PUBLICATION

Guidelines on the Integration of Violence Against Women and Girls including Family Violence in Disaster Risk Management in the Caribbean.

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List of Acronyms

BBB	Build Back Better
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CC	Caribbean Community
CDB	Caribbean Development Bank
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CDWN	Caribbean Domestic Workers Network
CDRU	CARICOM Disaster Relief Unit
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CNWRP	Caribbean Network of Women Rural Producers
CERT	Community Emergency Response Team
CRED	Centre for Research on the Epidemiology of Disasters
CSO	Civil Society Organization
CVCC	Caribbean Vulnerable Communities Coalition
DANA	Damage Assessment and Needs Analysis
DNCW	Dominica National Council of Women
DRM	Disaster Risk Management
DRRC	Disaster Risk Reduction Centre (University of the West Indies)
EC-LAC	Economic Commission for Latin America and the Caribbean
EMDAT	International Disaster Database
EVAWG	Eliminating Violence Against Women and Girls
EWS	Early Warning System
FV	Family Violence
GBV	Gender-Based Violence
GEAP	Gender Equality Action Plan
GEPOS	Gender Equality Policy and Operational Strategy
GII	Gender Inequality Index
GIS	Government Information System
GNOW	Grenada National Organization of Women
GRB	Gender-Responsive Budgeting
IFRC	International Federation of Red Cross and Red Crescent Societies
IPPC	Intergovernmental Panel on Climate Change
LAC	Latin America and the Caribbean
OECS	Organization of Eastern Caribbean States

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OIE	Office of Independent Evaluation
PVAC	Prevention of Violence Against Children
PWD	Persons with Disabilities
RSS	Regional Security System
SAR	Search and Rescue
SCA	Survivor-Centred Approach
SDG	Sustainable Development Goals
SEA	Sexual Exploitation and Abuse
SH	Sexual Harassment
SI	Spotlight Initiative
SIDS	Small Island Developing States
SFDRR	Sendai Framework on Disaster Risk Reduction
STEM	Science, Technology, Engineering, And Mathematics
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNODC	United Nations Office on Drugs and Crime
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VAWG	Violence Against Women and Girls

Executive Summary

The present Guidelines on Gender-Based Violence (GBV) and Family Violence (FV) in Disaster Risk Management (DRM) are grounded in the strategic framework for disaster risk management and its four phases: mitigation, preparedness, response and recovery.

Under the global Spotlight Initiative (SI), a partnership between the European Union and the United Nations which aims to eliminate all forms of violence against women and girls (VAWG) by 2030, the United Nations Development Programme (UNDP) is leading efforts to strengthen regional and sub-regional systems for planning, funding and delivering evidence-based programmes to prevent, respond to and eliminate VAWG and FV.

The rationale for integrating VAWG and FV in DRM is driven by the systemic gender inequalities that expose women and girls to greater risks, burdens and impacts during and after disaster events. Data shows that in all likelihood, a disaster will exacerbate pre-existing societal and community conditions of gender inequality for women and girls, who will have to contend with unequal access to emergency assistance, discrimination in aid provision, unsafe resettlement and displacement. Morbidity and mortality in the aftermath of a disaster have been shown to be higher for women and girls.

The Guidelines offer navigation tools that the Caribbean Disaster Emergency Management Agency (CDEMA) and national and regional stakeholders can apply in order to effectively mainstream gender in DRM. They include checklists that underscore the importance of gender analysis in DRM and identify key interventions such as:

- collecting and using sex-disaggregated data;
- training DRM personnel in gender-responsive practices in times of disaster;
- integrating gender analysis and gender specialists at all stages of DRM;
- allocating budget funds for secure infrastructure to protect women and girls;
- networking among key institutions responsible for the elimination of GBV and FV.

The Guidelines are structured into six sections:
- the background and rationale for taking gender into account in DRM planning, programming and implementation;
- the current state of play of GBV and FV in the Caribbean, including a data-driven socioeconomic analysis and a summary of relevant statistics;
- the business case for integrating GBV and FV in DRM to prevent any inadvertent increase in vulnerability and economic fragility;
- VAWG and FV considerations as they relate to programme and project cycle management;
- VAWG and FV in the DRM cycle itself;
- checklists for mainstreaming VAWG and FV into the DRM cycle.

Intended users of the Guidelines include:

- *Regional stakeholders*: CDEMA Coordinating Unit; key stakeholders that comprise the regional response teams of the Regional Response Mechanism (RRM).
- *National stakeholders*: CDEMA Participating States, volunteers, community-based organizations, shelter managers and ministries, departments and agencies that make up the National Disaster Management Organizations (NDMOs).
- Donors, Academia, Gender and GBV professionals are among stakeholders that will benefit from the frameworks offered to integrate gender equality in DRM.

Checklists provide detailed guidance on the mainstreaming of VAWG and FV into the sub-components of the four phases of DRM:
- GBV and FV in disaster mitigation
- GBV and FV in disaster preparedness
- GBV and FV in disaster response
- GBV and FV in disaster recovery

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How to Use the Guidelines

The Guidelines are structured into six chapters:

01. **Introduction:** The introduction provides the background to the Guidelines and outlines both the global and regional contexts. It summarizes existing plans and processes and analyses the intersections between inequality, violence against women and girls (VAWG), family violence (FV) and disaster risk management (DRM), with particular emphasis placed on the vulnerabilities associated with the social, economic and physical dimensions of VAWG and FV in disaster management.

