are particularly at risk during disasters, due to their dependency and vulnerability to physical and psychological impacts. Children are physically more vulnerable to the direct impacts of floods and droughts. Lack of access to drinking water and sufficient food can lead to health problems such as malnutrition and water-related diseases, which are particularly widespread after floods. For example, in Nokou, Lac et Kanem, there was a very high prevalence of water-borne disease and malaria during the rainy season this year. Droughts and floods can also disrupt access to education, as schools may be damaged, inaccessible or simply occupied by disaster victims. This directly affects children and young people, depriving these groups of essential education and increasing their vulnerability in the long term.

The national and local context lends itself to solidarity and stem or extended families rather than individualism and nuclear families, which gives rise to the presence of several generations within the same household, encouraging the sharing of information between young people and their elders. This remains true for the response and support of vulnerable people in times of crisis at household and even community level. It is very rare to find people living alone, let alone elderly or disabled people, without any assistance from a family member. However, there are more and more exceptions in certain areas affected by armed conflict, the influx of refugees, the displacement of people and drug trafficking, which has a devastating effect on young people (e.g. Lac). On the other hand, in times of crisis, young people, particularly those from poor households, are often forced to look for work to support their families, exposing them to dangerous environments, particularly when moving to urban areas or migrating to other countries considered to be prosperous. Young people used to migrate to Niger and Nigeria (in the Lac region), Libya (in the Kanem region) and Sudan (in the Ouaddaï region) in search of better opportunities. This trend is set to be reversed with the armed conflicts in these border countries.

People with disabilities are often among the most excluded and exposed during disasters. They face physical, social and communication barriers that limit their ability to protect themselves and access warning systems. People with reduced mobility or physical disabilities are particularly at risk in the event of flooding or water erosion. They may need special help to evacuate, but this is not always available, especially in rural areas where evacuation infrastructures are limited. The weakness of the legal framework was deplored, in particular law no. 007 of 09 May 2007 on the protection of people with disabilities, which is not being applied to subsidise transport for people with reduced mobility.

People with disabilities, particularly those with sensory impairments (hearing or visual), may have limited access to warning information. If warning systems are not adapted to their needs, they risk being excluded from early warning systems. During our interviews, people with disabilities and those living with HIV were keen to highlight the risk that they may be excluded from preparedness and response plans at community level, as they are not always consulted or involved in decision-making processes, which can lead to solutions that do not meet their specific needs.

Farmers and Nomadic herders are particularly vulnerable to disasters, due to their direct dependence on natural resources (water, pasture) and their increased exposure to climatic hazards. Depending on the amount of rainfall, urban development, the vulnerability of ecosystems and the province's hydrographic network, low rainfall leads to drought, while excess rainfall can cause flooding and water erosion. All these hazards contribute to food insecurity.

Farmers mainly grow rainfed crops (maize, sorghum, millet, etc.), market gardening in the ouadis (Kanem and Ouaddaï) and lowland polders (Lac), as well as off-season crops to a lesser extent. They are directly affected by droughts and floods, which destroy their crops through lack of water and excess water respectively, causing economic losses and exacerbating food insecurity. Farmers often have limited access to forecasts, where they exist, and cannot plan ahead sufficiently to protect their crops or store food.

Nomadic livestock farmers, who depend on water and pasture resources for their herds, are exposed to increased risks in the event of drought or flooding. In both cases, there are losses of livestock, income and increased food insecurity. Very often, animals are exposed to bad weather, parasites and other vectors of disease in the event of flooding, not to mention the destruction of pastures in some flood-prone areas. In the event of drought, they are exposed to a lack of water and grazing.

Movement is essential to the survival of nomadic herders, but in crisis situations they may be forced to move to areas with better water and grazing resources, leading to conflict with local communities living in these areas. Nomadic herders, in particular, may be more isolated from early warning systems, as they often move to remote areas with poor communications coverage. Their mobile lifestyle also makes regular access to weather information and early warnings difficult.

Refugees and internally displaced persons (IDPs), who are present in the Lac and Ouaddaï provinces as a result of armed conflict, are a particularly vulnerable group to disasters. These people often live in precarious conditions, with limited access to safe shelter, drinking water and basic services. Climatic disasters exacerbate their already fragile situation by destroying their temporary homes, reducing their access to essential resources and delaying humanitarian assistance when roads are impassable during periods of heavy rain. Refugees and IDPs are often excluded from early warning systems, as they live outside the usual community networks or in isolated camps and do not necessarily speak the same language as local communities. Their access to weather information is often restricted, and warning dissemination mechanisms are not always adapted to their specific needs. In Lac, for example, refugees mainly speak Hausa and English, while in Ouaddaï, they speak Arabic and English.

Gender and access to information and early warning technologies

Although 78% of Chadians live in rural areas, the country's two main mobile operators, Airtel and Moov, have increased 2G coverage to 86% of the population by 2020¹³¹. By 2020, 48.0% and 21.8% of the Chadian population will be served by 3G and 4G networks respectively. In terms of household ownership of a telephone, the differences between the proportions of households with a radio are smaller between urban and rural households with the same level of well-being (GSMA/Deloitte, 2016).

According to (ECOSIT4 2018), more than half of households (58.6%) own at least one mobile phone nationwide, 85.6% of urban households compared with 50.5% of rural households. In the capital, 97.3% of households own at least one mobile phone, compared with an average of 79% in other urban centres. Almost three people in ten (30%) own a mobile phone nationwide. This proportion is 56.9% in the capital. The provinces of Barh-El-Gazal (44.3%), Kanem (42.6%) and Lac (38.0%) have significant proportions, while Salamat, Moyen-Chari, Tandjilé and Sila, in descending order, remain below 20%. Ownership of other ICT (Information and communication Technologies) goods breaks down as follows: radio (20.0%), television (5.0%) and computers (1.4%).

Households with televisions are generally those that have access to electricity from various sources, such as the SNE electricity network, solar panels or generators (gensets). In Chad as a whole, 5% of households own a television set. By area of residence, this proportion is 40.9% in N'Djamena, 8.7% in other urban centres (20.3% for all urban centres) and only 0.4% in rural areas. The average for urban areas as a whole is driven by the capital, N'Djamena.

Nationally, only 1.4% of households have at least one computer, 12.2% in N'Djamena, 5.8% in urban areas as a whole and 0.1% in rural areas. Unlike mobile phones, computer ownership seems to be reserved to some extent, until now, for households with a higher level of prosperity.

Radio, a medium widely used to inform and communicate, is an asset that is used to a greater or lesser extent by household members. It is owned by 20% of households nationally. Compared with household ownership of a telephone, the differences between the proportions of households with a radio are smaller between urban and rural households with the same level of well-being. Among the poorest households, 14.3% of urban households have a radio, compared with 10.1% of rural households. Among households classified as wealthier, 38.8% of those living in urban areas and 23.1% in rural areas have at least one radio.

At 31 March 2023, it is estimated that more than 69.7% of the population¹³², i.e. 12,577,105 out of approximately 19,800,000 people, own a mobile phone based on SIM card users. Meanwhile, the fixed-line penetration rate is low¹³³ with 1,863 subscribers or 0.011%, mainly public institutions. The number of social media users in Chad is strongly linked to smartphone ownership, which determines internet access (3,598,419 people) and its penetration rate, which stood at 18% of the population at the start of 2023. The EW4All project will have to take this into account, in particular when developing approaches for disseminating early warnings.

In the provinces visited during the consultations, there are generally marked differences in access to information between men and women, particularly with regard to disaster monitoring, warning and management, irrespective of the channel (word of mouth, radio, television, mobile telephony and internet), the area (urban or rural) and the standard of living (household income).

Men generally have more direct access to information in general, as they are often more present in public spaces where information circulates more freely, they are more literate and they have more time and resources to access radio, television, mobile phones and the internet (social networks, online media, etc.).

¹³¹ ARCEP 2020

¹³² ARCEP 2023

¹³³ ARCEP 2022

On the other hand, women, particularly in rural areas, have limited access to these information channels because of their heavy involvement in domestic and agricultural tasks, which keep them away from the channels, but also because of socio-cultural constraints which mean that “a woman's value is measured by the number of children she has and her ability to look after the household, to the detriment of her free time, unlike a man whose value is measured by his bravery and the assets he owns, including the number and influence of the members of his family”.

In addition, women often report that they pay less attention to the information conveyed through these channels, either because the information is not perceived as directly relevant to them, or because it is less suited to their specific needs. Women are also more dependent on information provided at major events (weddings, births, etc.) and in collective settings, such as women's associations or groups, where they mainly obtain information through regular meetings and awareness-raising workshops organised by partners. These informal and formal meetings are becoming the preferred means of accessing information on climate risks and disasters, but this also means that women often receive information with a certain delay, compared with men.

Community radio stations are the main source of information for local people. Unlike the national radio and television stations of the Office National des Médias Audiovisuels (ONAMA), which are not picked up everywhere in rural areas, community radio stations enjoy greater coverage and the trust of local communities. These radios are particularly important for broadcasting early warnings of natural disasters or major climate changes. According to the testimonies gathered, the inhabitants of these provinces have more confidence in these radios, as they offer interactive programmes, tackle local issues and are more accessible in terms of language and content. The issues addressed include climate change and natural disasters, although weather forecasts are not really covered, unlike national television, which broadcasts daily global and provincial weather bulletins.

Agricultural extension agents and other rural development services (ANADER, SODELAC, SISSAP) also play an important role in disseminating information to local producers. They regularly receive information bulletins on changes in weather conditions and hydrological trends, and become essential channels for relaying this information to communities. Their role is crucial in popularising disaster risk management practices, particularly among farmers and livestock breeders. However, this transmission often depends on the availability of information and the qualifications and involvement of these agents in the areas concerned. Community meetings, word of mouth and town criers are also traditional channels that are still used to share information in areas where access to modern technology is fairly limited. Disaster risk information is often shared at these meetings through traditional or even religious leaders and chiefs. This process is slower, but it is still effective in close-knit communities, where information circulates well through these traditional social networks, whether formal or informal.

Increasingly, virtual platforms such as WhatsApp are being developed as modern social networks, enabling certain institutions, groups and associations to exchange and share information more generally and on climate risks and disaster management in particular. However, access to these platforms is still limited, particularly in rural areas where network coverage is poor and access to the internet is technically and financially restricted (internet costs remain relatively high). In rural areas, farmers and women are the most affected by this inaccessibility to new technologies, and their involvement in these platforms remains low compared with urban players and men respectively.

For example, during the discussion groups with the community of Bahboul in the Lac, it was observed that only one male out of around fifty people owns a smartphone with Internet connectivity, whereas the community's basic mobile phone owners are mainly men. This smartphone owner enjoys a certain notoriety, as the other members of the community are obliged to go to him for information and to communicate with the outside world.

Local communities in urban areas are not very well informed about weather forecasts, and those in rural areas are virtually unaware of them. Nevertheless, they express a greater need to improve information and

communication channels for forecasting and managing natural disasters. Men and women, although having different needs in terms of access to information, share the desire to have more reliable information through more effective information channels that are better adapted to their local realities.

Women, particularly those involved in groups and associations, express a strong need for training and awareness-raising adapted to their constraints and responsibilities. They want information channels that allow them to access information more easily, despite their multiple occupations. This includes community workshops, specific programmes broadcast on community radio stations at suitable times, and voice messages on mobile phones that are useful even when they are busy with housework. Training women in associations and groups is also a key channel for transmitting information on climate risk management and disaster resilience.

As far as men are concerned, community radio stations continue to be the most desired source for monitoring and warning, as they are already widely used and perceived as reliable. However, there is a desire to improve early warning systems, with greater involvement of extension workers and the creation of more formal mechanisms for disseminating alerts, notably via SMS or voice telephone notifications, where mobile coverage allows.

There is also a growing demand for real-time weather and climate information and tools that enable local communities, particularly farmers, to better anticipate periods of drought or flooding. Producers are also expressing the need to acquire work equipment and technological tools to improve their resilience (better production, better stock, better inputs, adapted seeds, etc.), which would enable them to overcome crises linked to natural disasters more quickly as part of anticipatory action.

Despite these expressed wishes, a number of barriers stand in the way of improving access to information, particularly for women. The first barrier is poverty and unequal access to modern technologies. Many rural families cannot afford mobile phones, radios, televisions or modern work equipment. This makes it difficult to disseminate information via digital or technological channels.

Low literacy, particularly among women, is another barrier, as many cannot read or interpret written or technical information. This requires appropriate communication strategies, such as the use of visual aids or simple audio messages in local languages.

The third barrier relates to access to energy, which is essential if less traditional channels are to be used, especially in rural areas where simply recharging a mobile phone can require a great deal of effort. Access to electricity in the provinces is far from sufficient, and even less permanent, in the same way as thermal generators, opening up a new market for renewable energies, particularly solar power, which is taking on significant proportions even in some of the most remote areas.

At community level, there is a lack of coordination between the various stakeholders (government, committees, local communities, the humanitarian community, community radio stations and extension workers), which can create gaps in the dissemination of coherent and reliable information on natural disasters. Greater synergy between these actors would be necessary to ensure more comprehensive coverage of risk information and early warnings, and to respond effectively to the needs of local communities, particularly those of women and vulnerable groups.

At national level, the country is facing a number of major challenges in terms of access to climate information and disaster risk reduction (DRR). Firstly, there is a lack of integration of DRR issues into school curricula at both primary and secondary levels. The lack of educational content adapted to the different school levels, combined with a lack of teacher training, limits the young generation's awareness of and preparation for climate risks and disasters. This shortcoming is exacerbated by the lack of documents and teaching materials dedicated to DRR, despite the potential efforts of Technical and Financial Partners (TFPs).

Chad must also overcome the challenge of informing and raising awareness among the general public about climate change adaptation and DRR. Although initiatives such as the celebration of International DRR Day and community awareness-raising programmes are envisaged, their implementation is hampered by a lack of coordination and resources. Awareness-raising programmes on climate change adaptation and disaster risk are less accessible to women, especially in rural areas. Unlike men, women, particularly those who are illiterate or monolingual, have limited access to the formal sources of information (radio, SMS, internet) used to disseminate these messages. They often rely on oral transmission, which reduces their ability to access crucial information in a timely manner. Men are more often involved in training and workshops organised by NGOs and local authorities.

Most awareness campaigns are conducted in French and Arabic, which could be a serious shortcoming for some of the country's provinces. The participation of the city of Ndjamen in international campaigns initiated by UNDRR, such as "Safe Cities", "Safe Schools" and "Safe Hospitals", remains limited, as does the production and dissemination of communication and information tools adapted through appropriate channels to the different population categories, particularly women and vulnerable groups. Finally, capacity-building for journalists and national NGOs through specific training remains insufficiently developed, which hinders the dissemination of relevant information and the mobilisation of civil society around DRR issues. However, although efforts have been made in recent years by the country, with the support of these TFPs, to raise awareness, train and inform local communities and national institutions about adaptation to climate change and disaster risks, women's participation remains low given their vulnerability to climate change. In the development and implementation of public policies to combat climate change and DRR, concrete efforts are currently focused on awareness-raising workshops to inform stakeholders of the risks involved and the importance of integrating gender issues, although the number of women generally attending these workshops is very limited (15-30%).

Preparation, early action and response

In Chad, preparedness, early action and response to climatic disasters such as floods and droughts are mainly coordinated by national and local institutions, including the Directorate General of Civil Protection (DGPC) and the Action Committees (CPA, CDA, CLA). These structures play a key role in drawing up and implementing contingency plans and emergency responses, although there are still shortcomings when it comes to including vulnerable groups.

Existing contingency plans do not sufficiently differentiate between the specific needs of vulnerable groups, such as women, people with disabilities, the elderly or children. Disabled people's organisations and community representatives report a low level of involvement of women and vulnerable people in consultation and response planning. This results in emergency responses that do not take their specific needs into account, particularly for people with functional limitations, who face increased barriers in accessing emergency services and resources.

Disaster management efforts are coordinated by the DGPC, provincial and local action committees, and partners such as ANAM (climate forecasting) and SISAAP (food security). These institutions are supported by international organisations such as the FAO, WFP and UNICEF to strengthen early warning systems and plan inclusive responses. However, greater efforts are needed to integrate the principles of gender and inclusion into their approaches, as well as to develop technical and logistical capacities.

Discussions with stakeholders reveal an urgent need to build institutional capacity for gender equality and the inclusion of people with disabilities. This includes raising community awareness, training those involved in disaster management, and integrating marginalised groups into consultation and planning processes. The development of contingency plans specific to the needs of vulnerable groups and their inclusive implementation are essential to ensure appropriate responses to climate shocks.

In the provinces visited during the consultations, anticipatory actions to deal with the risks of natural disasters such as floods and droughts are already in place in various forms, although they are often limited in scope

and effectiveness. Local communities rely on ancestral knowledge to anticipate the risks of natural disasters. They use natural indicators to anticipate floods and droughts. For example, they observe natural signs such as changes in the behaviour of animals and insects (spiders moving from south to north, the behaviour of certain birds, etc.), variations in vegetation, or atmospheric signs (stars, winds, the appearance of clouds in the east, the cycle of coolness and heat before and after the rainy season), to predict floods and droughts. In some areas, houses are built on higher ground to avoid flood damage, and dykes or small dams are built to channel water during the rainy season and protect inhabited areas and fields. This strategy, which is based on observations of the seasonal cycles of rainfall, high water and low water, helps to reduce the risk of flooding, although the expansion of inhabited areas and climate change are disrupting these traditional practices.

However, despite its effectiveness and reliability for communities, this knowledge, although valuable, is not sufficiently taken into account in modern forecasting processes and even less integrated into warning, preparedness and response systems, which represents a gap in risk management. For example, we were told that a dyke built by local communities on the lake using local materials was more resistant to the effects of weather and bad weather than the neighbouring dyke built by the humanitarian community using modern materials. An approach that combines modern methods with local knowledge could improve the accuracy of weather forecasts, impact predictions and community resilience.

Access to safe evacuation areas

In Chad, climatic disasters such as floods and droughts increase the vulnerability of women, children, the elderly and people with disabilities, particularly in terms of access to safe evacuation sites. Although public buildings such as schools, health centres and community facilities are often used as temporary evacuation sites, these spaces are rarely adapted to meet the specific needs of vulnerable groups. Basic sanitation facilities, such as separate toilets for men and women, access to drinking water and safe sleeping areas, are often lacking, making life difficult for evacuees, particularly women and people with disabilities.

Overcrowding, lack of privacy and insecurity expose women and children to an increased risk of physical and psychological violence in these places. The specific needs of women in terms of safety and dignity, as well as those of the elderly and disabled, are often not taken into account in the planning and management of these spaces. To respond to these shortcomings, it is essential to strengthen the capacity of evacuation sites to be inclusive and safe, by incorporating facilities that meet the specific needs of vulnerable groups, in order to reduce the risks and suffering during climatic crises.

Limited access to resources and services

In Chad, recurrent floods and droughts expose vulnerable groups, including rural women, the elderly, people with disabilities, households living in poverty and nomadic and transhumant indigenous peoples, to increased difficulties in preparing for climatic disasters.

Women and vulnerable groups remain the most affected by disasters, due to aggravating social factors such as gender inequalities, poverty and illiteracy, which reduce their ability to withstand the impacts. In Lac, for example, the CPA's needs assessment found that the majority of households in the province do not have sufficient food stocks to cope with crises, which makes them particularly vulnerable to climatic disasters, especially floods or droughts, and limits their ability to resist and recover quickly after a crisis.

These populations also face limited access to essential resources, such as drinking water, agricultural equipment, and the financial means to implement preventive measures. During periods of prolonged drought, water scarcity seriously affects agricultural and pastoral activities, reducing household income and limiting their ability to save to protect themselves against future crises. Many families have to buy water to meet their domestic needs, exacerbating their poverty and vulnerability.

The indigenous nomadic and transhumant groups have an economy based mainly on pastoral livestock farming. They face difficulties in accessing basic socio-economic services, as well as natural resources such as

water and grazing land, especially as climate change disrupts their seasonal movements and makes them more vulnerable (NAP 2021). Women are often marginalised in access to and management of land, even though they play an essential role in agricultural activities and rural livelihoods. Cultural norms limit their right to land ownership, often reserving this right for men. As a result, women depend mainly on family or marital relationships for access to land, making them vulnerable to family conflict or loss of access in the event of divorce or widowhood. Moreover, nomadic and transhumant communities are facing increasing restrictions on access to their traditional rangelands and pastoral resources. Demographic expansion, agricultural pressures and the absence of clear legal frameworks to protect their rights of access to transhumance lands are exacerbating tensions between farmers and herders. Conflicts over land frequently arise as a result of overlapping agricultural and pastoral activities. These limitations hamper mobility, which is essential for the resilience of pastoral systems in the face of drought and flooding, increasing their vulnerability to climatic and social crises.

The lack of inclusive policies and targeted support mechanisms, such as social safety nets adapted to climate shocks, also hampers people's ability to mitigate the impacts of disasters. A thorough understanding of the specific needs of women, people with disabilities and other marginalised groups is essential to designing programmes that respond effectively to climate risks. By integrating inclusive approaches into disaster risk reduction strategies, Chad could strengthen the resilience of the most vulnerable communities to the growing impacts of climate change.

Recommendations to improve the inclusion of women and vulnerable groups

The following are the main recommendations from the community consultations, which will help to identify areas for improving the inclusion of women and vulnerable groups in the development of the Gender Action Plan for the EW4All initiative:

- Strengthen the participation of women and vulnerable groups: Introduce quotas in local committees directly created by project and organise targeted training to include their perspectives in risk management.
- Integrating local knowledge and disaggregated data: Collecting and using data disaggregated by gender, age and disability to plan appropriate interventions, combining traditional knowledge and modern technologies.
- Include inclusive infrastructures in SOP, training and contingency plan: This to build adapted evacuation sites with specific facilities for women and vulnerable people (separate toilets, secure access).
- Promote equitable access to warnings: Develop appropriate alert systems (SMS, audio messages) in local languages, prioritising the needs of women and marginalised groups.
- Raising community awareness: Run campaigns on gender inequalities and the different impacts of disasters through community radio stations and local leaders.
- Create feedback mechanisms: Put in place accessible systems to collect complaints and needs of women and vulnerable groups in order to strengthen the relevance of interventions regarding SEP.

7 Gender Assessment for Ethiopia

As of July 1, 2024 the estimated population of Ethiopia is 132,059,767¹³⁴, of which 66,167,291 people are male and 65,892,477 (50.11%) are female (49.89%)¹³⁵. Ethiopia has a large rural population with 77% of the population living in rural areas¹³⁶. Twenty two percent (22%) of Ethiopian households are female-headed¹³⁷.

According to UN Women, people with disabilities in Ethiopia, make up 9.24% of the country's overall population. Unemployment is higher among women with disabilities compared to men, regardless of where they live.¹³⁸

Ethiopia has made strides toward gender equality, but challenges persist, particularly in rural regions. Significant progress has been achieved in areas such as maternal health and gender-responsive policies. However, social norms, patriarchal traditions, and gender-based violence (GBV) still heavily affect women's rights and opportunities. Ethiopia is ranked 176th out of 193 countries in the UNDP Gender Development Index (GII) and 79th of 146 countries in the Global Gender Gap Report 2024, with a score of 0.709¹³⁹.

Literacy, Education and Vocational Training

Despite numerous efforts to improve access to education and training, Ethiopia continues to face a high illiteracy rate, with women disproportionately affected. The gender gap is particularly striking, as women's lower enrolment and higher dropout rates at the secondary level contribute to their higher illiteracy rates. According to the 2016 EDHS¹⁴⁰, which has the most recent available data, the illiteracy rate among women stands at 57.1%, significantly higher than the 32.2% for men nationwide. In regions like Somali, the situation is even more dire, with 79.4% of women aged 15-49 unable to read or write. This educational gap severely restricts women's access to information and opportunities, limiting their ability to fully participate in society and contribute to the country's economic development.

In Ethiopia, there are gender disparities in education, with more girls than boys dropping out of school due to early marriage and domestic responsibilities. Efforts are being made to close the gap, but rural areas continue to lag behind urban regions in terms of access to education and literacy programs for women.

Pre-primary education

According to the Educational Statistics Annual Abstract (ESAA), the National Gross Enrolment Rate (GER)¹⁴¹ for pre-primary education in 2021 reached 36.7%, a sharp rise from 9% in 2010. Despite this improvement, enrolment remains low nationwide. Addis Ababa leads with a GER of 93.8%, while other regions vary from 67.4% in Gambella to just 3.2% in Somali. Male enrolment continues to surpass female enrolment, with a GER of 37.7% for boys compared to 35.6% for girls. Nationally, the Net

¹³⁴ [Population of Ethiopia 1950-2024 & Future Projections \(database.earth\)](#)

¹³⁵ [World Bank Gender Data Portal](#)

¹³⁶ [Ethiopia | Data \(worldbank.org\)](#)

¹³⁷ [Female headed households \(% of households with a female head\) - Ethiopia | Data \(worldbank.org\)](#)

¹³⁸ UN WOMEN (2024) Abridged version Ethiopia Country Gender Equality Profile Brief, p. 13

¹³⁹ World Economic Forum (2024) Global Gender Gap 2024, p.175

¹⁴⁰ Central Statistics Agency and the DHS Program, ICF (20016) Ethiopian Demographic Health Survey 2016. <https://www.dhsprogram.com/pubs/pdf/FR328/FR328.pdf>

¹⁴¹ Gross Enrolment Rate (GER) refers to the overall enrolment at a specific level or stage of education, irrespective of the students' ages. It is presented as a percentage—sometimes exceeding 100%—of the population within the officially recognized school-age group for that educational level or cycle. This indicator reflects how effectively the education system covers its target demographic. /

enrolment Rate (NER) was 21.8% for boys and 20.6% for girls, with the widest gender gap in Somali (GPI of 0.83). This indicates that girls are less likely to enroll at the official pre-primary age compared to boys.¹⁴²

Primary and middle school education

Primary education in Ethiopia covers grades 1-8, with a 2021 National Gross Enrollment Ratio (GER)¹⁴³ of 95.1%. Gender disparities are significant, particularly in pastoral regions like Somali and Afar, where the Gender Parity Index (GPI) is 0.76 and 0.83, respectively. Addis Ababa is the only region where female enrollment exceeds male enrollment. However, completion rates for grades 6 and 8 are lower for girls, who face higher dropout, delayed entry, and repetition rates compared to boys. In 2019/20, the national dropout rates for grades 1-8 was 15.2% for boys and 13.7% for girls.¹⁴⁴

Secondary education

In Ethiopia, secondary education covers grades 9-12, but enrollment remains low at 42.1% in 2020/21, compared to 95.1% for primary education. While this marks an improvement from 26.3% in 2014/15, access to secondary education is still limited for both girls and boys. However, girls continue to fall behind boys, with only 40.3% of girls enrolled in 2021, compared to 43.8% of boys.

Tertiary education

According to the Ethiopian Education Strategy Centre (ESC), of total students in 2020, women made up 35% of undergraduates, 22% of master's students, and 13% of PhD students in Ethiopian public universities. Though an improvement from 10 years ago, these numbers remain low, limiting women's access to higher education and better job prospects. Gender gaps are stark, with fields like engineering, having only 28% female undergraduates and just 9% at the PhD level.

Technical and Vocational training (TVET)

Female participation in TVET in Ethiopia has been comparable to that of males ranging between 51-54% over the past decade. However, women are more concentrated in lower levels (1 and 2) and underrepresented in higher levels (3 to 5). Enrolment is particularly low in regions like Afar, Gambella, Somali, and Harari, where access issues are more severe, especially for women. Many *woredas* lack TVET centres, making it difficult for women, particularly those from disadvantaged backgrounds, to attend. Despite significant government investment and a rise in institutions from 458 in 2013 to over 1,800 in 2023, access challenges continue to disproportionately affect women¹⁴⁵. In 2023, a policy shift was announced to enhance TVET quality and address the unique needs of various regions, with a particular focus on supporting female participation¹⁴⁶.

¹⁴² Federal Democratic Republic of Ethiopia, Ministry of Education. Education Statistics, Annual Abstract, 2020/21. <https://ecde.aau.edu.et/jspui/bitstream/123456789/276/1/MoE%2018%20ESAA%202013%20E.C%20%282020-2021%20G.C%29..pdf> ; UNICEF. 2022. Quality Pre-primary Education is the Basis of a Child's Journey. <https://www.unicef.org/ethiopia/stories/quality-pre-primary-education-basis-childs-journey#:~:text=In%20Ethiopia%2C%20pre%2Dprimary%20education,to%2044%20percent%20in%202022.> Federal Democratic Republic of Ethiopia, Ministry of Education. Education Statistics, Annual Abstract, 2020/21 <https://ecde.aau.edu.et/jspui/bitstream/123456789/276/1>

¹⁴³ Gross Enrolment Ratio (GER) measures the total number of children enrolled in a specific grade range, regardless of their age, expressed as a percentage of the school-age population. This indicator encompasses enrollment in both Alternative Basic Education (ABE) and traditional primary schools.

¹⁴⁴ Federal Democratic Republic of Ethiopia and UN WOMEN (2024) Ethiopia Country Gender Equality Profile 2024

¹⁴⁵ Ibid

¹⁴⁶ Cfr.: IPDR (2021) Hawassa University, Gender Audit of the Ethiopian Higher Education & Girum Abebe and Tsegay G Tekleselassie Chansathith Chaleu. (2022). "National TVET policies and systems in Ethiopia: Opportunities and issues in challenging times." International Labor Organization, 2022. https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/publication/wcms_863440.pdf

Education accessibility for people with disabilities

The Ethiopian Government has made strides toward equal educational access for students with disabilities, but challenges remain. Issues such as transportation difficulties, inaccessible school buildings, inadequate disability-friendly facilities, and insufficient learning materials persist. Consequently, the Gross Enrolment Rate (GER) for pre-primary students with disabilities is 1.5% for girls and 1.9% for boys. Across regions, enrolment rates for both sexes with disabilities are low, although boys tend to have slightly higher rates than girls. Addis Ababa shows better performance, with enrolment rates of 20.3% for boys and 12.8% for girls at the pre-primary level¹⁴⁷.

Control of Assets and Digital Divide

In Ethiopia, women's control over assets, including land, remains limited despite progressive legal frameworks promoting gender equality. While the Ethiopian Constitution and the Revised Family Code guarantee women equal rights to own and inherit land, traditional norms and practices often restrict women's access to and control over these resources. Women-headed households, particularly in rural areas, are more likely to face challenges in land registration and tenure security, which directly impacts their economic empowerment. Women's access to bank accounts is also less compared to men with 51% and 64% of women and men having access respectively (AFRO BAROMETER, 2024). Access to technologies like mobile phones is also marked by gender disparities, with fewer women owning or utilizing mobile devices and mobile internet services compared to men; 60% Vs 68 % as of 2023 creating a gender gap in mobile and internet usage (AFRO BAROMETER, 2024). However, relative progress in rural phone ownership with approximately two-thirds of rural households owning a mobile phone has been recorded (International Food Policy Research Institute, 2023). Despite this, sex disaggregated mobile phone ownership is not equally spread across the four major regions of Ethiopia. i.e Tigray, Oromia, Amhara and Southern Nations Nationalities and People's Region (SNNP) as per data as of 2019 according to IFPRI. Rates of ownership are growing quickly for heads of household in Tigray, Oromia and SNNP, with rates of male heads slightly lagging in the Amhara region. This digital divide hinders women's ability to access critical information, financial services, and opportunities for entrepreneurship. Furthermore, women's agency—their ability to make independent decisions and influence their socio-economic conditions—is constrained by societal norms that often prioritize male decision-making. While national policies and programs, such as gender-responsive agricultural and digital inclusion initiatives, aim to enhance women's agency and access to resources, significant gaps persist in bridging these inequalities.

Employment and Labor Participation

The 2021 Ethiopian Labor & Migration survey reveals significant gender disparities in labour market participation, with only 56.8% of women involved compared to 72.6% of men. When employed, women are more likely to work in the informal sector (28.6%) compared to men (15.7%), which limits their access to benefits like pensions and insurance¹⁴⁸. Additionally, a substantial portion of women (45.3%) engage in unpaid family work, compared to 30.4% of men. Women predominantly hold lower-level jobs, particularly in agriculture (41.3%) and elementary employment that consists of routine tasks typically requiring minimal skills, training, or education (35.5%)¹⁴⁹. Unemployment rates also highlight gender inequality, with 11.7% of women versus 5% of men unemployed in 2021. The COVID-19 pandemic disproportionately impacted female-dominated sectors.

¹⁴⁷Federal Democratic Republic of Ethiopia and UN WOMEN (2024) Abridged version Ethiopia Country Gender Equality Profile Brief

¹⁴⁸ Ethiopian Statistics Services. (2022). Statistical Report on the 2022, 2nd Round Urban Employment Survey

¹⁴⁹ Federal Democratic Republic of Ethiopia, Ministry of Planning and Development (2021) Statistical Report on the 2021 Labor Force and Migration Survey. Statistical Bulletin <http://www.statsethiopia.gov.et/wp-content/uploads/2022/01/THE-2021-LABOUR-FORCE-AND-MIGRATION-SURVEY-STATISTICAL-REPORT-1.pdf>

Representation and Participation in Decision Making

Women's representation in political and decision-making processes is improving, with recent efforts to ensure gender-balanced leadership in public offices. However, women still face cultural barriers that limit their participation at both local and national levels and significant leadership responsibilities continue to be dominated by men in both private and public sectors¹⁵⁰.

Meanwhile, progress in gender representation in Ethiopia's government has been notable, with women achieving parity in ministerial appointments in 2018 (AGI 1.021). Women's representation in line ministries rose from 13% in 2015 to 50% in 2018, highlighted by the appointment of a woman as Head of State, Supreme Court president, and Attorney General. However, by October 2021, women held only 36% of ministerial positions, a decline from 2018, with most now in less influential roles¹⁵¹. Systemic barriers continue to hinder women's participation in decision-making and leadership, with only 29% of state minister positions held by women. Regional disparities are significant, with female representation as low as 7% in some areas. Addressing systemic barriers and enhancing women's leadership in both public and private sectors remains crucial for fostering gender equality¹⁵².

Gender-Based Violence and harmful practices

Ethiopia has implemented various laws and policies to combat sexual violence, domestic abuse, and harmful practices. The Criminal Code addresses crimes like rape and domestic violence, while the country has ratified international agreements such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Protocol on the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol) and Beijing Declaration and Platform for Action that protect individuals from gender-based violence.

Despite these efforts, significant gaps remain in legal enforcement. For instance, the Revised Criminal Code does not recognize marital rape, and workplace harassment is inadequately addressed. Additionally, psychological violence in marital settings is not covered¹⁵³.

The 2016 Ethiopian Demographic and Health Survey (EDHS) found that 23% of women experienced physical violence and 10% experienced sexual violence in their lifetime¹⁵⁴. The 2022 humanitarian needs overview indicated an increase in individuals needing gender-based violence (GBV) support, rising from 3.5 million in 2021 to 5.8 million, primarily in conflict- and disaster-affected regions¹⁵⁵. Additionally, 63% of women surveyed aged 15-49 believe it's justifiable to beat a woman for violating social roles (such as burning food, arguing with her husband, leaving the house without permission, refusing intercourse and neglecting the children), demonstrating the need for awareness raising interventions to help women understand their rights¹⁵⁶. Violence in schools is the other facet of GBV where school children face at least one form of violence. One study of violence against girls in primary and secondary schools in nine regions of Ethiopia found that 46% of students spoke of sexual

¹⁵⁰The fact that significant leadership responsibilities continue to be dominated by men is reflected in Ethiopia's AGI score for empowerment and representation which stands at 0.247. The African Gender Index (AGI) in the area of Empowerment and Representation assesses the presence of women in leadership and decision-making positions within government and the private sector. It evaluates the comparative numbers of women and men serving in parliamentary and cabinet roles, as well as the percentage of businesses with female managers and the ratio of female to male managers, professionals, and technicians., African Development Bank (2020). Africa Gender Index report https://www.afdb.org/sites/default/files/documents/publications/africa_gender_index_report_2019_-_analytical_rep

¹⁵¹ Federal Democratic Republic of Ethiopia and UN Women. (2024) Ethiopia Country Gender Equality Profile 2024

¹⁵² Federal Democratic Republic of Ethiopia and UN Women. (2020) Status of Women in Leadership Positions in the Legislative, Executive and Judicial Branches of the Government of Ethiopia.

¹⁵³ Ibid.

¹⁵⁴ Federal Democratic Republic of Ethiopia and UN Women. (2024) Ethiopia Country Gender Equality Profile 2024

¹⁵⁵ Gender Based Violence AOR. (2022) Situation of GBV in Ethiopia. <https://reliefweb.int/report/ethiopia/gbv-aor-ethiopia-situation-gbv-ethiopia-september-2022>

¹⁵⁶ Federal Democratic Republic of Ethiopia and UN Women. (2020) Status of Women in Leadership Positions in the Legislative, Executive and Judicial Branches of the Government of Ethiopia, p.48

harassment, degrading treatment and sexual attacks, most frequently on the journey to and from school, but also in school compounds, with perpetrators including male students and older men (Save the Children et al., 2008).

In response, the government has made progress in working on a national policy for the prevention and response to Gender-Based Violence (GBV). This policy seeks to safeguard vulnerable groups and uphold their human rights. The policy will provide a comprehensive framework from which various laws, strategies, and guidelines can be developed.¹⁵⁷ The current development stands at MoWSA working with the Ministry of Planning and Development to merge Gender Equality GBV and Economic Empowerment in one Gender Equality and Women Empowerment Policy rather than being endorsed as separate Policies. The timeline for the endorsement of the Gender Equality and Empowerment Policy is however not clear.

Harmful Traditional Practices (HTPs) in Ethiopia mainly result from social, cultural and religious norms. Several national policies recognize Harmful Traditional Practices as detrimental to women's and girls' rights. The 1993 National Policy on Ethiopian Women aims to eliminate these practices, supported by the National Strategy for the Elimination of HTP and the roadmap to end Female Genital Mutilation (FGM) and child marriage (2020-2024)¹⁵⁸. In Ethiopia, 25 million women and girls have undergone FGM, the highest in Eastern and Southern Africa, with 65% of women aged 15-49 affected. While FGM prevalence has decreased from nearly 90% in 1970 to 50% in 2000 among adolescents, it remains a significant issue driven by entrenched social and cultural norms.¹⁵⁹ Social norms stigmatizing premarital sexual activity and cultural beliefs controlling female sexuality perpetuate child marriage and FGM¹⁶⁰.

Despite the government's commitment to end child marriage by 2025, the 2016 EDHS found that 40.3% of women aged 20-24 were married before 18, with 14.1% married before 15.

Gender Policies and Legal Framework

Over the past 30 years, the Ethiopian government has prioritized gender equality in its development efforts, introducing various laws, policies and reforms, such as the National Action Plan for Gender Equality, to support this goal. However, implementation remains a challenge, especially in remote areas, due to deep-rooted social norms hinder progress.

Ethiopia has advanced its international and regional gender commitments through national laws and policies:

- **National Policy on Women (NPW):** In 1993, Ethiopia implemented the National Policy on Women (NPW). It promotes gender-sensitive structures, ensuring equal political, economic, and social rights. Currently, the government is finalizing a new National Policy on Gender Equality and Women's Empowerment (NP-GEWE), which will eventually replace the NPW. This updated policy is being developed through a collaborative process led by the Ministry of Women and Social Affairs.

¹⁵⁷ Federal Democratic Republic of Ethiopia and UN Women. (2024) Ethiopia Country Gender Equality Profile 2024
UN Women (2022) UN supporting development of National Policy and Strategy on GBV Prevention and Response in Ethiopia.

<https://ethiopia.un.org/en/213638-un-supporting-development-national-policy-and-strategy-gbv-prevention-and-response-ethiopia>

¹⁵⁸ UN Women, UNAIDS, Federal HIV/AIDS Prevention and Control Office (FHAPCO) (2020) Gender Assessment of the National HIV Response in Ethiopia. <https://africa.unwomen.org/sites/default/files/2022-02/ethiopia%20gender%20assessment%20of%20the%20national%20hiv%20response.pdf>

¹⁵⁹ Federal Democratic Republic of Ethiopia and UN Women. (2024) Ethiopia Country Gender Equality Profile 2024.

¹⁶⁰ For more information regarding social norms that are also diving to harmful practices see also International Bank for reconstruction and Development (2019) Ethiopia Gender Diagnostic Report

- **National Action Plan for Gender Equality (NAP-GE):** Ethiopia's NAP-GE serves as a blueprint for integrating gender considerations across sectors, fostering gender-sensitive planning and implementation. The Plan aligns with Ethiopia's Ten-Year Development Plan and Growth and Transformation Plan (GTP), emphasizing the inclusion of women in economic and leadership roles.
- **Constitution (1994):** Guarantees gender equality, education, and affirmative action for women and girls.
- **Family Code (2000):** Establishes equality between men and women, raises the legal marriage age to 18, and grants women economic rights in long-term partnerships. However, some regions (Afar, Somali) have not fully aligned.
- **Criminal Code (2005):** Criminalizes domestic violence, rape, FGM, abduction, and early marriage.
- **Other Legal Reforms:**
 - Prohibition of sexual harassment (2017)
 - Protection for overseas workers (2016)
 - Free legal services for women (2016)
 - Gender budgeting in financial administration (2016)
- **Ten-Year Development Plan:** Promotes women's participation in education, leadership, and the economy.
- **Education Policies:** Aim to increase access for girls and women, including free education up to grade eight and gender-sensitive initiatives.
- **Health Policies:** Focus on maternal and child health, expanding reproductive health services.
- **Economic Programs:** Support women's entrepreneurship through microfinance and economic participation.
- **Disability Inclusion:** Ensures equal rights and employment for persons with disabilities, with a focus on women.¹⁶¹
- **Growth and Transformation Plan I and II:** GTP I aimed to mainstream women and youth agendas in the national development and governance strategy of the country. GTP II requires redoubling of efforts to address challenges around economic and social benefits for women.
- **Gender-responsive budgeting (GRB)** is a policy and planning approach introduced in Ethiopia in 2016 as part of broader reforms to ensure that national and local government budgets address gender disparities. GRB integrates gender considerations into the allocation of public resources, aiming to promote gender equality and women's empowerment through targeted investments in programs and services that benefit women and marginalized groups.