02. **VAWG and FV:** The state of play in the Caribbean: This chapter characterizes gender inequality in the social, economic and physical spheres and describes its impacts on disaster experiences and outcomes. Topics covered include poverty and inequality, the gendered impact of the COVID-19 pandemic associated with higher levels of GBV, and responsive legislative, policy and programme measures that have been implemented in the CARICOM region.

03. **The business case for mainstreaming GBV and FV in DRM:** The third chapter focuses on the consequences stemming from the lack of systematic gender analysis and the engagement of vulnerable groups in the development of DRM policies, plans, strategies and assessments, such as post-disaster needs, vulnerability, capacity, and risk and hazard analysis. Planning that fails to take gender inequality into account has been linked to economic fragility and instability. The authors stress the importance of using the Guidelines when formulating DRM plans and assigning roles and responsibilities, as well as in project and programme communications. This chapter provides a number of tools, publications and databases developed by United Nations agencies to support the elimination of violence against women and girls.

04. **VAWG and FV considerations in programme and project cycle management:** Chapter IV offers high-level guidance for mainstreaming VAWG and FV in a project or programme management cycle. While it is not intended to guide users in how to manage a project, it introduces the key phases of a programme and project management cycle and summarizes what occurs at each stage. A checklist of questions that should be considered by project or disaster managers when mainstreaming VAWG and FV considerations into DRM projects and programmes is given.

05. **The DRM Cycle, VAWG and FV:** This chapter provides an analysis of the VAWG and FV considerations in the four phases of disaster risk management. Pre-disaster components -- mitigation and preparedness -- are anticipatory and should include pro-active planning that aims to reduce the risks and consequences of disasters. It is during the post-disaster phases -- response and recovery -- that disaster management actors, and in particular humanitarian organizations, become involved. DRM comprises all the forms of activities, including structural and non-structural measures, implemented during the cycle, as illustrated by the graphic included in the chapter.

06. **Checklists for Mainstreaming VAWG and FV into the DRM Cycle:** Four sets of checklists offer detailed guidance regarding the mainstreaming of VAWG and FV into the sub-components of the four key phases of DRM. Project managers and disaster managers should use the questions in the checklists to ensure that VAWG and FV considerations are effectively mainstreamed into DRM projects and programmes.

The checklists cover:
- Checklist A: GBV and FV in Disaster Mitigation
- Checklist B: GBV and FV in Disaster Preparedness
- Checklist C: GBV and FV in Disaster Response
- Checklist D: GBV and FV in Disaster Recovery

The checklists underscore the critical importance of a gender analysis in DRM, identifying key interventions such as collecting and using sex-disaggregated data, training personnel in gender-responsive practices in times of disaster, including a gender analysis and gender specialists at all stages of DRM, allocating funds in the DRM budget for secure infrastructure to protect women and girls and networking with key institutions responsible for planning the elimination of GBV and FV.

A list of recommended strategic actions, generated from CDEMA training workshops held in March and May 2022, is available to users of the Guidelines.

Target Audience

All stakeholders in the DRM community will find the Guidelines useful and applicable to their work. Professionals from the GBV community will also find merit in the Guidelines in terms of gaining a better understanding as to how they, their agencies, and the survivors they work with and advocate for should be integrated into DRM-related planning and implementation bodies in addition to DRM programme activities. The target audience is summarized below by level and organizational structure:

Regional

→ CDEMA Coordinating Unit

→ Key stakeholders that comprise the regional response teams of the Regional Response Mechanism (RRM) such as the CDRU, RSS, COST, etc.

National

→ CDEMA Participating States (PS)

→ Key stakeholders that comprise the regional response teams of the Regional Response Mechanism (RRM) such as the CDRU, RSS, COST, etc.

Other

→ CDEMA Participating States (PS)

→ Key stakeholders that comprise the regional response teams of the Regional Response Mechanism (RRM) such as the CDRU, RSS, COST, etc.

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Chapter 1:
Background

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The **Spotlight Initiative (SI)** is a global, multi-year partnership between the European Union and the United Nations to eliminate all forms of violence against women and girls (VAWG) by 2030. SI interventions focus on six mutually reinforcing programming pillars: (i) promoting laws and policies to prevent violence and discrimination and to address impunity, (ii) strengthening national government and regional institutions, (iii) promoting gender-equitable social norms, attitudes and behaviours, (iv) ensuring that high-quality essential services for survivors of violence are available, (v) improving the quality, accuracy and availability of data on violence against women and girls and (vi) supporting strong, empowered civil society and autonomous women's movements.

In the Caribbean, SI focuses on reducing the prevalence and incidence of family violence, a form of gender-based violence (GBV) that impacts the human rights of citizens and prevents the states in the region from advancing towards the achievement of their development goals. SI addresses family violence by examining the patriarchal and unequal gender norms and relations between women and men that underpin it. While the primary beneficiaries of the programme are women and girls, the improved capacities of regional and national institutions to implement laws and policies, collect and analyse data and engage in prevention programming will benefit men and boys, all of whom are affected by harmful stereotypes around masculinity. x
SI took on greater urgency during the global COVID-19 pandemic because abusers had increased access to and time with women and girls. Stay-at-home orders resulted in more abusers working remotely from home with their victims, including girls accessing remote schooling. Stay-at-home orders also affected victims' access to health, protective and legal services. According to the COVID-19 Global Gender Response Tracker for Latin America and the Caribbean, the region has taken the highest number of gender-sensitive measures, with most measures addressing violence against women, followed by women's economic security. However, a relatively smaller number of measures address unpaid care work (UN Women and UNDP, 2020). SI is committed to supporting the integration of GBV prevention across the regional approaches to COVID prevention and response, and to ensuring continued access to sexual and reproductive health services.