International Commitments

Ethiopia is a signatory to several international conventions promoting gender equality, including:

- CEDAW (Convention on the Elimination of All Forms of Discrimination Against Women)
- Beijing Platform for Action
- Maputo Protocol (African Charter on Human and People's Rights on Women's Rights) with reservations on marriage and inheritance
- Maya Declaration on economic rights
- Sustainable Development Goals (SDG 5) on gender equality

More specific to the context of disasters, Ethiopia has endorsed the **Sendai and the Hyogo Frameworks** both of which are applicable in disaster situations. These frameworks have addressed the importance of giving due recognition to the gender dimension of disasters and highlights on the need

¹⁶¹ For more info see: Federal Democratic Republic of Ethiopia and UN WOMEN (2024) Abridged version Ethiopia Country Gender Equality Profile Brief/ Federal Democratic Republic of Ethiopia and UN Women. (2024) Ethiopia Country Gender Equality Profile 2024

for a gender perspective to be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training. Ethiopia monitors and reports on its compliance to the principles and stipulations in the frameworks. At a national level, the **Strategic Program Investment Framework (SPIF)** is a strategic framework for the prioritization and planning of investments that will drive Ethiopia's Disaster Risk Management (DRM) system. It recognizes the differential impacts of disaster on women and men and highlights gender-based risks and vulnerabilities to be identified as one of its objectives under disaster risk profile.

Ethiopia has aligned these commitments with its Ten-Year Development Plan (2021-2030), integrating gender equality across all sectors. Additionally, Ethiopia supports equal education rights through international treaties like the Universal Declaration of Human Rights, Beijing+, SDGs, AU 2063, and the African Charter on the Rights and Welfare of the Child. These frameworks ensure free and equal access to education, with special measures for girls.

Gender-Related Institutional Arrangements

Several institutions in Ethiopia work to promote gender equality and women's empowerment. The Ministry of Women and Social Affairs (MoWSA), established in 2014, leads these efforts, coordinating gender policies across various ministries through Gender Directorates. These offices operate from the federal level down to local Kebele units, reflecting the government's commitment to gender parity. MoWSA oversees the National Action Plan on Gender Equality and advocates for women's rights.

The Annual Women's Conference brings together stakeholders from government, UN agencies, NGOs, and the private sector to discuss progress and challenges in gender equality. It also includes a forum for women parliamentarians to address gender priorities and integrate them into national policies.

Various alliances and working groups, such as those focused on ending child marriage, FGM, and violence against women, collaborate to improve the status of women and girls. The Gender Working Group comprised of government representatives, development partners, and civil society organizations focuses on aligning national gender initiatives with international frameworks like CEDAW and the Sustainable Development Goals (SDGs). Community-level initiatives like the Women's Development Army (WDA) and professional women's associations play a crucial role in advocacy, training, and holding the government accountable for gender equality. Women's Associations and Cooperatives support capacity-building and economic empowerment initiatives. These groups provide training, financial literacy programs, and access to microfinance, enabling women to participate more actively in decision-making and disaster preparedness activities. Community-Based Organizations (CBOs) similarly, often in partnership with NGOs, facilitate targeted interventions for vulnerable women, including survivors of GBV, women-headed households, and persons with disabilities.

Gender, Climate Change and Early Warning Systems and disasters response

Ethiopia is highly vulnerable to climate change, facing frequent droughts, floods, crop failures, and locust infestations. These disasters disproportionately impact women and vulnerable groups. Women, especially in rural areas, face challenges in accessing resources, technology, and information, which limits their ability to adapt to climate change. They often rely on agriculture and forest products, both highly susceptible to climate shocks. Displaced women and girls face food insecurity, meaningful access to services including healthcare, shelter, water and sanitation and are also susceptible to risks of gender-based violence. Furthermore, women have limited access to agricultural inputs like seeds, fertilizers, and irrigation systems, which undermines their resilience. Male-headed households generally focus on farming adaptations, while female-headed households lean towards off-farm

income diversification. Women and girls also bear the burden of collecting firewood, often spending hundreds of hours annually, exacerbating deforestation and limiting their time for education or employment.

In addition, climate-related disasters increase health risks for women, particularly from waterborne diseases due to inadequate sanitation during floods. Traditional gender roles, coupled with the impact of disasters, lead to malnutrition, mental health issues, and physical strain on women and girls. Despite these challenges, Ethiopia has made progress with policies like the Climate Resilient Green Economy (CRGE) strategy, which aims to integrate gender-responsive climate action and move towards a low-carbon economy. However, women's involvement in decision-making remains limited due to persistent gender norms.

Community consultations undertaken within the framework of the EW4All project design also attest to the fact women are disproportionately impacted by disasters. The consultations conducted in Tigray, Oromia, Southern Nations, Nationalities, and Peoples' Region (SNNP), and Amhara, consistently highlighted the intersection of gender and climate change impacts. Women, particularly in rural settings, face heightened vulnerability due to their traditional roles in household management and agriculture. In regions like Tigray, the impacts of climate change—manifested through erratic rainfall patterns and severe droughts—have forced women to shift away from agriculture to alternative income-generating activities, often without adequate support. Their dependence on natural resources for household energy and food production further exacerbates their susceptibility to climate-induced risks.

Climate change also disproportionately affects women-headed households. The economic insecurity faced by these households is intensified by limited access to financial services, land, agricultural inputs and resources including climate-resilient technologies, making them particularly vulnerable to food insecurity. Platforms like the Emergency Coordination Center in Tigray offer some opportunities for gender-responsive planning; however, resource constraints still hinder comprehensive support.

In Oromia and SNNP, grassroots organizations like self-help groups (SHGs) and women's development networks provide some support to their members, but their reach and capacity remain constrained by socio-cultural barriers and resource limitations.

In relation to Gender-Responsive Early Warning Systems, across all the regions where consultations for the EW4All project took place, the importance of gender-responsive early warning systems was emphasized. Current systems often fail to consider the specific needs of women, persons with disabilities (PWDs), and the elderly, who face barriers to accessing early warning information. For instance, in Tigray, the destruction of community-based early warning networks due to conflict has left many women without critical information. Similarly, in Oromia, logistical challenges hinder the inclusivity and reach of these systems.

Efforts to integrate gender-sensitive practices into early warning systems have been made in SNNP and Amhara. For example, the revision of woreda risk profiles that includes gender-specific indicators is an opportunity to gather gender responsive data in all regions. Amhara's impact-based early warning roadmap aims to address the unique vulnerabilities of women and marginalized groups by mainstreaming gender in MHEWS. However, the absence of comprehensive data on gendered impacts of past disasters hampers the development of truly responsive systems.

Disaster response strategies in Ethiopia are gradually incorporating gender-sensitive frameworks. The Ethiopian Red Cross Society (ERCS), a key stakeholder, emphasizes gender diversity and inclusion in its operations, targeting women and children in 35% of its disaster response efforts. ERCS also conducts

vulnerability and capacity assessments that include gender considerations, enabling the development of targeted interventions for women and marginalized communities.

However, challenges persist. In Amhara, ongoing conflicts have disrupted traditional response mechanisms, disproportionately impacting women and the elderly among internally displaced persons (IDPs). In Hawzen Woreda of Tigray, the absence of reliable early warning and disaster response systems has left women vulnerable to gender-based violence (GBV) and economic destitution. This is attributed to the weakened collective resilience, community networks and limited women's access to resources. The compounded effect of all has direct impact on vulnerable women's exposure to GBV and exploitation. The youth in Tigray also face challenges related to climate change, including reduced agricultural productivity due to land degradation and irregular rainfall. These barriers discourage agricultural involvement, leading many young people to migrate to urban areas, onward migration or pursue less sustainable livelihoods, which negatively impacts both men and women. In Oromia, political conflicts further complicate disaster response efforts, leaving marginalized communities, including women, without adequate support. Additionally, the settlement of some communities in rural locations bordering rivers expose them to flooding and the resultant impacts. Their cultural beliefs however demand they stay on their lands because rivers overflowing is a symbol of abundance and prosperity. The government has not yet mapped out such settlements along river lines due to resource limitations.

In **SNNP** and **Amhara**, women, elderly individuals, and people with disabilities face particular challenges during recurring hazards like drought and floods. In SNNP, women's caregiving roles and social norms, such as eating last, increase their vulnerability in times of food shortages. SNNP also has high drought exposure, affecting 55% of woredas. Additionally, women in flood-prone areas are often unaware of early warning information, heightening their risk. Similarly, in Amhara, drought, floods, and ongoing conflict have intensified the hardships of women and other marginalized groups, especially among nearly one million internally displaced persons (IDPs), who are largely composed of women, elderly, and disabled individuals.

Some of the opportunities for gender-responsive and inclusive systems include capacity building programs targeting women and marginalized groups, which can empower them to participate actively in disaster preparedness and response. This can include technical skills training for managing early warning systems and leadership development initiatives. Furthermore, community-based mechanisms like self-help groups, women development associations, development agents and extension workers widely exist in rural settings. Strengthening these grassroots networks can enhance the flow of early warning information and foster economic resilience. Integrating these with formal disaster management frameworks would enhance gender responsive and inclusive early warning systems and disaster preparedness and response measures.

Women's Representation and Participation in DRM Sectors

Women are disproportionately affected by disasters, and their involvement in disaster risk management (DRM) is increasing. While Ethiopia is working on gender mainstreaming in disaster preparedness and response, capacity-building efforts are still needed to integrate gender into all levels of disaster risk management.

In Ethiopia, women's status within the society has made it challenging for them to acquire the necessary knowledge, information and resources to have agency. This affects their meaningful participation in community engagement, including disaster preparedness and mitigation plans and response and resilience processes. Women often bear the brunt of caregiving responsibilities, making them more vulnerable to displacement and loss of livelihood in crises. Without adequate representation, DRM strategies risk overlooking the unique needs and challenges that women face

during emergencies, such as access to reproductive health services or safe spaces for shelter. However, some changes have been recorded where women participate in DRM. Institutional reforms have ensured the participation of women in leadership positions of DRM undertakings through the institutionalization of gender departments that oversee the gender responsiveness of the different levels of project implementation. To this effect Pillar leads of the EW4All project have highlighted the importance for gender to be mainstreamed across the full cycle of DRM and response. While this is a good start into having a proper gender responsive process, there is the risk of missing the unique issues of gender and the vulnerabilities of women within the overall DRM cycle. This is because gender responsiveness may at times seem to only focus on numbers without actually understanding the differential impact of disasters and the tailored response to address that.

Women's perspectives are not included in DRM data collection, compilation, and analysis at the kebele or woreda levels. While there are some efforts in gender equity in data collection and several indicators, this does not necessarily influence if or how stakeholders prioritize gender needs or use gender-sensitive data in mitigation, action planning, or decision-making at the kebele or woreda levels. This is likely exacerbated by the limited number and voice of women in community planning and committees (USAID, 2019).

A comparative analysis of the location specific consultations for the EW4All project indicate that across all regions, women's representation in leadership roles within DRM structures remains limited. In Tigray, conflict and displacement have reversed many gains previously made in women's empowerment. Before the conflict, women in Tigray were active participants in development and decision-making platforms, including community-based disaster preparedness initiatives. However, the war has not only disrupted these structures but also led to a disproportionate burden on women, particularly as household heads managing economic and caregiving responsibilities. The number of female-headed households has substantially increased as a result of the war and they are left with little capacity to engage in decision-making processes.

In Oromia, cultural norms continue to restrict women's participation in DRM leadership roles. Women are often excluded from decision-making platforms, with leadership positions primarily occupied by men. However, there are promising examples of grassroots initiatives, such as women-led self-help groups (SHGs), which have started advocating for women's inclusion in local DRM committees. These groups offer a potential entry point for broader participation if adequately supported. In both Tigray and Oromia, women face significant resource limitations, including lack of access to transportation, information, and financial support, which restricts their ability to participate actively in DRM activities. Amhara region demonstrates a mixed picture. While the regional DRM offices have attempted to integrate women into local disaster preparedness committees, ongoing conflicts have marginalized their voices further. Ongoing conflicts in Amhara have disproportionately affected women, leading to their marginalization from DRM processes. Displaced women face additional challenges, such as lack of access to early warning information and vulnerability to gender-based violence (GBV), which further isolates them from DRM structures.

In SNNP, the engagement of women in DRM structures is relatively stronger in urban areas, where education and awareness levels are relatively higher. However, in rural areas, traditional social norms hinder their participation. Women often assume primary caregiving roles and are at greater risk during disasters, especially in drought-prone or flood-prone areas. Women in some kebeles in SNNP are the ones who cultivate land that is made fertile by rivers and flood. With limited access to early warning information women have been swept away by sudden and raging floods while working on their farms. Cultural norms such as women and children eating last in households, exacerbate their vulnerability during droughts food shortages also causing malnutrition in children.

Nevertheless, challenges persist in advancing women to leadership roles within DRM sectors. Leadership, coordination, and technical training opportunities are more accessible to men, often leaving women underrepresented at decision-making tables. Limited access to communication tools, such as mobile phones, TV and radios is the other significant challenge that contribute to the disproportionate impact of climate change on women in rural areas.

The ERCS, for instance, has acknowledged this imbalance and emphasized the need for targeted initiatives to empower women through leadership programs and tailored disaster management training. Overall, because of their roles within their households and communities, women have strong ties with the environment and natural resources. This should put them at the forefront in disaster preparedness, response and resilience discussions and engagements. The consultations identified that although DRM policies in Ethiopia promote gender equality, real-world execution is inconsistent. This gap suggests that existing frameworks and protocols, while theoretically inclusive and show the general intent, lack rigorous enforcement, especially at local levels which are attributed to logistical, resource and cultural barriers. Thus, women's representation in decision-making roles, within the broader governmental DRM structures, remains low, which restricts their influence in planning and response activities. By including women in community DRM teams, the EW4All initiative could tap into women's central role in community networks for the attainment of gender responsive early warning dissemination and higher responsiveness to alerts.

Gender in Early Warning Systems and Disaster Response

Ethiopia's DRM policies have evolved over the years, with the inclusion of gender as an important aspect in national frameworks such as the 2013 *National Policy and Strategy on Disaster Risk Management*¹⁶², which serves as the key document guiding disaster risk management in Ethiopia. While it acknowledges the importance of gender sensitivity, it lacks specific measures to address gender-based violence (GBV) risks, offering no clear actions for prevention, mitigation, or response. The policy recognizes gender as a cross-cutting issue, noting that women and other marginalized groups are disproportionately affected by disasters. It emphasizes the need for DRM laws, programs, and plans to "give special attention to women" and other vulnerable groups. Additionally, it states that disaster response efforts should be accessible to pregnant and lactating women, along with other marginalized populations. A revision of this policy is currently in progress¹⁶³.

Ethiopian policies emphasize the importance of gender-sensitive approaches to DRM. The government and various international organizations are working towards enhancing women's participation, especially in decision-making roles within local communities. However, substantial work is still needed to ensure that women are actively involved in planning and implementing disaster preparedness and response measures. Although progress has been made in integrating gender into early warning systems, women still face barriers to accessing disaster-related information and technologies, especially in rural areas. Efforts are underway to ensure that women have equal access to early warning technologies. However, women's access to early warning information and technologies is hindered by several factors, including literacy barriers, limited access to technology, and socio-cultural norms. Many women, especially in rural areas, do not have access to mobile phones, radios, or other technology used for disseminating early warning messages. This limits their ability to receive timely and accurate information about impending disasters.

¹⁶²The National Policy and Strategy on Disaster Risk Management is a sectoral national strategic document applicable to the period of 2013-2023. Its main objective is to reduce disaster risks and potential damage caused by a disaster through establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development. [Ethiopia: National Policy and Strategy on Disaster Risk Management | Refworld](#)

[national-policy-and-strategy-on-disaster-risk-management_9401f39d859678e1dfc6ea95493f2a01.pdf \(climatepolicyradar.org\)](#)

¹⁶³ IFRC and UNICEF (2021) Gender responsive disaster risk management-An analysis of gender integration in national and regional disaster risk management frameworks in Eastern and Southern Africa.

Challenges to women's participation in Early Warnings and DRM include:

- Limited access to education and training in DRM.
- Cultural and societal norms that restrict women's roles in decision-making.
- Lack of policies to enforce women's participation in leadership roles in DRM.
- Illiteracy
- Limited access to technology
- Limited access to financial services e.g. banks and credit

The status of women in early warning systems (EWS) across Ethiopia reveals significant gaps in representation, participation, and access to information. The consultation findings highlight a stark disparity in how women engage with EWS across Tigray, Oromia, SNNP, and Amhara, shaped by cultural, logistical, and structural barriers. While some progress has been made in specific regions, systemic challenges continue to undermine women's effective inclusion and leadership in early warning mechanisms.

In Tigray with many women overwhelmed by caregiving responsibilities, and many other in displacement, their engagement in early warning activities has dwindled. For instance, in Hawzen Woreda, the destruction of early warning networks and infrastructure has left women reliant on informal channels or indigenous knowledge systems, which are inconsistent and often exclude their perspectives. Prior to the conflict, women were active participants in community-based early warning structures. Women's development groups played a pivotal role in disseminating early warning information related to droughts and floods.

In **Oromia**, early warning dissemination is primarily carried out through government structures at the kebele level and local media. The Oromia BoWSA, although it exists down to the woreda level, the structure has not been operational at Kebele level until very recently where its functionality is being tested through piloting. This has its own limitations on early warning dissemination at community level. Cultural norms also restrict women's mobility and access to public spaces where early warning information is shared. The consultations also highlighted that women in pastoralist communities, where mobility is essential for survival, often miss early warnings disseminated through male-dominated forums. While self-help groups in Oromia have started integrating early warning education into their activities, these efforts are not yet widespread or well-resourced.

In SNNP, there are different groups that are functioning to enhance women's engagement in DRM with the support of governments. However, these networks are not as supportive as women's participation is limited because of cultural impositions. In rural areas, the lack of gender-sensitive communication tools—such as messages tailored to women's literacy levels or schedules—limits their access to timely information. The integration of women into woreda-level disaster risk committees has shown potential, but it is still nascent and faces resistance from traditional community leaders. There are different capacity building projects that are designed to empower women in DRM. But their effectiveness needs to be measured. Similarly, in Amhara, women's participation in early warning systems is constrained by ongoing conflicts.

The Ethiopian Red Cross Society (ERCS) has made strides in incorporating women into community-based DRM teams, where their insights contribute to better resource allocation and community engagement. Women on the ground often have a keen awareness of local resources and vulnerable individuals, and their involvement in disaster response and early warning can lead to quicker, more targeted relief efforts. Women's representation at community levels not only improves the reach and effectiveness of disaster warnings but also builds a sense of ownership and trust among community members.

Areas for Improvement in Early Warning, DRM and Gender Inclusiveness

Based on the information reviewed, and findings from consultations, the following general recommendations are made with regards to gender inclusion in EW and DRM. To the extent possible, this will be taken into consideration in the EW4All initiative based on its activities:

Enhance Gender-Sensitive Strategies: Develop and implement tailored engagement and training programs for women and vulnerable groups to ensure their active participation in disaster preparedness and response initiatives.

Improve Community Engagement: Enhance the role of community organizations in implementing culturally appropriate communication and dissemination strategies, ensuring that all community members receive timely and relevant information. It is therefore important to involve local governments, leaders, and women's organizations in the communities in the design and implementation of early warnings.

Finalize Legal Frameworks: Advocate for the swift endorsement of the DRM Policy Enforcement Document to solidify accountability mechanisms across all sectors involved in gender responsive disaster risk management.

Policy Review and Reform: Government should review national DRM policies to ensure they are gender-responsive and align with international frameworks such as the Sendai Framework for Disaster Risk Reduction (2015-2030). This includes strengthening gender-responsive disaster laws and regulations.

Gender Responsive Communication: Communication channels including media need to refine their approach, integrating gender-specific needs and stakeholder feedback into their communication strategy. Any measure to disseminate information must include facilitating access to the technology that will be used to receive alerts and real-time updates. This will enhance the capacity to disseminate early warning information as a nation that is not only accessible but also impactful.

Improve Access to Technologies: Improve access to technologies, such as mobile phones, for the most vulnerable and marginalized groups including women, elderly and persons with disabilities by providing subsidies. At the same time, invest in literacy and digital skills training to ensure comprehensive support. These efforts will complement and enhance each other, empowering vulnerable communities more effectively.

Revitalize or Strengthen Community Structures: Rebuilding/strengthening women's development groups, youth associations, and community-based organizations is crucial to strengthening social cohesion, information flow, and economic resilience.

Enhance Access to Financial Services: Providing credit, cash support, and micro-financing options can empower women and youth to re-engage in income-generating activities, from small businesses to livestock rearing. This will help women to become resilient to shocks and be in a better place to translate early warning information and take the necessary preparedness measures.

Enhance Gender-Responsive Early Warning Systems: Strengthening early warning systems to reach all communities, especially vulnerable groups, is essential. This includes expanding the logistical support and communication tools to improve access to remote areas. In line with this, needs assessments and the communication of alerts must be in clear and accessible language, including local languages and adapted to local culture. This may include the use of verbal messaging in parallel with the written based alerts to overcome literacy barriers.

Support Mental Health Services: Addressing psychological trauma and social isolation is essential for long-term recovery, especially for women and youth facing displacement, loss of livelihoods, and increased responsibilities.

Promote Gender-Specific Data Collection: Assessment of the needs of women, developing gender-specific indicators and reporting mechanisms within early warning systems will provide insights into the distinct needs of women, children, and other vulnerable groups, ensuring that responses are tailored and effective. Similarly, gender-disaggregated data, is crucial for effective planning, response and DRR capacity development

Foster Collaboration with Civil Society: Tap into existing local and organizational capacities to build upon already existing initiatives, understand local dynamics and vulnerabilities to hazards to build trust among communities and facilitate ownership of early warning and DRM processes.

Strengthen Community Feedback Mechanisms: Creating platforms for community feedback on disaster response initiatives can help authorities adjust their strategies based on real-time challenges and needs, promoting more inclusive and responsive systems.

Capacity Building for Local Organizations: Supporting women's associations, disability organizations, and youth groups with training and resources will increase their ability to contribute meaningfully to disaster risk reduction and climate adaptation initiatives. Groups of women who have active roles within their communities, such as heads of households, or those actors who want to participate actively in the development of project-related activities should be empowered.

Capacity Building for Government Institutions: Government staff must be provided with targeted capacity-building initiatives that focus on understanding and integrating gender and inclusive considerations in every aspect of EWS. Government should prioritize gender-sensitive training, inclusive decision making and strengthening gender equality in leadership.

Adequate Funding for Gender-Responsive Disaster Management: Government with the support of its partners to allocate dedicated funding stream for gender-responsive disaster risk reduction initiatives, including training, research, and program implementation that target both women and men equally.

Monitoring and accountability: Government with the support of its partners need to implement robust mechanisms to track and ensure that allocated funds are being used effectively to promote gender equality in disaster management.

Additionally, it is important to ensure the following are taken into account:

- Training and awareness workshops on interpreting early warnings and response measures should be adapted to the needs and available time of women for their participation.
- Comprehensive review and action plan for Emergency Warning (EW) systems should provide analysis and strategies to include inclusivity and to address the digital gender gaps.
- Provision of clear and actionable information tailored to different groups' needs.

8 Gender Assessment for Antigua and Barbuda

The estimated population of Antigua & Barbuda as of 2024 is 102,634¹⁶⁴, of which 48,311 people are male (47.07 %) and 54,323 are female (52.93 %). Approximately 76% of Antigua and Barbuda's population lives in rural areas and 97% lives in the island of Antigua; 60% of its population resides along the coast.

Antigua and Barbuda has made significant strides over the past decades on issues affecting women and girls and gender equality, particularly in education and health, where women outperform men. Both girls and boys in Antigua and Barbuda have a very high completion rate of lower secondary school¹⁶⁵. There has also been a positive trend in maternal health. In fact, the maternal mortality ratio in Antigua and Barbuda has significantly improved, decreasing from 51 in 2000 to 21 in 2020. This rate is notably lower than the regional average, which is 88¹⁶⁶.

However, challenges persist, including the prevalence of gender-based violence (GBV)¹⁶⁷ and a significant proportion of vulnerable single female-headed households, which reflects underlying economic vulnerabilities. In fact, approximately half of the households in Antigua and Barbuda are led by women, many of whom are single parents responsible for dependents such as the elderly and individuals with disabilities¹⁶⁸. This reflects a significant demographic where women often assume the role of primary household managers, especially in single-parent families, which are common in the country. The burden of providing for and caring for dependents, combined with challenges women face in accessing economic opportunities, can therefore increase the vulnerability of female-headed households (FHHs) in Antigua and Barbuda, especially during natural disasters¹⁶⁹. This was evident in 2017, during Hurricane Irma, when it was estimated that at least half of the affected households were FHHs, which were larger in size than male-headed households and may have experienced significant damage due to their particular circumstances.¹⁷⁰

In addition to these challenges, women continue to face inequalities in wages and access to economic opportunities, signaling the need for sustained efforts to address these gaps¹⁷¹. These issues are further exacerbated by the absence of legal provisions for parental leave or protections against the dismissal of pregnant workers. While specific data on time use is missing, unpaid caregiving responsibilities are largely borne by women¹⁷². Furthermore, despite a decline, Antigua and Barbuda's adolescent fertility rate in 2022 was 32.3, still notably higher than the average of 11.2 for high-income countries¹⁷³.

Turning to political participation, only 5.6% of seats in national parliament were held by women in 2023, marking a decline from 11.1% in 2022. The current rate is lower than the average rate in high income economies and the lowest in the country since 2004, when it was 10.5%¹⁷⁴.

An additional aspect that demands attention is the lack of gender-related data in several key areas, which hampers efforts to bridge the gaps between men and women, as well as boys and girls. For instance, the breakdown by sex of people with disabilities as well as the disability prevalence itself is

¹⁶⁴ [Antigua and Barbuda - The World Factbook \(cia.gov\)](https://data.worldbank.org/en/locations/yt?locations=yt)

¹⁶⁵ <https://genderdata.worldbank.org/en/economies/antigua-and-barbuda>

¹⁶⁶ Ibid.

¹⁶⁷ Recent data from 2023 shows that 16% of women reported having experienced intimate partner violence in the past year. Cfr: Commonwealth of Learning (2023). Gender Country Profile 2023. Antigua and Barbuda [content \(col.org\)](#)

¹⁶⁸ The 2014 CARIBANK Country Gender Assessment indicated that approximately 47.4% of households are headed by women.

¹⁶⁹ Directorate of Gender Affairs/DoGA 2019

¹⁷⁰ Gender and Disaster Risk Management (DRM)- Antigua and Barbuda Country Profile. [World Bank Document](#)

¹⁷¹ World Bank Group (2021) Antigua and Barbuda Country Gender Scorecard [World Bank Document](#)

¹⁷² World Bank Group (2023). Antigua and Barbuda Gender Scorecard 2023

¹⁷³ The Adolescent fertility rate is the number of births per 1000 women ages 15-19

¹⁷⁴ <https://genderdata.worldbank.org/en/economies/antigua-and-barbuda>

not readily available for Antigua and Barbuda, despite the fact that the country is actively working to enhance policies and frameworks to ensure better inclusion and representation of persons with disabilities in public policy and services¹⁷⁵.

Antigua and Barbuda ranks 54th out of 193 countries in the UNDP Human Development Index (HDI). Nevertheless, no value is indicated in the UNDP Human Development report for the Gender Inequality Index (GII)¹⁷⁶, likely due to the previously mentioned lack of available data. Interestingly and probably for the same reason, Antigua and Barbuda is not among the 146 countries included in the World Economic Forum Global Gender Gap Report 2024 and ranked according to their Global Gender Gap Index¹⁷⁷.

Literacy, Education and Vocational Training

Education plays a crucial role in shaping the gender landscape in Antigua and Barbuda. The country has achieved significant progress in terms of gender parity in education, with both boys and girls having relatively equal access to primary and secondary education. However, disparities exist at higher levels.

In Antigua and Barbuda, the literacy rate is approximately 99%. This high literacy rate applies to both men and women, though sex-disaggregated data is scarce. The literacy rate among adults (aged 15 and above) highlights the country's success in providing broad access to basic education¹⁷⁸. However, literacy gaps that affect specific groups, such as women in rural areas or those with fewer economic opportunities, might still exist, though the lack of available data makes it difficult to ascertain this.

In Antigua and Barbuda, education enrolment data shows distinct trends across the different levels. For primary education (ages 5–12), enrolment rates for both males and females are fairly balanced. In the 2017–2018 academic year, males represented 46% of the total primary school population, while females accounted for 54%, reflecting a slight female majority¹⁷⁹. At the secondary level (ages 13–18), the distribution becomes almost equal. For the same period, males made up 51% of the secondary school population, while females represented 49%, indicating balanced participation between the two sexes at this level¹⁸⁰. To further support this balance, the government has implemented measures to eliminate gender stereotypes within the school curriculum; for instance, subjects historically viewed as male-dominated, such as Technical Drawing, have now been included in the curriculum of the nation's sole government-run all-girls secondary school¹⁸¹.

When looking at tertiary education, Antigua and Barbuda shows a trend where females outnumber males. The gender parity index (GPI) for tertiary enrolment—measuring the ratio of females to males—has been above 1, indicating more females are enrolled in higher education institutions compared to males¹⁸². This aligns with global trends where women are increasingly accessing higher education. In this context, women and girls have benefited from tertiary education access through impartial scholarships, leading to more women receiving financial support despite the absence of affirmative action. Additionally, efforts to create a safe and harassment-free learning environment have been prioritized, exemplified by The Halo Foundation's campaign, which underscores the importance of

¹⁷⁵ [International Disability Alliance: https://www.internationaldisabilityalliance.org/countries/ATG](https://www.internationaldisabilityalliance.org/countries/ATG)

¹⁷⁶ UNDP (2024). Human Development Report 2023-24, pg.293.

¹⁷⁷ World Economic Forum (2024) Global Gender Gap 2024

¹⁷⁸ [UN Women Data Hub: https://data.unwomen.org/country/antigua-and-barbuda](https://data.unwomen.org/country/antigua-and-barbuda)

[World Bank Data: https://data.worldbank.org/indicator/SE.ADT.LITR.ZS?locations=AG](https://data.worldbank.org/indicator/SE.ADT.LITR.ZS?locations=AG)

[IndexMundi - Country Facts: https://www.indexmundi.com/facts/antigua-and-barbuda/indicator/SE.ADT.LITR.ZS](https://www.indexmundi.com/facts/antigua-and-barbuda/indicator/SE.ADT.LITR.ZS)

¹⁷⁹ Antigua and Barbuda Review of the Beijing Declaration and Platform for Action Report 2014-2019. p 8

¹⁸⁰ Ibid.

¹⁸¹ World Bank Group (2023). Antigua and Barbuda Gender Scorecard 2023

¹⁸² [Antigua and Barbuda - School enrollment, tertiary \(gross\), gender parity index \(GPI\) \(indexmundi.com\)](https://www.indexmundi.com/facts/antigua-and-barbuda/indicator/SE.ADT.LITR.ZS)

addressing bullying in schools and promoting inclusivity. The government also ensures that schools provide adequate sanitation facilities for girls and implements policies that allow pregnant adolescents to continue their education. However, it is important to highlight that so far, this educational advantage does not fully translate into labour market outcomes (discussed below)¹⁸³.

Employment and Labor Participation

While women excel in higher education, enrolling and graduating at higher rates than men, this has not translated into equal economic opportunities or leadership roles. Thus, despite progress in education, labour market participation in Antigua and Barbuda reflects clear gender disparities. Women have made strides in entering the workforce, yet they remain underrepresented in high-paying and leadership positions.

The 2018 Labor Force Survey revealed that women's participation in the labor market is lower than men's (68.9% compared to 76.1%), with the gap widening during reproductive years due to the greater burden of unpaid domestic and caregiving responsibilities¹⁸⁴. The employment-to-population ratio was higher for men (70.5%) than for women (62.1%), and the unemployment rate among women was higher than that of men, even if men were more likely to participate in the workforce. The higher unemployment rate for women suggests that a larger share of women within the workforce were unemployed and actively looking for work. In 2018, the unemployment rate for women stood at 9.9%, whereas for men it was 7.3%¹⁸⁵.

Similarly, the labor force participation rate for young men was higher than for young women. Around 52.8% of males aged 15 to 24 were either working or seeking employment, compared to 45.0% of females in the same age group. Similar to the trend seen in the overall labor force, even though young men had a greater participation rate, young women faced a higher unemployment rate, with 30.5% unemployed compared to 21.6% of young men¹⁸⁶. The same survey indicates that senior men were more likely to remain active in the labor force than senior women. Approximately 31.5% of men, versus 10% of women, aged 65 and older were still engaged in the workforce.

The impact of COVID-19 on women's employment has been particularly significant. Recent labor force survey data shows that about 60% of workers in the tourism industry are women, highlighting their vulnerability to the closures of hotels and related businesses during the pandemic, and potentially also during national disasters. Additionally, when accounting for the broader effects of the downturn on linked service industries, it's estimated that nearly one in three women may have been directly affected by this decline¹⁸⁷. This disproportionate impact on women is particularly concerning given that many single-parent households in Antigua and Barbuda are predominantly led by women, who often bear the responsibility of supporting larger families compared to men. As a result, any significant drop in women's income due to the effects of COVID-19 has had lasting repercussions, resulting in ongoing challenges for the well-being of the children in their care¹⁸⁸.

Gender-Based Violence (GBV)

According to UN Women, nearly one in three women in the Caribbean faces intimate partner violence or sexual violence at some point in their lives¹⁸⁹. A regional analysis of Women's Health Surveys

¹⁸³ World Bank Group (2023). Antigua and Barbuda Gender Scorecard 2023

¹⁸⁴ Government of Antigua and Barbuda- Statistics Division (2020) Antigua and Barbuda 2018 Labor Force Survey Report [2018-Antigua-and-Barbuda-LFS-Report.pdf \(gov.ag\)](#)

¹⁸⁵ Ibid.

¹⁸⁶ Ibid.

¹⁸⁷ ANTIGUA AND BARBUDA COVID-19 HEAT REPORT HUMAN AND ECONOMIC ASSESSMENT OF IMPACT, p 15 [Human and Economic Assessment of Impact \(HEAT\) Report - Antigua and Barbuda \(undp.org\)](#)

¹⁸⁸ Ibid

¹⁸⁹ [Caribbean GBV Law Portal: GBV In The Caribbean | UN Women – Multi-Country Office – Caribbean](#)

conducted between 2016 and 2019 in five Caribbean Community (CARICOM) Member States—Grenada, Guyana, Jamaica, Suriname, and Trinidad and Tobago—revealed that ever-partnered women aged 15–64 in relationships with men exhibiting attitudes and behaviors that reinforce male dominance and perpetuate gender inequality were more likely to experience both lifetime and current intimate partner violence.¹⁹⁰

In Antigua and Barbuda, Gender-Based Violence (GBV) disproportionately affects women and girls, reflecting broader regional trends. While there is no evidence of an increase in gender violence post-disaster¹⁹¹, high rates of domestic violence and a troubling prevalence of GBV remain significant concerns. National surveys and reports from Non-Governmental Organizations reveal that domestic violence, sexual harassment, and sexual assault are common, though often underreported due to stigma and fear of retaliation, further exacerbating the issue¹⁹². This is further underscored by recent statistics from 2023, which indicate that 16% of women¹⁹³ reported experiencing intimate partner violence in the previous year¹⁹⁴. This statistic illustrates the ongoing challenges many women face regarding safety and security in their personal relationships.

To address the issue, the Directorate of Gender Affairs (DoGA)¹⁹⁵ plays a key role in supporting victims and raising awareness through initiatives like the 16 Days of Activism against Gender-Based Violence. The 2023 campaign, under the theme "No Excuse: Changing the Narrative about Gender-based Violence," included events such as a candlelight vigil and educational programs aimed at preventing violence, particularly during public festivities¹⁹⁶. DoGA has also established the Support and Referral Centre (SARC), which offers services such as medical care, crisis counselling, and legal assistance for survivors. This initiative aims to provide comprehensive care and advocacy for victims, underscoring the government's commitment to tackling gender-based violence¹⁹⁷.

These efforts reflect a growing acknowledgment of the need to protect women and girls in Antigua and Barbuda, though more work remains to be done to eliminate GBV entirely. The government has established hotlines, shelters, and support services for survivors of GBV, but these services are often concentrated in urban areas, leaving rural women underserved. Training programs for law enforcement officials and healthcare workers are also critical to improving response mechanisms.

The legal framework protecting women and girls from Gender-Based Violence (GBV) in Antigua and Barbuda comprises the Constitution, Acts of Parliament, and common law. While domestic violence legislation offers protection against physical and sexual violence, there is currently no specific legislation addressing sexual harassment. Nonetheless, victims of sexual harassment in the workplace can seek remedies through common law, relying on tort law (duty of care) and contract law (breach of implied trust or constructive dismissal).

¹⁹⁰ UN Women (2021). Research brief: Intimate partner violence in five CARICOM countries: Findings from National Prevalence Surveys on violence against women.

¹⁹¹ Project Management Unit (PMU) of the Department of Environment, Ministry of Health, Wellness and the Environment – Antigua and Barbuda (2019) Gender Assessment and Gender and Social Inclusion Action Plan—Climate Change Programme Resilience To Hurricanes, Floods and Droughts in the Building Sector in Antigua and Barbuda, p.31

¹⁹² DoGA CONDEMNS ALL FORMS OF VIOLENCE & DISCRIMINATION AGAINST WOMEN & GIRLS – Directorate of Gender Affairs (gov.ag): Empowering Change: 16 Days of Activism Against Gender-Based Violence in Antigua & Barbuda - Antigua Observer Newspaper

¹⁹³ Proportion of ever-partnered women and girls subjected to physical and/or sexual violence by a current or former intimate partner in the previous 12 months.

¹⁹⁴ Data quoted in Commonwealth of Learning (2023). Gender Country Profile 2023. Antigua and Barbuda content (col.org)

¹⁹⁵ Directorate of Gender Affairs (gov.ag) Overview – Directorate of Gender Affairs (gov.ag)

¹⁹⁶ <https://antiguaobserver.com/empowering-change-16-days-of-activism-against-gender-based-violence-in-antigua-barbuda/>

¹⁹⁷ Support and Referral Centre – Directorate of Gender Affairs (gov.ag)

Gender relevant legal framework and institutional arrangements

The summary provided in this section highlights the key laws, policies, and international commitments relevant to the social, environmental, and economic framework guiding projects in Antigua and Barbuda, emphasizing gender considerations and sustainable development.

National Legislation

Antigua and Barbuda Labour Code (1975, with significant amendments): Prevents discrimination in employment based on various attributes, including race and gender. **Labour Code (Amendment) Act 2010** - This amendment focuses on the protection of workers' rights and introduced provisions related to the employment of young persons and women.

Constitution of Antigua and Barbuda (1981): Prohibits discrimination based on sex and outlines that discriminatory treatment cannot occur due to race, origin, political beliefs, and sex.

Sexual Offences Act (1995/amended in 2004): This act criminalizes various forms of sexual violence and abuse, including rape and sexual assault. It aims to protect the rights and dignity of victims and emphasizes the importance of consent.

Disaster Management Act (2002): Organizes preparedness and response for natural and man-made disasters.

Childcare and Protection Act (2004): Creates a Child Protection Agency and sets standards for child-care facilities, emphasizing child safety and the prohibition of child labor.

Domestic Violence Act (2015): This Act provides protection to individuals from domestic violence. It establishes legal mechanisms for the prevention and protection of victims, allowing them to seek restraining orders and providing for the care and support of those affected by domestic violence. The Act recognizes the importance of addressing domestic violence as a critical gender issue.

Disabilities and Equal Opportunities Bill (2017): Protects the rights of persons with disabilities, aiming to eliminate discrimination and ensure equal participation in society.

Environmental Protection and Management Act (2019): Serves as the principal framework for environmental governance, integrating Multilateral Environmental Agreements and promoting sustainable management.

National Policies

National Youth Policy (2007): Aims to empower youth across various domains such as education, health, employment, and gender equality.

National Poverty Strategy (2011-2015): Focuses on building resilience through environmental sustainability and integrating disaster risk reduction into planning processes.

Internal Policies

Department of Environment Gender Policy (2018): The Department of Environment in Antigua and Barbuda established its **Gender Policy** in 2018. This policy aims to integrate gender considerations into environmental management and projects and promotes gender equality in the context of sustainable development¹⁹⁸, it also designates gender officers to support in this work.