While the Spotlight Initiative is being implemented at the national level in Belize, Grenada, Guyana, Haiti, Jamaica, and Trinidad and Tobago, the Regional Programme for the Caribbean will provide benefits to non-Spotlight countries in the Caribbean region through the transfer of lessons and its work with regional bodies such as the Caribbean Community (CARICOM), CDEMA and the Organization of Eastern Caribbean States. Regional Civil Society Organizations such as the Caribbean Network of Women Rural Producers, the Caribbean Domestic Workers Network, the Caribbean Vulnerable Communities Coalition and the Caribbean Natural Resources Institute will also receive support and guidance.

The United Nations Development Programme is leading the implementation of Outcome 2, Pillar 2, of the Spotlight Caribbean Regional Programme, which centres on regional and sub-regional systems and institutions as they plan, fund and deliver evidence-based programmes that prevent and respond to VAWG and FV. A key activity under this pillar is to build on work to mainstream gender into DRM, by supporting CDEMA to fully integrate GBV and FV into disaster prevention, planning and recovery responses in all risk management activities.

1.1 Objectives of the Guidelines

The Guidelines have been designed to:

- support a holistic approach to the implementation of the Comprehensive Disaster Management Strategy (CDM) where no one is left behind;
- provide an understanding of the intersections between DRM and GBV, such as VAWG and FV and the state of play of GBV in the Caribbean;
- promote awareness of the definitions, tools, databases, key publications and reports available on GBV in the Caribbean;
- provide specific guidance on incorporating GBV into the phases of the DRM cycle – mitigation, preparedness, response and recovery -- and DRM projects and programmes, along with GBV-related indicators for monitoring progress.

1.2 Intersections of Inequality, Violence against Women and Girls, Family Violence and DRM

Women, girls, men and boys are affected differently by disasters due to their gendered identities, roles and responsibilities (UN Commission on the Status of Women in CEDAW, 2018; IDB, 2020; Bradshaw,

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2004; IFRC, 2015; World Bank, 2021). Women and men of varying age groups have different life experiences, knowledge, skill sets, sensitivities and exposures, all of which are critical to understanding why the impacts they experience from a disaster event vary widely. Their roles and responsibilities in disaster preparedness, response and mitigation reflect these differences as well (Enarson, 2009).

In a large proportion of societies, prevailing gender inequalities restrict the access and control that women and girls, primarily, have over decisions concerning their lives and vital resources like food, water, agricultural inputs, land, credit, energy, technology, education, health, proper housing, social protection, and employment (CEDAW, 2018). During times of disaster, these pre-existing inequalities are reinforced or exacerbated for women and girls, resulting in a range of human rights challenges, such as unequal access to assistance, discrimination in aid provision, unsafe resettlement and displacement, to note only a few (UNFPA, 2019; CEDAW, 2018).

As a result, many women and girls experience greater risks, burdens and impacts from catastrophic events (UN Commission on the Status of Women in CEDAW, 2018) as evidenced by the higher levels of mortality and morbidity experienced by women and girls in disaster events (IFRC, 2015; CEDAW, 2018). Neumayer and Plumper (2007:1) found that *"disasters (and their subsequent impact) on average kill more women than men or kill women at an earlier age than men. Since female life expectancy is generally higher than that of males, for most countries natural disasters narrow the gender gap in life expectancy … major calamities lead to more severe impacts on female life expectancy (relative to that of males) than smaller disasters [and] the higher women's socioeconomic status, the weaker this effect on the gender gap in life expectancy."* This would suggest that not only do the effects of disasters on women and girls increase their vulnerability, but also create a vicious cycle which in fact strengthens the causal interrelationship between gender inequality and disaster.

Another important dimension to consider is that the perception of women and girls as passive 'vulnerable groups' means that their roles as positive contributors to disaster risk reduction, post-disaster response, recovery and preparedness strategies are often overlooked (CEDAW, 2018; UNFPA, 2011; Enarson, 2009). This perception perpetuates inequality by undermining the opportunities for women and girls to participate in DRM planning and decision-making.

Seeing, recognizing and acknowledging women and girls as agents of change is critical to bringing about this crucial paradigm shift. Box 1 discusses a case study of women managing risks associated with drought in Brazil.

Gender-based violence during a disaster is a manifestation of the gendered impacts of disasters. Many of the factors arising from disasters, such as the collapse of social networks, the breakdown of norms, displacement, separation of family members, loss of family assets and income, chaos and reduced public safety, underlined by the human rights challenges noted above, expose women and girls to a range of forms of GBV, including domestic violence, early and/or forced marriage, rape, human trafficking, physiological and emotional abuse, physical assault and forced prostitution (IFRC, 2015; CEDAW, 2018; World Bank, 2015; UNFPA, 2011).

Women and girls with disabilities are at a higher risk of falling victim to VAWG and FV during and following disasters (CEDAW, 2018). Studies have also shown that men tend to turn to alcohol to relieve disaster-induced stress, which exacerbates VAWG and FV (IFRC, 2015). For instance, it was reported that in Belize after Hurricane Dean, *"women expressed concern and anxiety about their male partners' unemployment because it increased the chance of their alcohol abuse and violence against female members of the household in the post-disaster situation"* (EC-LAC and UNDP in World Bank, 2021: 21).