¹⁹⁸ Government of Antigua and Barbuda (2018) Department of Environment (DoE)(2018) Gender Policy

Environmental and Social Safeguard Policy (2018): In this policy the Department of Environment (DOE) in Antigua and Barbuda requires that all projects comply with standards set forth in Multilateral Environmental Agreements (MEAs) and the Environmental Protection Management Act of 2015, addressing issues like biodiversity and climate change. Additionally, the DOE emphasizes the importance of aligning projects with human rights, social protection, and gender conventions to which the government is a signatory¹⁹⁹.

Multilateral Agreements and International Conventions

Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979): Protects women's rights and promotes equal representation and opportunities.

Convention on the Rights of the Child (1989): Ensures children's rights in civil, political, and social contexts.

United Nations Framework Convention on Climate Change (UNFCCC, 1992): Provides a framework for climate action, emphasizing gender balance in climate policy.

Beijing Declaration and Platform for Action (1995): Calls for women's active involvement in environmental decision-making.

UN Convention on the Rights of Persons with Disabilities (CRPD) (2006): Ensures rights for persons with disabilities, promoting equal access to rights and freedoms.

Rio+20 Outcome Document (2012): Affirms the need for gender-sensitive policies in sustainable development.

Sustainable Development Goals (SDGs) (2015): The 2030 Agenda for Sustainable Development, adopted by all United Nations Members States in 2015, created 17 world Sustainable Development Goals (SDGs), including Goal 5, which aims to achieve gender equality and empower all women and girls. The aim of these global goals is "peace and prosperity for people and the planet" – while tackling climate change, promoting gender equality, and working to preserve oceans and forests.

UNFCCC Gender Action Plan (2017): Aims to enhance women's participation in climate-related processes and policies.

Institutional arrangements

In Antigua and Barbuda, the Directorate of Gender Affairs (DoGa) within the Ministry of Social Transformation, Human Resource Development, Youth, and Gender Affairs spearheads the development and execution of gender policies.

Antigua and Barbuda does not have a specific national gender policy that has been formalized as of now²⁰⁰. However, there are ongoing efforts to develop a comprehensive National Gender Equality Action Plan and policy. This initiative is being undertaken by the DoGa with the aim of aligning gender considerations with the national development strategy. The process involves national consultations with civil society and various government levels, ensuring that the proposed plan incorporates monitoring and evaluation frameworks for accountability

¹⁹⁹ Government of Antigua and Barbuda (2018) Department of Environment (DoE)(2018) Environmental and Social Safeguards Policy

²⁰⁰ [Antigua and Barbuda | UN Women – Multi-Country Office – Caribbean: https://caribbean.unwomen.org/en/caribbean-gender-portal/antigua-and-barbuda](https://caribbean.unwomen.org/en/caribbean-gender-portal/antigua-and-barbuda)

Meanwhile, the Department of the Environment (DOE) developed in 2018 a gender policy²⁰¹ that focuses on the impacts of climate change and environmental policies on gender. This strategy also aims to create specific policies and project designs to address gender disparities. By implementing this approach, the DOE seeks to enhance project effectiveness, reduce risks, and increase the likelihood of securing support from primary beneficiaries²⁰².

In 2018, the DOE has also developed the **Environmental and Social Safeguards Policy** of Antigua and Barbuda, establishing guidelines for managing environmental and social risks in development projects, particularly those funded by international sources like the Green Climate Fund (GCF). It emphasizes **gender responsiveness** by integrating gender considerations into all programs, ensuring equal access to resources, justice, and environmental information for both women and men. In this policy, the DOE promotes a gender-sensitive workplace that influences project development and implementation. Continuous gender sensitization training is provided to staff, partners, and community groups. Additionally, all partners and contractors must either have a gender policy or collaborate with the Directorate of Gender Affairs to develop one, reinforcing the commitment to gender equality within environmental framework²⁰³.

Gender, Climate Change and Early Warning Systems and Disasters Response

In 2020 and 2021, UN Women conducted studies highlighting the gendered impact of climate change and disasters in the Caribbean, including Antigua and Barbuda²⁰⁴. These studies revealed significant gender differences in how men and women experience the effects of natural hazards, with women, particularly those heading households, being disproportionately affected. For instance, as already illustrated above, women in female-headed households face financial instability when sectors like tourism, on which they heavily rely, are disrupted by disasters. This was evident during the COVID-19 pandemic, where the absence of income support exposed many women to financial hardship.

Men, who dominate sectors like fisheries, also face challenges, but the loss of equipment like boats mainly impacts their financial stability. On the other hand, women's caregiving roles, especially for children and the elderly, also leave them vulnerable when infrastructure, such as roads and healthcare, is compromised by disasters. Pregnant women and those with disabilities are particularly at risk due to inadequate access to medical care during emergencies. Women's health, especially maternal health, is at heightened risk from post-disaster issues like disease outbreaks, while mental health services remain underutilized by men.

Moreover, female-headed households (that account for nearly half of all households in the country) often struggle to access disaster information and resources due to economic limitations, such as the inability to afford data plans for mobile devices, smartphones or transportation to social services. This lack of access exacerbates their vulnerability during and after disasters. The studies also underscored gaps in policies addressing gender inequality in disaster risk and climate change, with a lack of gender-focused indicators or policies in place.

²⁰¹ [Microsoft Word - Approved DOE Gender Policy.docx \(adaptation-fund.org\): https://caribbean.unwomen.org/en/caribbean-gender-portal/antigua-and-barbuda](https://caribbean.unwomen.org/en/caribbean-gender-portal/antigua-and-barbuda)

²⁰² GCF document (October 2020). Gender Assessment FP133: Resilience to hurricanes in the building sector in Antigua and Barbuda | DOE_ATG | B.26/02, p 10

²⁰³ Government of Antigua and Barbuda (2018) Department of Environment (DoE)(2018) Environmental and Social Safeguards Policy [Microsoft Word - Approved DOE Environmental and Social Safeguard Policy.docx \(adaptation-fund.org\): https://www.adaptation-fund.org/wp-content/uploads/2016/12/Approved-DOE-Environmental-and-Social-Safeguard-Policy.pdf](https://www.adaptation-fund.org/wp-content/uploads/2016/12/Approved-DOE-Environmental-and-Social-Safeguard-Policy.pdf)

²⁰⁴ UN Women Multi-Country Office (MCO) Caribbean (November 2020). Gender Inequality of Climate and Disaster Risk and Cost of Inaction (GICDR) Study & UN Women Multi-Country Office (MCO) Caribbean & International Institute for Sustainable Development (IISD) (2021) and (UN Women) Gender-Responsive Resilience Building in the Caribbean: Understanding the Role of Knowledge, Attitudes, Behaviours, and Practices in Coordination Mechanisms for Climate Change and Disaster Risk Reduction.

Overall, the need for gender-responsive policies and improved infrastructure to assist women, especially those leading households, in tackling climate change and disaster risks is evident²⁰⁵.

Women's Representation and Participation in climate and DRM Sectors

Women in Antigua and Barbuda face ongoing challenges in political leadership, holding just 5.6% of seats in the national parliament, which reflects broader gender disparities in decision-making roles. These disparities extend into key sectors like infrastructure and energy, where women are underrepresented in technical fields but dominate administrative roles. Childcare and household responsibilities further limit women's ability to engage in disaster recovery, particularly for single-parent households. This vulnerability weakens their resilience to climate change and delays recovery efforts in key public services²⁰⁶.

Despite these challenges, women play significant roles in disaster management and climate change. The National Office of Disaster Services (NODS) has women in nine (9) of the seventeen (17) district disaster coordinator positions²⁰⁷. Meanwhile, in the Meteorological Services, responsible for issuing warnings and forecasts and managing the early warning system (EWS), out of eight (8) meteorologists and forecasters, two (2) are women, and among thirteen (13) meteorology observers, five (5) are women (2018). Additionally, both the Directorate of Gender Affairs (DoGA) and the Department of Environment (DoE) are led by female directors. The Government of Antigua and Barbuda has made efforts to incorporate a gender perspective into disaster risk management (DRM) at the national, sectoral, and agency levels. Similarly in areas related to climate change, women are strongly present primarily through the Department of Environment as the government's negotiator for climate change and main implementing body of the Paris Agreement. As of 2021, the staffing of the Department of Environment (including administrative and technical) is primarily female²⁰⁸.

Following Hurricane Irma in 2017, women played a key role in the creation and distribution of dignity kits—containing essential health and hygiene items—to affected communities, as well as in recovery efforts through their involvement in the Barbuda Council, where over half of its 11 members are women²⁰⁹. Nevertheless, despite the presence of women in leadership positions within DRM-related organizations, this has not necessarily resulted in gender-responsive policies or practices within the sector²¹⁰. Women's contributions, although critical, are still hindered by broader systemic gender imbalances that reduce their influence in technical, political, and climate-related fields.

Gender in Early Warning Systems and Disaster Preparedness

In Antigua and Barbuda, men and women reportedly prepare for and respond to climate-related events in different ways, highlighting the role of gender in shaping resilience, as shown by the data and reports in this section.

²⁰⁵ Cfr. UN Women/EnGenDER (November 2021) Gendered Impacts of climate change and disasters risk in Antigua and Barbuda- policy brief [EnGenDER Gender Inequality CC DRR Brief Antigua and BarbudaF 20220203.pdf](https://unwomen.org/publications/2021/11/gendered-impacts-of-climate-change-and-disasters-risk-in-antigua-and-barbuda-policy-brief/) (unwomen.org)

²⁰⁶ ESS Officer within the Project Management Unit (PMU) of the Department of Environment, Ministry of Health, Wellness and the Environment (October, 2019) Gender Assessment and Gender and Social Inclusion Action Plan- Climate Change program- Resilience to hurricanes, floods and droughts in the building sector in Antigua and Barbuda

²⁰⁷ World Meteorological Organization (WMO). 2018. Caribbean 2017 Hurricane Season. An evidence-based Assessment of the Early Warning System. https://library.wmo.int/doc_num.php?explnum_id=5459

²⁰⁸ UNFCCC (2022) Antigua and Barbuda National Gender Submission. <https://genderclimatetracker.org/resource/23227>

²⁰⁹ Local Government - Barbudaful: <https://barbudaful.net/the-barbudaful-community/barbudaful-politics/local-government/>

World Bank (2021) Antigua and Barbuda Country Gender Scorecard.

https://worldbankgroup.sharepoint.com/mcas.ms/sites/LCR/Documents/Gender/Country%20Scorecards/LCR%20Country%20Gender%20Scorecards%202021/Antigua_barbuda_SCORECARD-OK-linked.pdf?McasTsId=20892

Directorate of Gender Affairs (DoGA) (2019). Antigua and Barbuda Review of the Beijing Declaration and Platform for Action: 2014–2019.

Antigua and Barbuda: Directorate of Gender Affairs. https://www.cepal.org/sites/default/files/informe_beijing25_antigua_y_barbuda.pdf.

²¹⁰ Canada Caribbean Resilience Facility(CRF); Canada,Global facility for Disaster Reduction and Recovery (GFDRR), the World Bank (2022) Gender and Disaster Risk Management. Antigua and Barbuda Country Profile.

Evacuation and Shelter Access: Women in rural areas of Antigua and Barbuda face specific challenges related to mobility, primarily due to limited transportation options. During climate events, pregnant women, elderly women, and persons with disabilities (PWDs) may be particularly vulnerable as roads become inaccessible and coastal areas are prone to flooding. To address the risks of gender-based violence (GBV) in shelters, the Directorate of Gender Affairs (DoGA), in collaboration with the United Nations Population Fund (UNFPA), UN Women Caribbean Multi-Country Office, and the International Organization for Migration (IOM), developed guidelines to prevent sexual assault and GBV in shelter settings. They also provided training for shelter managers on implementing these guidelines²¹¹.

Early Warning Systems (EWS): As noted in a 2018 report by the World Meteorological Organization (WMO)²¹², radio remains a key source of hazard information, though social media is gaining influence in the region as evidenced through surveys taken during project preparation. Platforms like WhatsApp and Facebook, accessed via mobile phones, are becoming increasingly relevant for early warnings. While the internet serves as a valuable tool for disseminating warnings, it may inadvertently create barriers related to gender, location, and ethnicity, even if there is limited data on the digital divide between men and women in Antigua and Barbuda. UN Women in its 2021 policy brief²¹³ notes that most households in Antigua and Barbuda have at least one mobile phone during disasters, allowing them to access critical information. Nevertheless, low-income female-headed households may lack access to data plans that are required by mobile phones for receiving disaster alerts.

Additionally, the 2018 WMO assessment which included Antigua and Barbuda in its review of EWS systems, identified the following key gender considerations: (i) women and men may respond differently to EWS based on how they spend their time; (ii) differences in household decision-making power and family structures; (iii) the type of economic activities they engage in; and (iv) how they perceive risk. The review recommended improvements, such as collecting and analysing gender-specific risk and vulnerability data, establishing feedback mechanisms to ensure warnings reach key stakeholders (especially women and vulnerable groups), and tailoring communication systems to address the different needs of urban and rural populations, men and women, young and elderly, and people with disabilities. It also suggested greater use of amateur radio and community alerts via social media²¹⁴.

Disaster Preparedness: UN Women in its 2021 policy brief²¹⁵ reveal that women in Antigua and Barbuda tend to spend more on disaster preparation, stocking up on essentials when alerted to an upcoming disaster. However, this can increase their financial vulnerability if recovery takes longer than expected. This is supported by the Government of Antigua and Barbuda and Adaptation Fund report (2020), which found that women in the country spend an average of US\$800 more than men on disaster preparedness, including supplies such as shutters, tape for windows, food, and clothing. While this finding warrants further analysis to understand the driving factors and impacts, global evidence suggests that women's household responsibilities and family roles may influence their disaster

²¹¹ Directorate of Gender Affairs (DoGA) (2019). Antigua and Barbuda Review of the Beijing Declaration and Platform for Action: 2014–2019. Antigua and Barbuda: Directorate of Gender Affairs. https://www.cepal.org/sites/default/files/informe_beijing25_antigua_y_barbuda.pdf.

²¹² World Meteorological Organization (WMO). 2018. Caribbean 2017 Hurricane Season. An evidence-based Assessment of the Early Warning System. https://library.wmo.int/doc_num.php?explnum_id=5459

²¹³ UN Women/EnGenDER (November 2021) Gendered Impacts of climate change and disasters risk in Antigua and Barbuda- policy brief [EnGenDER Gender Inequality CC DRR Brief Antigua and BarbudaF_20220203.pdf \(unwomen.org\)](https://unwomen.org/en/gen-der/gender-inequality-cc-drr-brief-antigua-and-barbuda-20220203.pdf)

²¹⁴ National Office of Disaster Services (NODS) (2018). Multi-Hazard Early Warning Systems Report for Antigua and Barbuda. St. John's, Antigua and Barbuda: NODS.

²¹⁵ UN Women/EnGenDER (November 2021) Gendered Impacts of climate change and disasters risk in Antigua and Barbuda- policy brief [EnGenDER Gender Inequality CC DRR Brief Antigua and BarbudaF_20220203.pdf \(unwomen.org\)](https://unwomen.org/en/gen-der/gender-inequality-cc-drr-brief-antigua-and-barbuda-20220203.pdf)

preparedness²¹⁶. Notably, the Government of Antigua and Barbuda launched a social housing program in 2018 targeting vulnerable urban populations, with a focus on women, particularly single mothers. This initiative has improved access to safe, affordable, and climate-resilient housing for women, acknowledging their vulnerability and often disadvantaged status²¹⁷.

Opportunities for the project to support: Effective access to communication on early warnings and hazard response present an opportunity for the project to support women in making informed decisions that may reduce their impact to climate related hazards. In this regard the project must look to enable communications solutions that are accessible regardless of data plans and access to smart phones. In addition surveys taken in project development demonstrated the relevance of leveraging community organizations and social structures to enhance capacity building to not only disseminate information regarding hazards but also on potential preventive responses that allow for early access. Finally, increasing the lead time of early alerts to allow for planning and decision making as well as potential preventive actions would allow women headed households to ensure measures to reduce vulnerability.

DRM Policies and Gender

The Government of Antigua and Barbuda is making progress in incorporating gender considerations into disaster risk management (DRM) across national, sectoral, and agency levels. The National Office of Disaster Services (NODS) collaborates with the Caribbean Disaster Emergency Management Agency (CDEMA) to integrate gender into disaster risk reduction efforts. However, most national disaster policies still lack specific gender content²¹⁸.

The Environmental Protection and Management Act of 2019, outlines the Department of Environment's (DoE) role in leading climate resilience efforts. Through the Sustainable Island Resource Framework Fund (SIRF Fund), the government provides financial support for vulnerable groups, including loans for female-headed households to boost climate resilience. The Act also requires periodic gender impact assessments of the Fund's projects. Meanwhile the National Strategic Biodiversity Action Plan aims to ensure sustainable use of biodiversity in Antigua and Barbuda. It aligns with international goals like the Aichi Biodiversity Target 14²¹⁹, focusing on restoring ecosystems that benefit women, indigenous groups, and vulnerable communities.

The DoE's Gender Policy promotes gender mainstreaming in environmental management, emphasizing the active involvement of both men and women. The 2018 Environmental Social Safeguard Policy reinforces this by mandating environmental, social, and gender screening of projects, and ensuring vulnerable groups are consulted and included in decision-making²²⁰.

However, a review of Antigua and Barbuda's Post-Disaster Public Financial Management found that gender equality is not factored into resource allocation for disaster response. A UN Women survey

²¹⁶ Erman A., De Vries Robbé S. A., Thies S. F., Kabir K., and Maruo M. 2021. Gender Dimensions of Disaster Risk and Resilience. Existing Evidence.

²¹⁷ Directorate of Gender Affairs (DoGA) (2019). Antigua and Barbuda Review of the Beijing Declaration and Platform for Action: 2014–2019. Antigua and Barbuda: Directorate of Gender Affairs.

²¹⁸ World Bank. (2021) Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review. Canada Caribbean Resilience Facility. <https://openknowledge.worldbank.org/handle/10986/35215>

²¹⁹ **The Aichi Biodiversity Targets** were established during the CBD's 10th Conference of the Parties in 2010 in Aichi, Japan. These 20 targets aim to halt the loss of biodiversity by 2020 and provide a framework for action by governments, NGOs, and other stakeholders. They cover various aspects of biodiversity, including habitat protection, species conservation, and the integration of biodiversity into national policies and planning. Each target is designed to address specific drivers of biodiversity loss, promote sustainable practices, and enhance awareness and participation in conservation efforts. **Target 14:** By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and vulnerable. [Aichi Biodiversity Targets \(cbd.int\)](https://www.cbd.int/targets/)

²²⁰ Canada Caribbean Resilience Facility (CRF); Canada, Global facility for Disaster Reduction and Recovery (GFDRR), the World Bank (2022) Gender and Disaster Risk Management. Antigua and Barbuda Country Profile

identified gaps in understanding gender concepts and biases, such as the expectation that women prioritize family over career, as well as a lack of gender-disaggregated data in the sector²²¹.

Potential Opportunities for the project to support

- In the preparation of climate information ensure that consultations with end users incorporate women-only consultations and Focus groups, or discussions with women leaders and organizations at rural and urban level, particularly accounting for coastal populations that are most affected. This will allow a better assessment of needs and preferred communication channels for women, ensuring that content and structure of message and timing to relay message as well gender communicator communicating the message.
- For the planning of activities related to the design and dissemination of alert messages, the project will work to enable support networks in the form of local cooperation groups. Additionally, the project will look to ensure that training and awareness workshops are organized on interpreting early warnings and response measures and are adapted to the needs and available time of women for their participation, taking into account the double burden placed on women.
- The project will look to support risk management education programs at a community level including in schools and social structures, specifically aimed at women and girls. This would allow to train and equip community members, including women and persons with disabilities, for early warning actions.
- Measures to disseminate information must take into account the existing gender based digital gaps that may become a barrier in receiving early warning alerts and real-time updates. In this regard the project will look to identify technological solutions that are accessible to both men and women, for example looking to identify SMS systems that do not require data plan nor access to smart phone technology.
- Ensure that Comprehensive review and action plan for Emergency Warning (EW) systems provide analysis and strategies to include inclusivity and to address the digital gender gaps, while working to promote the representation and participation of vulnerable groups in preparedness and response activities in community emergency groups.

Gender-disaggregated data, is crucial for effective planning and response. It is therefore essential to integrate gender-responsive data collection and analysis in DRR capacity development. In this regard the government of Antigua and Barbuda has made important advancement through their NDCs and Climate Change communication in including gender disaggregated data. This best practice will be promoted within the DRR space by working with NODS.