" Disasters tend to reveal existing national, regional and global power structures, as well as power relations within intimate relations

(Enarson and Morrow in Bradshaw, 2004:7).

It is widely recognized that disasters worsen gender inequality in the society affected (UNDP, 2021). In emergency situations, the most vulnerable (women and girls) may face heightened exposure to violence and become more vulnerable. The intersection of inequality, VAWG, FV and DRM underlines the pre-existing gender inequalities that are exacerbated during an emergency event and thus create the conditions for increased VAWG and FV.

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From a disaster risk management perspective, gender inequalities, VAWG and FV are factors that contribute to the level of vulnerability of the impacted society. If the DRM programme does not include a gender equality and VAWG/FV approach, the root causes of vulnerability may be further exacerbated, leading to greater inequalities and a more fragile economy. This underlines the importance of gender-responsive DRM practices in all phases of the DRM cycle: mitigation, preparedness, response and recovery.

Vulnerability can be defined as the conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of individuals, a community, assets or systems to the impacts of hazards. Box 2 provides a breakdown of how GBV impacts various dimensions of vulnerability in a society.
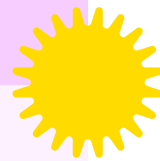
Disaster risk is not only determined by the severity of the **hazard**, or the number of people or assets **exposed**, but is a reflection of the **susceptibility** of people who suffer losses and damage (**vulnerability**). **Box 2** demonstrates that GBV can increase society's disaster risks by elevating the susceptibility to damage and social, physical and economic shocks. GBV is considered to be a *"chronic or systemic risk [and] as regulatory practices, societal tolerance and gender norms shift, it can become an acute risk. The increase of gender-based violence during the COVID-19 crisis will likely exacerbate those risks"* (UNICEF, 2020:3).

Box 1: Case study of women managing drought risks in North-East Brazil
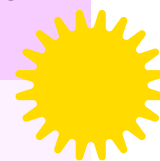
Migration is the common solution for women and families seeking to escape drought in North-East Brazil. Those who do remain, tend to become invisible and their hardships are not always addressed. NGOs such as the Rural Labourers Union have been focusing not only on the needs of the local population, but also on the needs of women themselves. Specifically, these NGOs have established women's action groups for women affected by the drought in their region of Brazil. Women's participation in the action groups has increased their income, enabling them to better cope with the drought financially, facilitate learning about the government's response to drought, and explore their own lives as workers and as women in a patriarchal and capitalist world system. As a result, their vulnerability to the drought has decreased as they have gradually become aware of the limitations imposed by the ecosystem, the political and economic nature of the drought and the limitations of the capitalist labour processes in the absorption of migrant women labour power. In some cases, the attitudes of men have also changed as they have become supportive of the group after witnessing the concrete results of its activity during the drought.

This case study highlights the importance of involving the local population in planning and implementing disaster preparedness and mitigation efforts as well as the value of local, grass-roots organizations.

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Box 2: GBV and Dimensions of Vulnerability

Social

Violence may inhibit the ability of women and girls to communicate with their social networks. A strong social network is especially important during the response and recovery phases of DRM when the community needs to come together. Moreover, if women do not have control over their phone, television or radio as is the case as a result of social norms in some societies, they will be unable to receive early warning information, which will negatively affect their ability to prepare for and respond to imminent hazards and threats.

Physical

Extreme violence can generate physical disabilities that affect the ability of women and girls to respond to an emergency situation. Violence also affects mental health, and aggravated by disaster situations, reduces their mental ability to respond to and recover from external shocks associated with the disaster event. Moreover, women and girls habitually undertake unpaid domestic work such as caring for animals and fetching water from far away locations which may increase their exposure to hazards.

Economic

Because women and girls are often primarily engaged in unpaid domestic work, their economic vulnerability increases since they do not have the resources to support recovery needs during emergency situations. Poverty and GBV are linked because where they lack economic alternatives, women and girls in abusive relationships have little choice but to remain with their abuser. Due to disaster situations, poverty and desperation, they may be forced to adopt negative coping strategies, such as transactional sex, and become exposed to more dangerous and life-threatening situations.

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Chapter 2:
VAWG and FV: The State of Play in the Caribbean

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Caribbean Small Island Developing States (SIDS) are particularly vulnerable to natural disasters and man-made hazards. Climate change is an exacerbating factor by increasing both the frequency and severity of weather and climate hazards and the vulnerability of communities to these hazards (IPCC, 2013; CEDAW, 2018). The specific vulnerability of Caribbean SIDS is due to a combination of factors including their relative isolation, small land masses, limited economies of scale, undiversified economies, high levels of poverty and high incidence of inequality. (World Bank, 2021; Simpson et al., 2009).

2.1 Poverty and Inequality

On average, one in four persons in the Caribbean lives in poverty (UNDP, 2016). Indigence or extreme poverty, defined as an individual's inability to afford the basic food basket, is estimated at 19 percent in Guyana, 17 percent in St. Kitts and Nevis and 16 percent in Belize (ibid.)

The social and economic inequality inherent in poverty levels in the Caribbean can be captured by the Gini Coefficient[1] .The highest Gini Coefficient levels are reported for The Bahamas, Antigua and Barbuda, and Barbados where it falls between 0.47 and 0.61 (ibid.)
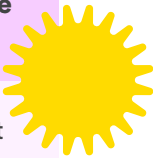
Gender inequality also transcends the life of Caribbean people. The Gender Inequality Index (GII) for Latin America and the Caribbean (LAC) is 0.389, compared to the worldwide average score of 0.436. LAC's score can be interpreted as a 38.9 percent loss to potential human development due to gender inequality (in the context of the three dimensions GII measures). A significant example of gender inequality in the Caribbean can be seen in the rate of female participation in the labour market, which is lower than that of men. In general, women also experience higher levels of unemployment and lower levels of pay.

Participation in the labour force is an indicator of economic opportunity. Between 2011 and 2013, the female labour force participation rates ranged from 40.5 to 69 percent, depending on the country, while they ranged from 69 to 82 percent for men (SI Regional Programme Document, 2020). The issue of

wages correlates to the educational achievements of the workforce. While more women are obtaining a university education, few of them are graduating with science, technology, engineering, and mathematics (STEM) degrees, which are preferred in many of the highly paid jobs (IDB, 2020). Inequality is also evident in sexual and reproductive health and rights and the pervasiveness of gender-based violence against women and girls. Alongside these economic inequalities, the burden of care for children, the sick and the elderly is disproportionately carried by women (SI Regional Programme Document, 2020).

A recent desk review of Caribbean countries[2] corroborates the pervasiveness of gender inequalities: *"Women [in the Caribbean] face inequalities in all aspects of their lives, human capital endowments, economic opportunities, and voice and agency. Higher unemployment rates, access to fewer economic opportunities, lower wages, vulnerable employment and insufficient social support systems result in women's limited access to safety nets compared to men. These inequalities result in more devastating impacts of disasters on women [in the Caribbean] … the desk review [also found] that women as well as other disadvantaged groups are not fully integrated into DRM and climate change efforts."* (World Bank, 2021: xii).

Box 3: Gender Inequality in the Agriculture Sector in the Caribbean

Agriculture accounts for 23% of employment in the region. Women's participation is lower than men's, accounting for 22% to 30% of the registered farmers; and their representation in farmer organizations (decision-making bodies) is lower than this range. In the region, less than one-third of agricultural land is held by women.

These statistics are primarily linked to gender-based inequalities in accessing land, labour, financial capital, technology, and market information, which in turn render women ill-equipped to face the challenge of transitioning from subsistence to commercial agricultural production.

Source: IDB (2020)

1 Sometimes referred to as the Gini index or Gini ratio, this is a measure of statistical dispersion intended to represent the income inequality or wealth inequality within a nation or any other group of people. 0 corresponds to perfect income equality (everyone has the same income) and 1 corresponds to perfect income inequality (one person has all the income, while everyone else has zero income).

2 Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname

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2.2 Gender-Based Violence (GBV)

Gender-based violence (GBV), which encompasses violence against women and girls (VAWG) and family violence (FV), is common in the Caribbean, although reliable data are often lacking due to the culture of silence that surrounds it (Gibbons, 2015; UNFPA, 2011; UN Women, n.d; Jonathan Wood et al., 2020; IFRC, 2015). Family violence may also be referred to as domestic violence or interpersonal violence. It is broader than partner violence since it can occur within a household between people who are not in sexual or romantic relationships. As such, it encompasses violence towards others sharing a living space: children (both boys and girls), siblings and the elderly.

Recent studies show the high prevalence of FV in the Caribbean region, specifically intimate partner violence and child sexual abuse. Between 27 and 40 percent of women in Grenada, Guyana, Jamaica, Suriname and Trinidad and Tobago have reported experiencing violence at the hands of their partners.[3] (SI Regional Programme Document, 2020). Further, three of the top 10 recorded rates of rape in the world occur in the Caribbean.[4] The region ranks among the top three most violent regions in the world[5] and the intentional homicide rate exceeds the world average.[6]

While in the Caribbean region, women are more likely to be the victims of violence, it is important to recognize that GBV includes violence against men and boys, inflicted in the context of unequal power relationships and the abuse of power.

As noted earlier, pre-existing power structures and power relations in a society may be reinforced during disaster events. If GBV is an issue in a community before a disaster occurs, the disaster and its aftermath will exacerbate it (CEDAW, 2018; UNFPA, 2011; UNFPA, 2019; IFRC, 2018). In the Caribbean context, this can be confirmed by a number of sources. For

3 VAWG is likely to exist in the same home, be inflicted by the same perpetrator, occur at the same time and result from the intergenerational nature of FV (SI Regional Programme Document, 2020).

4 The worldwide average for rape was 15 per 100,000, The Bahamas had an average of 133, St. Vincent and the Grenadines 112, Jamaica 51, Dominica 34, Barbados 25 and Trinidad and Tobago 18 (UNODC, 2007).