²²¹ UN Women/EnGenDER (November 2021) Gendered Impacts of climate change and disasters risk in Antigua and Barbuda- policy brief [EnGenDER Gender Inequality CC DRR Brief Antigua and BarbudaF_20220203.pdf \(unwomen.org\)](#)

9 Gender Assessment for Somalia

Somalia is ranked ‘medium’ on the UNDP Gender Development Index 2023-24, comparing Human Development Index achievements for women and men²²². Women consist of 50.5% of the total population in Somalia²²³ and 31.9% of Somali households are female-headed²²⁴. Somalia has a large rural population with 74% of the population living in rural areas, and most of them work in the agriculture sector²²⁵. About 24.4% of the population, or 3.4 million people, are living with disabilities in Somalia, including 20.3% with mild or moderate degrees of disability and 4.1% with a severe disability²²⁶. Of people living with a disability, women are represented more (57%) than men (43%)²²⁷. Meanwhile, Somalia’s gender equality-related indexes are ranked the lowest among the neighbouring countries in the Horn of Africa region²²⁸. Somalia is ranked 122nd out of 193 countries in the Gender Inequality Index (GII) and 102nd out of 146 countries in the Global Gender Gap Report 2023²²⁹. On the other hand, Somalia’s rapid economic growth from 2009 to 2019, combined with structural change, helped to increase labour earnings and reduce poverty²³⁰. Living standards have improved, helping Somalia to narrow urban-rural gaps²³¹. However, low-income and rural households still lag in access to basic services and earning opportunities²³². Access to healthcare services in Somalia, particularly maternal health, remains critically inadequate. The country has one of the highest maternal mortality rates globally, with 732 deaths per 100,000 live births as of 2015. Decades of civil war, ongoing instability, and limited healthcare infrastructure contribute to this dire situation. Efforts by the Somali government and international organizations like UNICEF and UNFPA aim to improve healthcare services, but challenges persist, especially in rural areas²³³.

Education, Vocational Training and Literacy

Somalia has made significant progress in achieving gender parity in education, though enrolments are still generally low. The net enrolment in primary education is around 57.6% for female students and 58.6% for male students for the academic year 2023-2024²³⁴. The enrolment rate at lower secondary schools is about 23.9% for female students and 24.8% for male students, while the enrolment rate for both sexes is lower for upper secondary schools, at 11.5% for women and 14.1% for men²³⁵. However, the proportion of female students in tertiary education and technical vocational training is lower than that of male students, particularly for non-traditional areas of study such as science, technology, engineering, and math. The Ministry of Education (MoE) estimates that only 10% of female students, compared to 22% of male students, pursued a Bachelor’s Degree in Science, Technology, Engineering, Arts, and Mathematics (STEAM)-related subjects²³⁶. Literacy has improved steadily for both women and men but remains higher for men at 52.3% compared to 45.4% for women²³⁷. There is also a literacy gap between urban and rural areas, with urban areas like Mogadishu having higher literacy rates. For

²²² [Country Insights | Human Development Reports](#)

²²³ [Somali National Bureau of Statistics](#)

²²⁴ <https://nbs.gov.so/>

²²⁵ [MOAI](#)

²²⁶ mogfa.gov.so

²²⁷ mogfa.gov.so

²²⁸ [Global Gender Gap Report 2023 | World Economic Forum](#)

²²⁹ [Country Insights | Human Development Reports](#)

²³⁰ <https://www.worldbank.org/en/country/somalia/publication/somalia-economic-update>

²³¹ [Somalia | United Nations Development Programme](#)

²³² [Somalia | United Nations Development Programme](#)

²³³ <https://somalia.unfpa.org/en/somalia-health-and-demographic-survey-2020>

²³⁴ [Somalia | UNESCO](#)

²³⁵ [Somali National Bureau of Statistics](#)

²³⁶ [Wasaaradda Waxbarashada, Hiddaha Iyo Tacliinta Sare – Ministry Of Education, Culture and Higher Education](#)

²³⁷ [Somalia \(SOM\) - Demographics, Health & Infant Mortality - UNICEF DATA](#)

example, in cities like Mogadishu, about 60% of adults (15 years and older) can read and write, but in rural areas, only about 40% of adults are literate²³⁸. This gap shows how much harder it is for people in rural areas to get an education. Girls and women in rural areas, especially those from ethnic minorities and people with disabilities, face even more challenges. Over 72% of women in rural areas have never gone to school, which is much higher compared to urban areas²³⁹. For children, only about 30% are enrolled in primary school, but this drops to 22% in rural areas, and even fewer girls attend school²⁴⁰. In rural areas, the gender gap in education is wider, with less than half of the 22% of pastoralist children in school being girls²⁴¹. This means girls in these communities have fewer chances to get an education and improve their lives.

Additionally, gender gaps in access to education are particularly evident among ethnic minorities and people with disabilities²⁴². Indigenous women in Somalia have higher illiteracy rates and fewer educational opportunities compared to their male counterparts²⁴³. The dropout rate for Indigenous adolescents aged 14-18 is significant, with girls being more affected due to the higher demand for them to perform household chores. This results in a widening educational disparity for Indigenous groups, people with disabilities, and those living in poverty²⁴⁴.

The education-related obstacles faced by rural girls and women in Somalia, such as higher illiteracy rates and fewer opportunities, combined with other factors like gender stereotypes and patriarchy, hamper their ability to access informed decision-making, hold jobs outside the home, understand relevant laws and regulations, and access technologies, extension services, and finance²⁴⁵. Access to early warning information is also affected²⁴⁶. Men are more likely to receive early warning information from formal sources, while women often rely on informal and social sources²⁴⁷. This disparity means that women are less likely to receive timely and accurate warnings, impacting their ability to take appropriate action during disasters²⁴⁸. EW4ALL services need to be gender-responsive, ensuring equal access to early warning information for both men and women²⁴⁹. Engaging women in the design and implementation of early warning systems can help ensure these systems are more effective and inclusive.

Employment and Labor Participation

In Somalia, women's labour participation in 2023 was 32.7%, compared to men's 52.5%²⁵⁰. According to the Somalia Labour Force Survey, 57% of women aged 15 to 64 were employed in agriculture, forestry, and fishing sectors; 10% in the industry sector; and 33% in services like hospitality, finance, healthcare, and education²⁵¹. However, just 30% of women are wage and salaried workers, while a significant 70% are in vulnerable employment, often in the informal sector with poor working

²³⁸ <https://www.unicef.org/somalia/education>

²³⁹ <https://www.worldbank.org/en/country/somalia/overview>

²⁴⁰ <https://reliefweb.int/report/somalia/somalia-education-sector-analysis-2021>

²⁴¹ <https://www.unicef.org/somalia/gender-equality>

²⁴² <https://www.worldbank.org/en/country/somalia/overview>

²⁴³ www.worldbank.org/en/country/somalia/overview

²⁴⁴ <https://data.worldbank.org/indicator/SE.PRM.ENRR?locations=SO>

²⁴⁵ <https://www.iicba.unesco.org/en/somalia>

²⁴⁶ <https://www.citiesalliance.org/newsroom/news/results/somalia-early-warning-systems-climate-adaptation>

²⁴⁷ <https://www.citiesalliance.org/newsroom/news/results/somalia-early-warning-systems-climate-adaptation>

²⁴⁸ <https://www.citiesalliance.org/newsroom/news/results/somalia-early-warning-systems-climate-adaptation>

²⁴⁹ <https://www.citiesalliance.org/newsroom/news/results/somalia-early-warning-systems-climate-adaptation>

²⁵⁰ [UN Women – Headquarters](#)

²⁵¹ [Somali National Bureau of Statistics](#)

conditions, low pay, and no social protection²⁵². Gender disparities are stark in Somalia. Women earn about 62% of what men earn, own fewer assets, and face more barriers to accessing better-paying jobs²⁵³. The gender wage gap stands at around 38%²⁵⁴, influenced by lower educational attainment for women, labour market discrimination, and societal norms assigning women to primary domestic roles²⁵⁵. These inequalities hinder women's ability to participate in formal employment, access skills training, and advance their careers²⁵⁶.

Representation and Participation in Decision Making

Despite a robust gender equality perspective reflected in national policies and legal frameworks, Somalia still faces significant challenges in achieving equal representation and participation of women and men in decision-making positions. Women are under-represented at all levels of legislative and executive bodies. In 2024, women hold 24% of Federal Parliament seats, up from previous years but below the 30% target²⁵⁷. In the executive body, women occupy 10% of senior ministerial positions and 16% of under-secretary roles²⁵⁸. At the federal member state level, women hold 27% of leadership roles in civil service and constitute 42% of the total civil service workforce²⁵⁹. However, at the sub-national level, representation is low: 8% in governor positions, 3.43% at the district level, 10.65% of chief positions in local councils, and 13% of deputy governor positions at the regional level²⁶⁰. Women make up 20.3% of deputy governor positions at the district level²⁶¹.

Gender-Based Violence, Social Norms and FGM in Somalia

Gender-based violence (GBV) remains a significant concern in Somalia. Over 60% of women face physical abuse, denial of education, forced marriage, rape, and sexual harassment²⁶². Harmful gender norms, such as the belief that men are entitled to sex regardless of consent, contribute significantly to GBV²⁶³. Marginalized women and girls, especially, face more challenges in accessing legal advice, safe shelter, and mental support²⁶⁴.

Cultural practices and social norms continue to contribute to the unequal division of labour in households and communities. Women and girls are involved in productive activities such as farming and generating income, but they are also primarily responsible for household and childcare duties²⁶⁵²⁶⁶. Much of their time is devoted to household chores, childcare, cooking, and cleaning. Indigenous women, in particular, carry a heavy burden in terms of household chores, including housework, farming, raising animals, and collecting forest foods, especially during food shortages and disasters²⁶⁷²⁶⁸.

²⁵² [Somali National Bureau of Statistics](#)

²⁵³ [Somalia | United Nations Development Programme](#)

²⁵⁴ <https://www.worldbank.org/>

²⁵⁵ mogfa.gov.so

²⁵⁶ [Somalia | United Nations Development Programme](#)

²⁵⁷ <https://iknowpolitics.org/en/region/somalia-0>

²⁵⁸ <https://nbs.gov.so/wp-content/uploads/2024/03/Gender-Statistics-Booklet.pdf>

²⁵⁹ <https://nbs.gov.so/wp-content/uploads/2024/03/Gender-Statistics-Booklet.pdf>

²⁶⁰ <https://nbs.gov.so/wp-content/uploads/2024/03/Gender-Statistics-Booklet.pdf>

²⁶¹ <https://nbs.gov.so/wp-content/uploads/2024/03/Gender-Statistics-Booklet.pdf>

²⁶² <https://somalia.unfpa.org/en/somalia-health-and-demographic-survey-2020>

²⁶³ <https://somalia.unfpa.org/en/somalia-health-and-demographic-survey-2020>

²⁶⁴ <https://somalia.unfpa.org/en/somalia-health-and-demographic-survey-2020>

²⁶⁵ https://www.unwomen.org/sites/default/files/2024-09/b30_report_somalia_en.pdf

²⁶⁶ <https://sidrainstitute.org/european-union-somalia-gender-analysis-study/>

²⁶⁷ https://www.unwomen.org/sites/default/files/2024-09/b30_report_somalia_en.pdf

²⁶⁸ <https://sidrainstitute.org/european-union-somalia-gender-analysis-study/>

Women are still expected to follow social norms and beliefs that endorse men's privilege while undervaluing women's capacity and potential²⁶⁹. This impacts the roles of women and men in decision-making in households and society as a whole²⁷⁰. Women are involved in managing household budgets, but men are the primary decision-makers for major expenditures²⁷¹. Additionally, social norms and low levels of education and literacy are major barriers preventing women and girls from accessing information, technical skills, and training, having their voices heard, and enjoying preference in their families and society²⁷².

Female Genital Mutilation (FGM) is a widespread practice in Somalia. According to the Somalia Health and Demographic Survey (SHDS, 2020), 99% of women and girls aged 15-49 have undergone some form of FGM²⁷³. This practice is deeply rooted in cultural and social norms and continues despite efforts to eliminate it²⁷⁴.

Gender Policies and Legal Framework

The Federal Government of Somalia is committed to promoting gender equality and social inclusion in disaster risk reduction and management, aligning with the 2030 Agenda for Sustainable Development. Key national legislation and policies support this commitment:

The **Provisional Constitution of 2012** guarantees equal rights for women and men, including human rights, equality before the law, and active participation in all aspects of national life²⁷⁵. The **Sexual Offences Bill** addresses sexual violence and promotes gender equality, though it has faced challenges in implementation²⁷⁶. The **Somalia National Disaster Management Policy** focuses on the needs of women, children, the elderly, and people with disabilities during disasters²⁷⁷. The **National Gender Policy** promotes gender equality and women's leadership, reduces vulnerability to gender-based violence, and improves social protection for the most vulnerable²⁷⁸. The **Gender Action Plan (2021-2025)** emphasizes gender equality and women's empowerment across various sectors. Somalia's **Nationally Determined Contributions (NDCs)** include gender-focused measures for climate change adaptation²⁷⁹. The **National Action Plan for Disaster Risk Reduction (2021-2025)** emphasizes gender-responsive approaches²⁸⁰. The **National Gender Mainstreaming Guidelines** provide practical guidance for integrating gender perspectives into disaster management policies²⁸¹. The **Guideline for Gender Mainstreaming in Disaster Management** provides detailed instructions for incorporating gender perspectives in disaster risk reduction and management efforts²⁸².

²⁶⁹ https://www.unwomen.org/sites/default/files/2024-09/b30_report_somalia_en.pdf

²⁷⁰ https://www.unwomen.org/sites/default/files/2024-09/b30_report_somalia_en.pdf

²⁷¹ https://www.unwomen.org/sites/default/files/2024-09/b30_report_somalia_en.pdf

²⁷² https://sidrainstitute.org/wp-content/uploads/2018/04/Report_EU_Gender_Analysis_Somalia_Study-SIDRA_Final_2016.pdf

²⁷³ <https://somalia.unfpa.org/en/somalia-health-and-demographic-survey-2020>

²⁷⁴ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

²⁷⁵ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

²⁷⁶ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

²⁷⁷ <https://sodma.gov.so/wp-content/uploads/2024/08/National-Disaster-Risk-Management-Policy-Revised-Draft-Edits10-12-2020.pdf>

²⁷⁸ <http://nwm.unescwa.org/resources/312>

²⁷⁹ https://www.undp.org/sites/g/files/zskgke326/files/2023-06/undp_somalia_gender_equality_strategy_2023-2026_summary.pdf

²⁸⁰ <https://africa.unwomen.org/en/stories/news/2023/01/somalia-launches-national-action-plan-on-unsr-13-for-women-and-security>

²⁸¹ <https://www.undp.org/somalia/publications/undp-somalia-gender-equality-strategy-2023-2026>

²⁸² chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.arc.int/gender-platform/IMG/pdf/gender_analysis_on_drm_somalia.pdf

Additional gender-sensitive policies include the **National Climate Change Policy**²⁸³, the gender-sensitive **National Water Resource Management Policy**²⁸⁴, the **National Disaster Management Strategy**²⁸⁵, and the **GCF Somalia NAP Climate Change Adaptation Gender toolkit**²⁸⁶. These policies aim to integrate gender perspectives into climate change, water resource management, and disaster risk reduction efforts²⁸⁷.

Somalia is also committed to international frameworks like Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), the Sendai Framework for Disaster Risk Reduction, and the African Union Agenda 2063²⁸⁸. Despite these efforts, challenges include limited gender analysis skills within ministries and insufficient funding for gender-focused interventions^{289 290}.

Gender-Related Institutional Arrangements

In Somalia, gender-related institutional arrangements have evolved significantly in recent years, reflecting both progress and ongoing challenges in promoting gender equality. The institutional framework for gender equality is shaped by various policies, legal frameworks, and the roles of key institutions. The Provisional Federal Constitution, adopted in 2012, includes provisions for gender equality and women's rights²⁹¹. However, the implementation of these provisions remains inconsistent. Efforts are ongoing to integrate a 30% quota for women's representation in political institutions, although this has yet to be fully realized²⁹². Somalia has established mechanisms at both federal and federal member state levels to advance gender equality and women's empowerment, coordinated by the Ministry of Women and Families (MoWF) in collaboration with sectoral ministries, local governments, and development partners²⁹³.

The Ministry of Women and Families (MoWF) plays a key role in promoting gender equality by coordinating efforts across public institutions, civil society, and the private sector. It works closely with the Technical Working Group on Gender (TWG-G) and supports the Somali National Committee for Women (SNCW) in implementing CEDAW and ensuring legal protection for women²⁹⁴. MoWF also collaborates with sectoral ministries through Gender Mainstreaming Action Groups (GMAGs), which are responsible for developing, implementing, and monitoring gender mainstreaming action plans (GMAPs)²⁹⁵. At the federal member state level, each state has its own Ministry of Women and Human Rights Development or equivalent, which works alongside MoWF and other sectoral ministries to promote gender equality. These ministries partner with local governments and development organizations to ensure the inclusion and participation of women in decision-making processes²⁹⁶. In addition, The Somali Disaster Management Agency (SoDMA), as per its Gender Strategy & Road Map

²⁸³ <https://napglobalnetwork.org/wp-content/uploads/2022/11/napgn-en-2022-somalia-nap-framework.pdf>

²⁸⁴ <https://drive.google.com/file/d/11ZpInqCSTz53RYYLHxP0IJvYxyQ9pIHe/view?usp=sharing>

²⁸⁵ <https://www.preventionweb.net/media/97400/download>

²⁸⁶ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAlOl6b/view?usp=sharing>

²⁸⁷ <https://napglobalnetwork.org/wp-content/uploads/2022/11/napgn-en-2022-somalia-nap-framework.pdf>

²⁸⁸ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

²⁸⁹ <https://www.arc.int/gender-platform/key-gender-issues-priorities-in-drm-somalia-policy-brief.html?lang=fr>

²⁹⁰ <https://nwm.unescwa.org/resources/312>

²⁹¹ [adopted constitution eng final for printing 19sept12 - 1.pdf](#)

²⁹² [Ministry of Women & Human Rights Development –](#)

²⁹³ [UNDP Somalia Gender Equality Strategy \(2023-2026\) | United Nations Development Programme](#)

²⁹⁴ [Gender-in-Somalia--Progress-Report-2012.pdf](#)

²⁹⁵ [UNDP Somalia Gender Equality Strategy \(2023-2026\) | United Nations Development Programme](#)

²⁹⁶ [Country Fact Sheet | UN Women Data Hub](#)

2024 – 2027²⁹⁷, will establish a Gender-DRM Working Group. This group aims to bring together key stakeholders—including government entities, civil society organizations, and the private sector—to promote sustained innovation and cross-sector collaboration. The focus will be on building capacity through knowledge exchange and gender-focused research, ensuring that DRM policies and programs are informed by gender-disaggregated data.

Meanwhile, the National Gender Commission oversees the implementation of gender policies and ensures compliance with international gender equality standards²⁹⁸. Numerous Civil Society Organizations (CSOs) actively advocate for women's rights and provide essential services, such as legal aid and support for survivors of gender-based violence²⁹⁹.

Disaster management at the sub-national, district, and village levels involves a multi-faceted approach. The Ministry of Interior, Federal Affairs & Reconciliation (MoIFAR) collaborates with local governments to develop disaster risk management plans and strategies. District Disaster Risk Management Committees (DDRMCs) coordinate disaster response and preparedness activities. Community-based disaster risk management (CBDRM) initiatives build local capacity and resilience³⁰⁰.

Several inter-sectoral organizations are involved in disaster management, working closely with government entities, civil society organizations, and the private sector. The Somali Disaster Management Agency (SoDMA) leads emergency planning and response efforts, including establishing early warning systems. The United Nations Development Programme (UNDP) enhances risk management and builds national capacity in disaster tracking, data management, and early warning systems. The United Nations Office for Disaster Risk Reduction (UNDRR) supports the National Platform for Disaster Risk Reduction, facilitating multi-sectoral and multi-disciplinary mechanisms for resilience-building³⁰¹.

Additionally, the World Food Programme (WFP) collaborates with SoDMA to develop anticipatory action plans for floods and other disasters, while the International Organization for Migration (IOM) leverages data tools for humanitarian response. Organizations such as UN Women, FAO, Danish Refugee Council (DRC), Action for Women and Children Concern (AWCC), and Norwegian Refugee Council (NRC) also collaborate with local governments, NGOs, and community-based organizations to enhance disaster preparedness and response at all levels³⁰². These institutions ensure gender-responsive approaches in all phases of disaster management activities^{303 304}.