5 Central America and South America rank 1st and 2nd, respectively. (UNDP, 2021. See page 14, Figure O.16).

6 Measured by the number of homicides (UNDP, 2021. See page 14, Figure O.16).
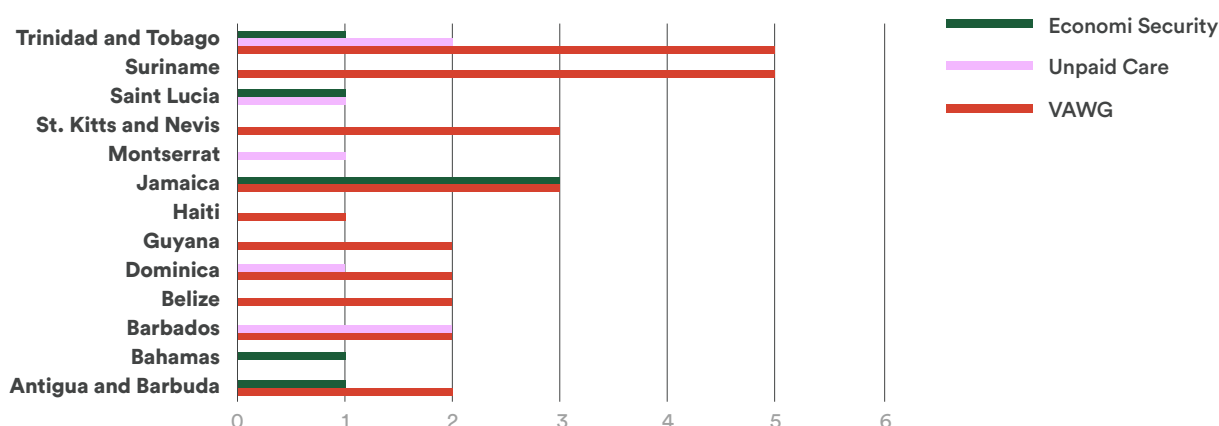
> ## "
> **Between 27 and 40 percent of women in Grenada, Guyana, Jamaica, Suriname and Trinidad and Tobago reported experiencing violence at the hands of their partners**

example, "in the aftermath of the Haiti earthquake in 2010, unsafe living conditions, lack of private bathing facilities, lack of lighting and lack of police presence have been indicated among the contributing factors for sexual violence against women and girls in camps, …activists and experts [also] warned about a growth in the trafficking and smuggling of persons since the earthquake." (UNFPA, 2011: 19 and 21).

2.3 COVID-19 and GBV

The COVID pandemic has impacted all CARICOM countries, straining health systems and posing challenges for economies, especially in countries that depend on the tourism sector. The global restrictions on mobility to contain the spread of COVID-19, including the closure of Caribbean borders for extended periods of time, has thrown many Caribbean economies into disarray.

With sharp increases in unemployment and poverty and the mandated closure of schools, there are warning signs that the pandemic has increased the levels of family violence in the Caribbean (UNDP, 2021; Jonathan Wood et al., 2020): "The likelihood of [family violence] occurring is heightened by the already high prevalence of violent disciplining in the Caribbean with around 70 percent of 2- to 14-year-olds in Trinidad and Tobago, Saint Lucia and Barbados being subject to this practice. Among them, between 50 and 60 percent had been physically disciplined. Arguably the crucial factor that can influence the incidence of child abuse during lock down periods is the living arrangements of children: in Barbados and Saint Lucia, under 40 percent of children were living with both parents, over 40 percent with just their mother and under 10 percent with just their father. This means that around half of children are living without a father present … [therefore the COVID-19 conditions] have led to mothers being the main per-

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Figure 1: Distribution of Gender-Sensitive Measures in Response to COVID-19 in the Caribbean

Source: Adapted from UNDP and UN Women, 2020.

petrators of severe child neglect in Barbados and Saint Lucia" (Jonathan Wood et al., 2020: 6-7).[7]

The COVID-19 Global Gender Response Tracker[8] recorded 41 gender-sensitive measures in 13 Caribbean countries in response to COVID-19, with a majority targeting violence against women (27), followed by measures to address women's economic security (7) and unpaid care work (7). (Adapted from UN Women and UNDP, 2020:12-13). The distribution of the types of measures applied by countries during the pandemic is shown in Figure 1 and Box 4. It is noteworthy that in every CARICOM country for which data were collected, there was at least one type of gender-sensitive measure being implemented.

2.4 Caribbean Regional Policy Frameworks and Strategies to Address VAWG and FV in the Caribbean

The **CARICOM Charter of Civil Society (1997)** recognizes the equal rights of women and expressly states that all women have the right to legal protec-

tion including just and effective remedies against domestic violence, sexual abuse and sexual harassment. It further recognizes the right of the child to be free from violence and sexual abuse. The Charter is not legally binding but is rather a declaration representing the aspirations of CARICOM countries.

CARICOM is currently finalizing its **CARICOM Regional Gender Equality Strategy**, which prioritizes six areas of work, including increasing measures to prevent and address all forms of gender-based violence and violence against children and youth (SI Regional Programme Document, 2020).

CARICOM has also adopted a **Regional Prevention of Violence against Children Strategy (2020-2029)** which aligns with the priorities for implementing the Sustainable Development Goals (SDGs) in the Caribbean. The strategy addresses risk factors such as: reducing income inequality, improving gender equality and building quality in education from early childhood to tertiary levels. The Strategy also recognizes the increased vulnerability among adolescent girls who are pregnant and in "fragile unions with their partners." (ibid.)

The **Organization of Eastern Caribbean States (OECS) Development Strategy 2019-2028** focuses on GBV to complement the work they have been spearheading in addressing GBV. (ibid.)

7 This statement should be considered in the context of the undue burden of childcare placed on women who are single heads of households.

8 The COVID-19 Global Gender Response Tracker is a tool to monitor policy measures enacted by national governments worldwide to tackle the COVID-19 crisis, and highlights responses that are gender-sensitive. It is a living database with countries and measures being regularly added and updated. For the most part, the measures for Latin America and the Caribbean region were imported from the ECLAC COVID-19 Observatory.

Box 4: Gender-Sensitive Measures Implemented in CARICOM States
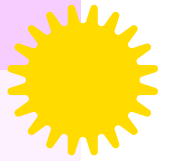
VIOLENCE AGAINST WOMEN

In Barbados, the social services helpline has been expanded to offer services for survivors of intimate partner violence. Virtual courts have been introduced to prosecute urgent cases, including VAWG.

In Guyana, two toll-free 24-hour helplines, WhatsApp, email and Messenger services were established for survivors of sexual violence, domestic violence and GBV.

Saint Kitts and Nevis announced the strengthening of counselling and support services for women survivors of GBV.

In Trinidad and Tobago, the Police Service's GBV Unit, staffed with specially trained police personnel, is available to support survivors.

ECONOMIC ACTIVITY

Antigua and Barbuda has implemented the COVID-19 Emergency Food Assistance Programme, which provides food packages and essential medication to populations in vulnerable situations, especially older persons living on their own, single or female-headed households, persons with disabilities and unemployed people with children.

In Trinidad and Tobago, the Government will provide US$7.4 million as part of a grant facility for Tobago hoteliers to upgrade their premises. Tourism-related activities, such as accommodation and food services, account for 8.6 percent of women's employment in Trinidad and Tobago, as compared with 3.1 percent of men's employment.

UNPAID CARE WORK

Trinidad and Tobago has introduced a "Pandemic leave" scheme covering public sector, fixed-term contract and short-term contract employees, on-the-job trainees, and those ineligible for sick leave. Employers are encouraged to implement remote work policies where possible or to explore options of shift work, staggered working hours and/or rostering. In cases where neither of these work arrangements can be put in place, the employee must be allowed to stay at home with their dependents without penalty.

Source: Adapted from UNDP and UN Women, 2020.

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The **Caribbean Development Bank (CDB) Gender Equality Policy and Operational Strategy (GEPOS)** was launched in 2008, followed by a Gender Equality Action Plan (GEAP) in 2013. The current GEPOS (2019) identifies eliminating gender-based violence as a priority pillar of action. An evaluation of the first GEPOS and GEAP found that *"CDB's strategies and operational frameworks have evolved to strengthen the Bank's support for gender equality and to begin a process of organizational change"* (OIE, 2019: 6)

Institutional mechanisms and tools have been put in place by key regional institutions to promote gender equality and address matters related to GBV, VAWG and FV to varying degrees. For instance, CARICOM has a designated Women's Desk that has produced model domestic violence legislation; and undertaken prevalence studies[9] with support from development partners[10]. OECS has developed model family and domestic violence laws; supported the establishment or strengthening of gender-responsive and specialized family courts; and strengthened juvenile justice systems in member countries.[11]

By 1990 all CARICOM member states[12] had signed and ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)[13]; and by 2005, the

Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women[14] (SI Regional Programme Document, 2020; UNFPA, 2011, UN Women, n.d), two critically important international instruments that address domestic and sexual violence and the protection of women's human rights (UN Women, n.d). The ratification of and adherence to these conventions placed the majority of CARICOM member states under obligation to:

01. enact domestic violence legislation, including the criminalization of rape in marriage, indecent assault, defilement, procuring and abduction of females (Clarke in Gibbons, 2015);

02. establish family courts to address domestic violence cases (SI Regional Programme Document, 2020);

03. reinforce legal procedures to ensure fair justice for victims, including the legal and administrative mechanisms necessary for effective remediation (UN Women, n.d).

In addition to legislative advancements, national initiatives for addressing GBV, VAWG and FV have been introduced in CARICOM countries, as highlighted in Box 5. There is consensus that much more must be done because GBV, VAWG and FV are still rampant in the Caribbean (UN Women, n.d; SI Regional Programme Document, 2020; World Bank, 2021).

Notable challenges emerging from the literature include:

- entrenched gender-based stereotypical attitudes and behaviours which reinforce notions of women as inferior and fail to promote their legal rights;

9 From 2016 to 2018 five CARICOM member states (Grenada, Guyana, Jamaica, Suriname and Trinidad and Tobago) completed Prevalence Surveys on GBV based the methodology developed by the World Health Organization (WHO).

10 It was funded by UN Women, UNDP, USAID, the Inter-American Development Bank and the Caribbean Development Bank.

11 Ibid.

12 Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, Saint Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines, Suriname and Trinidad and Tobago

13 CEDAW (1979) provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life -- including the right to vote and to stand for election -- as well as in education, health and employment. It is the only human rights convention which affirms the reproductive rights of women and targets culture and tradition as influential forces shaping gender roles and family relations. Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. For further information, see: https://www.un.org/womenwatch/daw/cedaw/.

14 Also known as the Convention of Belém do Pará (where it was adopted in 1994), the Inter-American Convention defines violence against women, establishes that women have the right to live a life free of violence and affirms that violence against women constitutes a violation of human rights and fundamental freedoms. For further information, see: https://www.oas.org/en/MESECVI/convention.asp.

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- operational weaknesses[15] associated with national gender mechanisms, police forces and medical professionals who are not equipped or trained to respond to, treat, report, investigate and/or follow-up GBV cases;
- insecure accommodation in shelters and victim support services (including legal protection) (CDB, 2016).