Despite these advancements, several challenges persist. Deep-rooted cultural norms and practices, such as female genital mutilation (FGM) and early marriage, continue to hinder gender equality efforts³⁰⁵. Ongoing conflict and instability in certain regions exacerbate gender-based violence and

²⁹⁷ <https://docs.google.com/document/d/1pJOGpLRMDOfR247h0yEcZYbnwYrP-JyO/edit?usp=sharing&ouid=101183427218989265382&rtopof=true&sd=true>

²⁹⁸ [Advancing Generation Equality Forum Commitment in Somalia | UN Women – Africa](#)

²⁹⁹ [UN Women Somalia trains civil society on gender in humanitarian Action | UN Women – Africa](#)

³⁰⁰ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³⁰¹ <https://napglobalnetwork.org/wp-content/uploads/2022/11/napgn-en-2022-somalia-nap-framework.pdf>

³⁰² <https://napglobalnetwork.org/wp-content/uploads/2022/11/napgn-en-2022-somalia-nap-framework.pdf>

³⁰³ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAlOl6b/view?usp=sharing://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³⁰⁴ <https://napglobalnetwork.org/wp-content/uploads/2022/11/napgn-en-2022-somalia-nap-framework.pdf>

³⁰⁵ [Where we are : Eastern and Southern Africa : Somalia | UN Women – Africa](#)

limit the effectiveness of institutional arrangements³⁰⁶. Limited financial and human resources within key institutions impede the full implementation of gender policies and programs³⁰⁷. Nevertheless, the institutional framework in Somalia provides a foundation for continued efforts to promote gender equality and empower women across the country³⁰⁸.

Women's Representation and Participation in DRM Sectors

Women's representation in Somalia's government remains low, especially in sectors like water resource management, meteorology, hydrology, and disaster management. As of 2024, women hold about 24% of parliamentary seats nationally³⁰⁹. In specific fields, 15% of senior positions in water resource management are held by women, 10% in meteorology and hydrology, and around 20% in the National Disaster Management Committee^{310 311}. At the district level, their involvement decreases significantly to about 5% in disaster management committees³¹². These disparities reflect broader societal norms and systemic barriers that limit women's participation in governance³¹³. Efforts are needed to improve training and resources for women to enhance their leadership in these critical areas.

Table 1: Estimates of Female officials in Disaster Management in selected provinces³¹⁴

Regions/Committee's Roles	Total	Women	Percentage
Banadir (Mogadishu)	50	10	20%
Provincial Committee for Disaster Management	30	6	20%
Explore, Rescue, and Security Team	15	0	0%
Response and Recovery Team	25	4	16%
Secretariat	20	2	10%
Total	120	22	18.3%
Puntland	40	8	20%
Provincial Committee for Disaster Management	25	5	20%
Explore, Rescue, and Security Team	10	0	0%
Response and Recovery Team	15	1	13%
Secretariat	10	1	10%
Total	100	16	16%
Somaliland	45	7	15.5%
Provincial Committee for Disaster Management	20	4	20%
Explore, Rescue, and Security Team	8	0	0%
Response and Recovery Team	10	2	20%
Secretariat	7	1	14%
Total	90	14	15.5%

³⁰⁶ [Overview of Gender-Based Violence in Somalia - Advocacy Brief, 2021 | United Nations in Somalia](#)

³⁰⁷ [UNDP Somalia Gender Equality Strategy \(2023-2026\) | United Nations Development Programme](#)

³⁰⁸ [COUNTRY GENDER PROFILE: SOMALIA | Publications | UN Women – Africa](#)

³⁰⁹ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³¹⁰ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³¹¹ <https://moewr.gov.so/>

³¹² <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³¹³ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³¹⁴ [Home - Somali National Bureau of Statistics](#)

Notes:

- The numbers and percentages are an estimate only and will be updated as needed during project implementation.
- Key regions with the estimate data include Banadir, Puntland, and Somaliland
- The roles listed correspond to those typically found in disaster management committees.

(Source: Somali National Bureau of Statistics, African Development Bank. (2024). AfDB Gender in Somalia, World Bank. (2023). World Bank Somalia Overview, UN Women. (2024). UN Women Somalia, International Organization for Migration (IOM). (2023). IOM Somalia, UNDP Somalia. (2023). UNDP Somalia Projects).

Gender in Early Warnings and Disaster Risk Response

In Somalia, the integration of gender considerations in early warning systems and disaster risk response is essential to effectively address the vulnerabilities faced by different demographic groups. Recent efforts by various organizations and governmental bodies have highlighted the need for comprehensive data collection and analysis to inform disaster management strategies.

As part of the Key Platforms and Initiatives, The United Nations Office for Disaster Risk Reduction (UNDRR) supports Somalia in implementing the Sendai Framework for Disaster Risk Reduction, promoting gender-inclusive disaster risk management practices that emphasize understanding vulnerabilities through a gender lens³¹⁵. The Somali Disaster Management Agency (SODMA) plays a crucial role in coordinating disaster response efforts, aiming to strengthen community resilience and incorporate gender perspectives in disaster preparedness and response planning, although challenges in data collection and women's representation in decision-making persist³¹⁶.

The United Nations Development Programme (UNDP) has been active in enhancing disaster resilience, focusing on integrating gender into disaster risk management through capacity-building programs for local authorities and communities, highlighting the need for gender-disaggregated data³¹⁷. Similarly, the Food and Agriculture Organization (FAO) works to improve food security and resilience to climate shocks, employing gender-sensitive approaches to support women farmers and advocate for inclusive data collection³¹⁸.

The Ministry of Energy and Water Resources is involved in disaster risk reduction related to water management, creating flood risk maps and integrating gender considerations into water resource management, which is crucial for affected communities³¹⁹. Additionally, the World Meteorological Organization (WMO) collaborates with Somali authorities to enhance weather forecasting and early warning systems, which need to incorporate gender-sensitive data to ensure effective communication with all community members³²⁰.

Despite the efforts of various organizations, the availability of gender-disaggregated data remains limited, hampering the understanding of specific vulnerabilities and the impacts of disasters on

³¹⁵ <https://www.undrr.org/news/enhancing-risk-management-somalia-building-national-capacity-disaster-tracking-data-management>

³¹⁶ <https://sodma.gov.so/som/annual-reporting/>

³¹⁷ <https://www.undp.org/geneva/blog/advancing-resilience-building-through-gender-equality-and-womens-leadership>

³¹⁸ <https://www.fao.org/somalia/fao-in-somalia/en/>

³¹⁹ <https://www.fao.org/somalia/fao-in-somalia/en/>

³²⁰ <https://community.wmo.int/en/members/som>

different groups, particularly women, children, and those with disabilities³²¹. Furthermore, women's representation in disaster management roles is often insufficient, limiting their input in planning and decision-making processes, which is essential for inclusive and responsive disaster risk management strategies³²². Additionally, an improved coordination among various agencies, including UN bodies, local government, and NGOs, is necessary to streamline data collection and ensure that gender perspectives are integrated across all disaster management initiatives³²³. Establishing robust mechanisms for collecting gender-disaggregated data across all disaster risk management platforms is essential, including incorporating gender analysis into existing databases³²⁴. Additionally, building the capacity of local authorities and communities to understand and address gender issues in disaster risk management can improve resilience; training programs should emphasize gender-sensitive disaster management practices³²⁵. Engaging women's groups and community organizations in disaster preparedness and response planning can provide critical insights into local vulnerabilities, enhancing the effectiveness of interventions³²⁶. Finally, advocating for policies that mandate the inclusion of gender considerations in disaster management at all levels will help create a more equitable approach to risk reduction and response³²⁷.

Gender and Access to Early Warning Information and Technologies

In Somalia, recent efforts by various organizations and governmental bodies have highlighted the need for comprehensive data collection and analysis to inform disaster management strategies and ensure inclusivity. The implementation of EWS in Somalia is primarily managed by the Federal Government of Somalia (FGS) through the Ministry of Energy and Water Resources (MoEWR) and the Somalia Water and Land Information Management (SWALIM) project³²⁸. These systems are designed to monitor and provide alerts for various natural hazards, including floods and droughts. As of 2023-2024, Somalia has several centralized and decentralized EWS in place³²⁹.

Many international and local partners support the Federal and Federal Member States governments in implementing and maintaining EWS. Key partners include United Nations agencies such as the Food and Agriculture Organization (FAO) and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)³³⁰, international NGOs like ActionAid, Danish Refugee Council, Mercy Cops, Oxfam, Save the Children, Norwegian Refugee Council, and World Vision³³¹, and bilateral partners including the United States, European Union, and various other countries³³². The United Nations Development Programme (UNDP), the United Nations Office for Disaster Risk Reduction (UNDRR), and the World Meteorological Organization (WMO) also play critical roles in enhancing disaster risk management and early warning systems in Somalia³³³. For flood and drought alerts, organizations like ActionAid, Danish Refugee Council, Mercy Cops, Oxfam, Save the Children, Norwegian Refugee Council, and World Vision

³²¹ <https://africa.unwomen.org/en/stories/news/2024/03/un-women-somalia-trains-civil-society-on-gender-in-humanitarian-action>

³²² <https://www.afdb.org/en/documents/somalia-country-gender-profile>

³²³ <https://somalia.iom.int/>

³²⁴ <https://www.undp.org/geneva/blog/advancing-resilience-building-through-gender-equality-and-womens-leadership>

³²⁵ https://www.wfp.org/operations/annual-country-report?operation_id=SO02&year=2023#/27256

³²⁶ <https://www.arc.int/gender-platform/key-gender-issues-priorities-in-drm-somalia-policy-brief.html?lang=fr>

³²⁷ <https://nbs.gov.so/wp-content/uploads/2024/05/SNBS-2023-Institutional-Annual-Report.pdf>

³²⁸ [Ministry of Energy and Water Resources, Comprehensive Assessment of Existing EWS](#)

³³⁰ [International Organization for Migration, Disaster Risk Assessment](#)

³³¹ [Acted Somalia, Integrated Support for IDPs and Communities](#)

³³² [U.S. Embassy in Somalia, Partnership with Somalia](#)

³³³ [Action Against Hunger, Flood Response in Somalia](#)

provide integrated emergency and early recovery support, including the dissemination of alerts and information to improve preparedness and mitigation³³⁴. Leading telecom companies such as Hormuud Telecom, Golis Telecom Group, and Somtel Network also play a crucial role in disseminating these alerts.

Receiving warnings about natural hazards through EWS in Somalia does not necessarily require users to have a registered mobile phone. However, mobile phones are a common medium for disseminating alerts, especially in urban areas³³⁵. The primary beneficiaries of EWS in Somalia are vulnerable communities, including internally displaced persons (IDPs), pastoralists, and agro-pastoralists. These systems help them prepare for and mitigate the impacts of natural disasters by providing timely alerts and information³³⁶. However, awareness and usage of EWS are generally low, particularly among marginalized groups such as people with disabilities, the elderly, women, and Indigenous people³³⁷. Many community members are not aware of the existence of these systems or do not understand how to utilize them effectively³³⁸. Women, in particular, often receive information indirectly from local authorities, which contributes to lower awareness and usage among them³³⁹.

The most preferred media for early warning alerts in Somalia include radio, mobile phones, and community meetings. Radio remains the most popular platform, with over half of the population listening to it weekly³⁴⁰. However, men tend to use all media platforms more than women³⁴¹. According to the Somalia Integrated Household Budget Survey (SIHBS) 2022, 85.6% of males and 84.5% of females over 15 years old own mobile phones³⁴². This data highlights a relatively small gender gap in mobile ownership. Access to mass media in Somalia shows significant gender disparities. Men are more likely to use all media platforms compared to women. For instance, 46% of men use the internet weekly compared to 37% of women³⁴³.

Water level management in Somalia is overseen by the Ministry of Energy and Water Resources and the Somalia Water and Land Information Management (SWALIM). These institutions monitor and manage water resources, including groundwater levels, to ensure sustainable usage³⁴⁴.

Focus group discussions for the Early Warning For All (EW4ALL) at the National Stakeholders consultation and national surveys have highlighted the gender disparities in access to early warning information and technologies. Women, especially in rural areas, have less access to information compared to men³⁴⁵. These findings emphasize the need for targeted interventions to improve awareness and usage of early warning systems (EWS) among women and other marginalized groups³⁴⁶.

Key recommendations from project-level national stakeholders consultations include, but are not limited to, the need for:

³³⁴ [Acted Somalia, Integrated Support for IDPs and Communities](#)

³³⁵ [Central Bank of Somalia, Mobile Money Regulations 2020](#)

³³⁶ [Ministry of Energy and Water Resources, Comprehensive Assessment of Existing EWS](#)

³³⁷ [Country Policy and Information Note on Somalia](#)

³³⁸ [Country Policy and Information Note on Somalia](#)

³³⁹ [World Bank Document on Early Warning Systems for Improving Food Security](#)

³⁴⁰ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAIOl6b/view?usp=sharing>

³⁴¹ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAIOl6b/view?usp=sharing>

³⁴² <https://somalia.unfpa.org/en/publications/somalia-integrated-household-budget-survey-2022>

³⁴³ <https://somalia.unfpa.org/en/publications/somalia-integrated-household-budget-survey-2022>

³⁴⁴ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³⁴⁵ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAIOl6b/view?usp=sharing>

³⁴⁶ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAIOl6b/view?usp=sharing>

- Increased awareness through targeted campaigns to educate communities, especially marginalized groups, about the existence and usage of EWS;
- Improved accessibility by ensuring that EWS are accessible through multiple channels, including mobile phones, radios, and community meetings;
- Implementing a gender-sensitive approaches to ensure that women have equal access to early warning information;
- Strengthening partnerships with international and local organizations to enhance the effectiveness of EWS;
- Investment on capacity building for local institutions to manage and disseminate early warning information effectively.

By addressing these areas, Somalia can improve its disaster preparedness and resilience, ensuring that all communities benefit from early warning systems at all levels.

Preparedness, Early Actions, and Responses

Observations from the Early Warning for All (EW4ALL) project national level consultations have revealed that contingency and emergency plans in Somalia often overlook the specific needs of women and vulnerable groups, such as persons with disabilities, living in affected areas. Despite the importance of community engagement, these groups are frequently unaware of these processes and are less likely to be involved^{347 348}.

In regions like Banadir, Galmudug, HirShabelle, Southwest, Jubaland, and Somaliland, community meetings have shown that many women and people with disability have not been invited to participate in the consultation process for local contingency and emergency plans or development plans. Consequently, they remain unaware of the specific needs and interventions included in these plans³⁴⁹. Focus group discussions (FGDs) with the Somalia National Disability Agency (NDA) and representatives from organizations for people with disabilities (OPDs) revealed that disaster management interventions often fail to address the specific needs of persons with disabilities, particularly women and girls. This includes considerations for different types of disabilities and ensuring access to necessary services.

Stakeholders emphasized the need to enhance the capacity and skills of individuals involved in disaster management, including training on gender equality and disability inclusion to ensure that interventions effectively address the needs of all affected groups³⁵⁰. Consultations for the Gender Strategy & Road Map 2024–2027³⁵¹ by SoDMA revealed that women and girls face unique vulnerabilities during disasters. These include health risks, economic hardships, and psychosocial stress. Their needs encompass access to reproductive health services, protection from gender-based violence, privacy and safety, economic empowerment, education, and leadership opportunities³⁵².

³⁴⁷ <https://africa.unwomen.org/en/digital-library/publications/2023/11/country-gender-profile-somalia>

³⁴⁸ <https://undrr.org/ew4all-nairobi-workshops-2024>

³⁴⁹ <https://undrr.org/ew4all-nairobi-workshops-2024>

³⁵⁰ <https://undrr.org/ew4all-nairobi-workshops-2024>

³⁵¹ <https://docs.google.com/document/d/1pJOgplRMDOfR247h0yEczYbnwYrP-JyO/edit?usp=sharing&oid=101183427218989265382&rtopf=true&sd=true>

³⁵² <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQIn9rAlOI6b/view?usp=sharing>

To effectively address the gendered impacts of disasters, it is crucial to incorporate gender considerations into all DRM initiatives. This involves identifying and responding to gender-specific vulnerabilities, ensuring equitable access to resources and decision-making, and promoting women's leadership in disaster preparedness, response, and recovery efforts^{353 354}.

Key recommendations from project-level consultations include, but are not limited to, the need for:

- Comprehensive data collection, with gender-disaggregated data;
- Gender analysis of past disasters, to understand challenges and opportunities;
- Integrating gender considerations into all stages of disaster management, including planning, preparedness, response, and recovery;
- Capacity building for SoDMA staff;
- Disaster preparedness and response efforts should focus on equipping communities with the knowledge, skills, and resources needed to actively participate in disaster management. This should include the creation of local disaster response committees with gender-balanced leadership structures and the development of inclusive early warning systems;
- Promoting women's participation and leadership in decision-making processes related to disaster risk reduction, response, and recovery is essential for ensuring inclusive and effective strategies that address their needs and priorities;
- Engage diverse stakeholders such as women's organisations, CSOs, and marginalised communities to ensure that their perspectives and needs are included in decision-making processes;
- Develop and distribute gender-sensitive DRM toolkits and guidelines to standardise gender integration across all sectors in alignment with the UN Women's strategy on gender-responsive disaster risk reduction and supports SDG 5, promoting gender equality through inclusive DRM processes.

Mainstreaming gender considerations into policies, procedures, and guidelines relating to disaster management and reduction involves integrating gender perspectives at all levels of decision-making and across all aspects of disaster preparedness, response, recovery, and risk reduction.

Access to Safe Evacuation Spaces

Efforts to improve access to safe evacuation sites in Somalia have been made through collaboration between the Federal Government, UN agencies, donors, INGOs, and CSOs. However, significant gaps remain in ensuring that these facilities meet basic standards for safety, hygiene, and security, especially during natural disasters such as flooding and drought. Across the Federal Member States (FMS), including Puntland, Somaliland, Galmudug, Southwest, Hirshabelle, and Jubaland, disparities exist in the availability and quality of evacuation sites.

The Federal Government, in collaboration with the UN and humanitarian partners, has set national minimum standards for safe evacuation sites. These standards include the provision of separate sanitation facilities for men and women, access to clean water, and secure shelter for vulnerable groups such as women, children, the elderly, and people with disabilities. Despite these standards, many evacuation sites remain under-equipped due to resource constraints, insecurity, and infrastructure challenges. The Federal Government's National Disaster Management Agency (SODMA) has been leading efforts to coordinate with the Federal Member States to ensure preparedness, but challenges remain in implementation and monitoring at the state level³⁵⁵.

³⁵³ <https://undrr.org/ew4all-nairobi-workshops-2024>

³⁵⁴ <https://drive.google.com/file/d/1byegURxSW39hfdOg31HcsQln9rAlOl6b/view?usp=sharing>

³⁵⁵ [Ministry of Energy and Water Resources, Comprehensive Assessment of Existing EWS](#)

In Puntland, coastal and flood-prone areas such as Bosaso and Garowe face frequent displacement during flooding and cyclones. However, only 8 out of 70 identified evacuation sites meet the national minimum standards. Public spaces such as schools and mosques are often used as temporary shelters, but overcrowding is a persistent issue, especially in urban areas like Bosaso. Women and children are particularly vulnerable to gender-based violence (GBV) in these evacuation sites, and reports from local NGOs indicate that women lack access to separate toilets, increasing their vulnerability to abuse. Many displaced families are forced to rely on unsafe water sources due to insufficient clean water supply³⁵⁶.

In Somaliland, the government has made some strides in establishing safe evacuation sites, particularly in areas prone to drought and flooding, such as Hargeisa and Borama. However, only 6 out of 50 sites meet the minimum standards. Challenges include limited access to clean water, poor sanitation facilities, and insufficient shelter for displaced populations. Women in focus group discussions reported concerns about personal safety, especially during periods of extended stay in these sites. Reports from international NGOs indicate that women and girls are at heightened risk of physical and emotional abuse in overcrowded shelters³⁵⁷.

In Galmudug, regions like Galkayo and Hobyo frequently experience flooding, leading to displacement. Unfortunately, only 4 out of 60 designated evacuation sites meet the basic needs of displaced families. Communities in rural areas face additional challenges, with many relying on makeshift shelters that offer little protection from the elements. Women and girls, in particular, lack access to adequate sanitation facilities, often sharing toilets with men, which increases their vulnerability to violence. The elderly and persons with disabilities are also disproportionately affected, as evacuation sites are often not accessible for those with mobility issues³⁵⁸.

In Southwest State, areas like Baidoa and Afgooye are heavily impacted by seasonal flooding, leading to frequent displacements. Of the 100 evacuation sites identified, only 10 meet the national minimum standards. Key concerns raised by displaced families include overcrowding, lack of clean water, and poor sanitation. Women in these areas reported to CSOs that they often face the risk of sexual harassment when using shared sanitation facilities. Additionally, families in rural areas face challenges in accessing evacuation sites due to poor road infrastructure, making it difficult for them to reach safer areas during floods³⁵⁹.

Hirshabelle, particularly in regions such as Beledweyne and Jowhar, is highly vulnerable to riverine flooding along the Shabelle River. Only 5 out of 80 identified evacuation sites meet the minimum standards for safety and hygiene. During focus group discussions for the Somalia EW4ALL national level consultations women in Beledweyne expressed concerns about the lack of clean water and the need to rely on river water for drinking and cooking, which poses serious health risks. Overcrowding in shelters is also a significant issue, with many families sharing limited space. The elderly and persons with disabilities are also disproportionately affected, as evacuation sites are often not accessible for those with mobility issues³⁶⁰.

The Federal Government, in partnership with the UN, donors, and INGOs, has recognized the need for urgent action to improve the safety and accessibility of evacuation sites across all Federal Member States. Key recommendations from project-level consultations include:

³⁵⁶ [International Organization for Migration](#)

³⁵⁷ [Acted Somalia](#).

³⁵⁸ [U.S. Embassy in Somalia, Partnership with Somalia](#)

³⁵⁹ [Action Against Hunger, Flood Response in Somalia](#)

³⁶⁰ [Somalia National Bureau of Statistics](#).

- Improving infrastructure in evacuation sites to ensure they meet the national minimum standards, with a focus on providing separate sanitation facilities for men and women.
- Ensuring clean water is available at all evacuation sites to reduce reliance

Limited Access to Resources and Services

Vulnerable groups in Somalia, including the poor, rural women, the elderly, persons with disabilities, and nomadic communities, face significant challenges in preparing for disasters due to restricted access to resources and services. According to focus group discussions conducted for various projects, community members in disaster-prone areas reported not having sufficient savings to buy extra food, boats, or household supplies for emergencies, as they barely earn enough to survive each day³⁶¹.

Both women and men in drought-prone areas noted that during dry seasons, especially with increasing high temperatures and heat, their crops, agricultural activities, and livelihoods were severely affected. This negatively impacted their income, leaving them with inadequate means to support their families and no savings for emergencies. They also experienced a severe lack of water for household use, including cooking, washing clothes, and bathing, as well as for safe drinking water, due to insufficient supplies from wells, water pumps, and rainwater storage. Some families had to purchase water for drinking and household use, further exacerbating their vulnerability and poverty³⁶².

Limited access to resources significantly hampers the capacity of the poor, women, elderly, and persons with disabilities to better prepare for and take early actions to mitigate disaster risks and impacts on themselves and their households. The Somali government, supported by various international donors and organizations, has expanded its social protection policy to include 'shock-responsive social protection' for at-risk households. This initiative aims to build resilience and mitigate disaster impacts³⁶³.

Recurring droughts in Somalia have had devastating effects on agriculture, livestock, and water resources, exacerbating food insecurity and malnutrition and pushing vulnerable populations toward famine and displacement. Additionally, periodic floods, especially in riverine and coastal areas, have disrupted livelihoods, destroyed infrastructure, and increased the spread of waterborne diseases, further complicating recovery and reconstruction efforts. Environmental degradation, such as desertification and deforestation, worsens poverty and food insecurity, intensifying the country's vulnerability to disasters³⁶⁴.

The impact of disasters on vulnerable populations—particularly women and girls—is a critical issue requiring urgent attention. The intersection of gender and disaster risk management (DRM) is increasingly recognized as a vital consideration in addressing the disproportionate effects of disasters on marginalized groups. Women and girls are often more vulnerable during disasters due to preexisting social, economic, and cultural inequalities. These include limited access to resources, lower socio-economic status, restricted mobility, and lack of decision-making power. As a result, women and girls

³⁶¹ [IOM Somalia](#)

³⁶³ [Somalia - Acted](#)

³⁶⁴ [Homepage - U.S. Embassy in Somalia](#)

are more likely to suffer higher rates of mortality, injury, displacement, and loss of livelihoods compared to men³⁶⁵.

Community-Led Early Warning and Disaster Risk Reduction Initiatives

The Federal Government of Somalia has implemented several community-led early warning and disaster risk reduction initiatives in collaboration with international donors and organizations. These include the Building Resilient Communities in Somalia (BRCiS), which is a humanitarian consortium led by the Norwegian Refugee Council (NRC) that supports Somali communities in developing resilience to shocks and moving out of poverty. The program focuses on integrated programming models, flexible multi-year funding streams, and community structures to generate systemic change ³⁶⁶.

Meanwhile, the Somalia Recovery and Resilience Framework (RRF), developed by the Federal Government of Somalia's Ministry of Planning, Investment and Economic Development, in partnership with the Ministry of Humanitarian Affairs & Disaster Management, aims to break the cycle of recurrent disasters and move towards medium-term recovery and long-term resilience³⁶⁷.

Additionally, the Federal Member States have implemented various community-led early warning and disaster risk reduction initiatives tailored to their specific needs. For instance, the Hirshabelle State Flood Response Plan was launched in response to severe flooding in 2019. With support from the Federal Government and international partners, the plan provides critical lifesaving assistance and invests in longer-term solutions ³⁶⁸. Additionally, the Integrated Support for Internally Displaced Persons (IDPs) and Communities program, implemented by the International Rescue Committee (IRC) and other partners, supports IDPs and host communities in regions including Gedo, Lower Shabelle, and Hiraan³⁶⁹.

International organizations and NGOs play critical roles in supporting these initiatives. UNDP supports various disaster risk reduction initiatives in Somalia, including capacity building and resilience programs³⁷⁰. SODMA (Somali Disaster Management Agency) is the central body for disaster management in Somalia, coordinating efforts at federal and state levels to improve early warning systems and response capabilities³⁷¹. FAO (Food and Agriculture Organization) works on improving food security and resilience to climate shocks, supporting community-based disaster risk reduction and early warning systems³⁷². Organizations such as World Vision, Oxfam, Danish Refugee Council (DRC), and Norwegian Refugee Council (NRC) are also involved in various community-led initiatives to enhance resilience and disaster preparedness ³⁷³. These initiatives aim to enhance the resilience of vulnerable communities to natural disasters and climate change.

³⁶⁵ [Somalia - Hunger Relief in Africa | Action Against Hunger](#)

³⁶⁶ [BRCiS Consortium - Building Resilient Communities in Somalia | NRC](#)

³⁶⁷ [Somalia-RRF-Summary-Report_final_layout6July2018-2.pdf](#)

³⁶⁸ [Somalia Flood Response Plan - November 2019 - January 2020 - Somalia | ReliefWeb](#)

³⁶⁹ [Somalia | International Rescue Committee \(IRC\)](#)

³⁷⁰ [Somalia | United Nations Development Programme](#)

³⁷¹ [SoDMA | Hay'adda Maareynta Masiimoobiya Soomaaliyeed](#)

³⁷² [FAO in Somalia | Food and Agriculture Organization of the United Nations](#)

³⁷³ [FAO in Somalia | Food and Agriculture Organization of the United Nations](#)

Areas for Improvement in Early Warning and Gender Inclusiveness

In Somalia, several areas require improvement to enhance early warning systems (EWS) and gender inclusiveness. These improvements are crucial for ensuring that EWS effectively serve all community members, particularly women and vulnerable groups. Below are the key areas for improvement and recommendations.

- **Enhancing GEDSI Analysis:** Integrate Gender Equality, Disability, and Social Inclusion (GEDSI) analysis into disaster risk assessments to capture the needs of diverse groups. Improving platforms like PRISM and CamDi to include disaggregated data and make them publicly available is essential³⁷⁴.
- **Improving Early Warning Dissemination:** A comprehensive review and action plan for Emergency Warning (EW) systems should provide analysis and strategies to include inclusivity and address digital gender gaps. Multiple communication channels, including cell broadcasting, should be used for wider reach. Community-based interventions, including outreach activities targeting women and persons with disabilities who have no access to mobile phones, should be implemented. Providing clear, actionable information tailored to different groups' needs and conducting training and awareness campaigns specifically targeting women, ensuring gender balance and youth participation, is crucial³⁷⁵.
- **Preparedness and Early Action:** Ensure evacuation sites meet minimum standards and are safe for all, particularly women and girls, and are designed inclusively. Train and equip community members, including women and persons with disabilities, for early warning actions. Building evidence for shock-responsive social protection schemes for preparedness and anticipatory action in target provinces, especially to include the poor, women, and persons with disabilities, is necessary³⁷⁶.
- **Cross-Pillar Coordination:** Create GEDSI mainstreaming guidelines and training for emergency warning systems. Increase the representation and participation of vulnerable groups in preparedness and response activities. Incorporate GEDSI aspects into standard operating procedures and monitoring frameworks, collecting and analyzing disaggregated data³⁷⁷.
- **Enhancing Gender-Responsive Strategies:** Developing and implementing gender-responsive strategies in crisis prevention, preparedness, and recovery is essential. Early warning systems should address the specific needs and vulnerabilities of women and girls by incorporating gender perspectives into all aspects of disaster management³⁷⁸.
- **Removing Structural Barriers:** Addressing structural barriers that limit women's economic autonomy and unpaid work is crucial. Aligning public and private finance through integrated national financing frameworks and investing in gender-responsive infrastructure can help

³⁷⁴ [BRCIS Consortium - Building Resilient Communities in Somalia | NRC](#)

³⁷⁵ [Somalia-RRF-Summary-Report_final_layout6July2018-2.pdf](#)

³⁷⁶ [Gender equality, disability and social inclusion analysis – Good practice note](#)

³⁷⁷ [The Role of Climate information and Early Warning Systems in Supporting Disaster Risk Reduction in Somalia - Somalia | ReliefWeb](#)

³⁷⁸ [Investment in early warning – early actions reaps massive reward against El Niño flood threats | United Nations in Somalia](#)

remove these barriers, enabling women to better participate in and benefit from early warning systems³⁷⁹.

- Preventing and Responding to Gender-Based Violence: Improving the skills and knowledge of police officers, judges, prosecutors, and other officials to ensure justice for survivors of sexual and gender-based violence (SGBV) is essential. Providing medical, legal, and psychosocial support to SGBV survivors ensures their needs are met in disaster situations³⁸⁰.
- Promoting Women's Participation and Leadership: Encouraging women's participation and leadership in all forms of decision-making is vital. This includes promoting women's political participation and leadership and ensuring their involvement in disaster risk reduction initiatives. Women's leadership can lead to more inclusive and effective disaster management strategies³⁸¹.
- Strengthening Data Collection and Analysis: Improving data collection and analysis on gender-specific impacts of disasters and early warning systems is vital. This data can inform more effective policies and programs that address the unique needs of women and girls³⁸².

Building Capacity and Awareness: Enhancing the capacity of communities, especially women and persons with disabilities, to understand and respond to early warning information is essential. Conducting awareness campaigns and training programs can help build this capacity, enabling communities to better prepare for and respond to disasters³⁸³.

³⁷⁹ <https://docs.google.com/document/d/1pJOgplRMDOfR247h0yEczYbnwYrP-JyO/edit?usp=sharing&ouid=101183427218989265382&rtpof=true&sd=true>

³⁸⁰ [SIDA 2015 Preventing and Responding to GBV .pdf](#)

³⁸¹ [UNDP Somalia Gender Equality Strategy \(2023-2026\) | United Nations Development Programme](#)

³⁸² [UNDP Somalia Gender Equality Strategy \(2023-2026\) | United Nations Development Programme](#)

³⁸³ [SOMALI DISABILITY NETWORK](#)

10 Gender Action Plan MCP EW4All

This GAP is a consolidated document for Outputs 1 and 2, and as such it is considered the global GAP. Output 2 countries have country-specific GAPs as part of the country funding proposals which provide a further breakdown for each country. Each country's gender staff will report to the global PMU on their country-specific GAP in order to inform this global GAP. It will be the responsibility of the global PMU to report to GCF on this global GAP. Since the project activities are mainstreamed, the main cost of the GAP will be the hiring of country-level and global-level gender staff. Nevertheless, an estimate for each country has been provided for each activity based on a proportion of the activity budget. This GAP is considered a flexible document and will be further updated during project implementation.

Principal Objective of the GAP: To enhance early warning systems and disaster preparedness through gender-sensitive strategies that accommodate to the unique needs of women, men, girls, and boys, ensuring inclusive resilience and timely response to climate-induced and other natural disasters.				
Output 1				
Activities	Targets/Indicators	Timeline	Responsibility	Estimated Cost/Resources
Development of guidelines, training materials, and strategic orientation documents	All those developed	Years 1-3	UNDP, WMO, UNDRR	\$50,000 total
Design and implementation of analytic frameworks and models for national adoption take into account gender considerations	All those developed	Years 2-3	UNDP, WMO, UNDRR	\$50,000 total
M&E framework for EW4All take into account gender considerations	Gender-specific targets included in the M&E framework	Years 2-3	UNDP, WMO, UNDRR	\$30,000 total
UN global knowledge bank and knowledge sharing products include lessons relating to gender aspects	At least 50% of knowledge sharing products include gender-related lessons	Years 3-5	UNDP, WMO, UNDRR	\$15,000 total
Global and technical expert working groups include female representatives	Efforts made to achieve equity in female and male participation, aiming for 50% of females whenever possible	Year 1 to Year 5	UNDP, WMO, UNDRR	none
Output 2				
Specific Objective for Output 2 countries:				
<ol style="list-style-type: none"> 1. Strengthen disaster risk knowledge by developing a comprehensive risk assessment framework, databases, and capacity-building initiatives for national and local actors. 2. Improve detection, monitoring, and forecasting capabilities through harmonized data collection, forecasting tools, and interoperability across sectors. 				

<p>3. Enhance early warning dissemination and communication by establishing functional networks and communication protocols, ensuring last-mile connectivity to vulnerable populations.</p> <p>4. Boost preparedness for early response and recovery by developing participatory and gender-responsive disaster preparedness measures and enhancing local and national capacities for anticipatory action.</p>				
Pillar 1: Improved Disaster Risk Knowledge and Capacities Results: Sector based project plans and implementations in disaster early warning, preparedness and response are inclusive and gender sensitive				
Activities	Targets/Indicators	Timeline	Responsibility	Estimated Cost/Resources
<p>1. Integrate gender-responsive data collection and analysis in DRR capacity development, particularly on disaster risk data, that includes vulnerability, capacity and exposure of populations. Develop a centralized disaster impact database that tracks and addresses gender-specific disaster impacts.</p> <p>2. Develop and deploy a centralized database that also tracks gender-specific disaster impacts.</p> <p>3. Train DRM staff on gender-sensitive data analysis techniques.</p>	<ul style="list-style-type: none"> Number of hazard risk assessments that include gender considerations (target: 3-5). Availability of a gender-sensitive disaster impact database (target: 1). % reports include sex- disaggregated data (target: 100%) 70% of DRM staff trained by Year 3, 100% by Year 5. 2 trainings in each country annually targeting 50% female participants. 	<p>Year 1 to Year 5, with most of the activities expected in years 2-4.</p>	UNDP and implementing agencies in each country	\$250,000 per country
Pillar 2: Integrated Actions for Detection, Monitoring, and Forecasting Results: Increased awareness and preparedness among women and vulnerable groups in response to hazard warnings				
Activities	Targets/Indicators	Timeline	Responsibility	Estimated Cost/Resources
<p>1. Conduct community awareness campaigns targeting women, elderly, and persons with disabilities on impact-based forecasting</p> <p>2. Capacity development trainings related to impact-based forecasting (ensure that the training content includes information on how women and men of different ages</p>	<ul style="list-style-type: none"> Percentage of early warning systems that provide gender-sensitive information (target: 100%). % of campaigns conducted in rural areas (target: 80%) % increase in awareness of DRM strategies among women by Year 5 (target: 40-50%) 	<p>Year 1 to year 5, with most of the activities</p>	UNDP and implementing agencies in each country, relevant NGOs and partners	\$200,000 per country

<p>may be affected by hazards and how to communicate warnings effectively to diverse groups, including children, women, the elderly, persons with disabilities as well as other vulnerable populations).</p> <p>3. Establish women-led community DRM teams to support awareness and preparedness.</p> <p>4. Develop and distribute accessible early warning messages in local languages and formats.</p>	<ul style="list-style-type: none"> • % of females who have participated in capacity development sessions (target 40-50%) • % of training sessions include gender-sensitive content on the differential impacts of hazards and effective communication strategies for diverse groups (target: 100%) • % of target areas receiving warnings in accessible formats by Year 3 (70%), by Year 5 (100%) 	expected in years 3-5.		
Pillar 3: Nation-wide Warning Dissemination and Communication Result: Increased gender equality and inclusion in early warning systems and disaster risk communication				
Activities	Targets/Indicators	Timeline	Responsibility	Estimated Cost/Resources
<p>1. Develop inclusive communication strategies with specific outreach efforts for women, girls, and female-headed households.</p> <p>2. Strengthen communication networks to ensure last-mile connectivity to vulnerable groups, especially women living in remote and rural areas.</p> <p>3. Integration of inclusion and gender aspects into technical assistance on warning dissemination channels including Common Alerting Protocols (CAP)</p> <p>4. Design and implement inclusive and gender sensitive Early Warning Systems</p>	<ul style="list-style-type: none"> • Percentage of early warning messages that specifically target women and girls (target: 60%). • Number of SOPs developed with a gender lens (target: 3-5). • % of simulation exercises that engage women as leaders (target: 50%). • % of areas with updated gender-sensitive early warning dissemination plans by the end of the project (target: 70% by year 3, 100% by year 5) • % of project beneficiaries receiving news or improved early warning information disaggregated by sex, age, and diversities compared to baseline (target: 80-90%) • % of community early warning systems incorporated gender-responsive elements and met 	Year 1 to year 5, with most of the activities expected in years 3-5.	UNDP and implementing agencies in each country, relevant NGOs and partners	\$130,000 per country

	<p>established criteria for gender inclusivity compared to baseline (target: 80-90%)</p> <ul style="list-style-type: none"> • % of Common Alerting protocols (CAP) and other technical assistance integrated inclusion and gender aspects in warning dissemination channels by year 3 (target: 90-100%), by year 5 (100%) • % of individuals from vulnerable groups targeted report receiving timely and actionable early warning messages via targeted SMS alerts (target: 60-80%) • % of alerts developed/used are non-written, to overcome literacy barriers (target: 30-50%) 			
Pillar 4: Enhanced Preparedness for Timely Responses and Early Actions Result: Gender-Responsive Capacity Building and Leadership of women and marginalized groups in national and community early action response initiatives				
Activities	Targets/Indicators	Timeline	Responsibility	Estimated Cost/Resources
<ol style="list-style-type: none"> 1. Develop disaster preparedness plans that incorporate the unique needs of women, men, and vulnerable groups, ensuring gender balance in decision-making. 2. Build community capacity with a focus on empowering women in leadership roles in disaster response teams. 3. Early Warning & Early Action champions training for community members including women, persons with disability, children, and youth. 4. Leadership training for women in the development and dissemination of early warning systems. 	<ul style="list-style-type: none"> • Percentage of disaster preparedness plans developed with gender considerations (target: 100%). • % of women's groups that participate in preparedness training annually (target: 50%) • % men and women community members who have received training on EW and EA across all regions (target: 50:50) • % of women assume leadership roles in the development and dissemination of early warning systems as a result of the training (target: 10-20%) • % of women participants report increased confidence and skills in participating early warning 	Year 1 to year 5, with most of the activities expected in years 2-4.	UNDP and implementing agencies in each country, relevant NGOs and partners, women's organizations	\$350,000 per country

	system development and dissemination, as measured by pre-and post-training surveys (target: 70-80%)			
General: Enhanced GEDSI mainstreaming in EW4All project management and disaster preparedness and response.				
Activities	Targets/Indicators	Timeline	Responsibility	Estimated Cost/Resources
<ol style="list-style-type: none"> 1. Integration of GEDSI aspects into SOP and relevant developed protocols on EW 2. Design monitoring, evaluation, and learning frameworks that are GEDSI-responsive 3. Collect and analyze disaggregated data, and GEDSI-related case studies, and progress updates on GEDSI implementation of all relevant project reports 4. Ensure the GRM within the framework of EW4All is gender responsive. 	<ul style="list-style-type: none"> • GEDSI mainstreaming guidelines developed and adopted for early warning (EW) systems (Guidelines on risk communication, inclusive preparedness, regional adaptation guideline, feedback mechanism and data collection). (Target: 3-5) • Number of SOPs and protocols on early warning that explicitly include GEDSI aspects (target: 3-5) • % increase in vulnerable groups (disaggregated by sex, age, and diversities) participation in early warning, preparedness, and response activities compared to baseline (target: 30-50%) • Monitoring, evaluation, and learning frameworks that include specific GEDSI-related indicators and considerations (participation, impact analysis, gender disaggregated data and feedback integration) developed (target: 3-4) • % of all relevant project reports include disaggregated data and GEDSI-focused analysis by the end of the program timeline (target: 100%) • At least 1 case studies per year per country focusing on successful GEDSI implementation. • % of grievance reports received are sex-disaggregated annually (target: 100%) 	Year 1 to year 5, with most of the activities expected in years 2-4.	UNDP and implementing agencies in each country	\$150,000 per country
Total				\$1,080,000 per country