Challenges affecting regional institutions include the lack of adequate resources or inclusive governance mechanisms enabling civil society organizations and gender advocates to provide inputs into regional decision-making or to monitor and guide intergovernmental processes (UN Women, n.d.).

Although VAWG and FV remain widespread in the Caribbean and regional as well as national programmes encounter persistent challenges, there are significant opportunities to address these issues:

- More research is available today that is specific to the Caribbean context, and can serve to support informed designing and planning GBV, VAWG and FV programmes;
- There is a greater push by climate resilience projects across the Caribbean to mainstream gender related issues and hire gender specialists (IDB, 2020);
- More tools and resources are available to support the mainstreaming of VAWG and FV in development programmes.[16]

Box 5: National initiatives addressing GBV, VAWG and FV
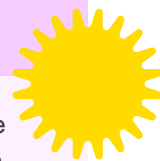
St. Kitts and Nevis: A domestic violence response unit has been set up within the Police Force.

St. Vincent and the Grenadines: A National Action Plan is in place to end GBV (2013-2017)

Saint Lucia: There is a 24-Hour Crisis Hotline. The Directorate of Gender Affairs has also provided a Crisis Centre for survivors of GBV.

Grenada: In 2010, in partnership with the Grenada National Organisation of Women (GNOW), the Ministry of Social Development commissioned the development of the National Domestic Violence and Sexual Abuse Protocol.

Dominica: The Dominica National Council of Women (DNCW) operates a centre which provides limited shelter for women experiencing domestic violence and their children.

Guyana: A National Policy on Domestic Violence 2008-2013 and a National Action Plan to Implement Laws on Sexual Offenses and Domestic Violence (2014-2017) are in place.

Haiti: A second National Plan to Combat Violence against Women (2012-2016) has been developed.

Sources: CDB, 2016 and UNDP and ONU Women, 2017.

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15 Such as lack of gender equality policies in the majority of countries, resource constraints and lack of authority to influence the national agenda

16 See Section 3.1 of this report for more details on some useful tools.

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Chapter 3:

The Business Case for Mainstreaming VAWG and FV Considerations in DRM

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Three critical factors underline the importance of mainstreaming VAWG and FV in DRM practices:

- The significant increase in the number, frequency and impact of natural disasters during the last decade;
- The increased vulnerability of women and girls to GBV and FV during and after a disaster event;
- The persisting gaps and deficits in addressing VAWG and FV in DRM.

In a recent evaluation of the extent of gender-responsive disaster preparedness and recovery efforts in nine Caribbean countries[17], there was found to be an overall lack of consideration of GBV in DRM policies and only limited provision for the psychosocial and supportive services required for women and girls during emergencies, for example, as regards shelter management (World Bank, 2021).

Some of the gaps identified include:

- the lack of systematic gender analysis and the engagement of vulnerable groups in the development of DRM policies, plans, strategies and assessments such as post-disaster needs, vulnerability, capacity, risk and hazard analysis;
- the limited collection of disaggregated data (by sex, age, physical ability, for example) to inform gender-sensitive planning and decision-making;
- only limited monitoring and evaluation of the extent of gender mainstreaming so that corrective action may be taken;
- limited awareness of and programmes to address the importance of gender-sensitive budgeting.

The failure to address VAWG and FV holistically also impairs the attainment of national and international development goals. Box 6 discusses the health and socioeconomic consequences of the presence of VAWG and FV in society, and outlines the implications for the achievement of the Sustainable Development Goals.

Disaster risk management initiatives that integrate and prioritize FV and VAWG will support the achievement of the following SDG targets:

17 Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname.

According to EM-DAT, the international disaster database, there were 389 natural disasters in 2020, resulting in the deaths of 15,080 people, affecting 98.4 million others and costing US$171.3 billion. In comparison to 2000-2019, disasters in 2020 had a higher impact in terms of number of recorded events and economic losses (US$151.6 billion). There were 26% more storms than the annual average of 102 events, 23% more floods than the annual average of 163 events, and 18% more flood deaths than the annual average of 5,233 deaths. The 2020 Atlantic Ocean hurricane season broke the record for the highest number of named storms.

CRED Crunch, 2021

- Target 5.2: Eliminate all forms of violence against women and girls.
- Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage, and female genital mutilation.
- Target 16.1: Significantly reduce all forms of violence and related death rates everywhere.
- Target 16.2: End abuse, exploitation, trafficking and all forms of violence against children.

DRM initiatives that address FV and VAWG will also support the achievement of Priority 4 of the Sendai Framework on Disaster Risk Reduction (SFDRR), focused on enhancing disaster preparedness for effec-

tive response and achieving "Build Back Better" in recovery, rehabilitation and reconstruction. This priority area explicitly calls for empowering women and persons with disabilities to publicly lead and promote gender-equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), in recognition of the role that DRM plays in advancing women's human rights, provides specific guidance[18] to States Parties on integrating DRM considerations into their obligations to CEDAW. General Recommendation No. 37 underlines that *"States parties and other stakeholders have obligations to take concrete steps to address discrimination against women in the fields of disaster risk reduction and climate change through the adoption of targeted laws, policies, mitigation and adaptation strategies, budgets and other measures"* (CEDAW, 2018: 4).

3.1 Key Tools Used by the United Nations System to Address VAWG and FV

Jointly and separately, the agencies of the United Nations have been active in addressing gender inequality and its associated challenges, including GBV, VAWG and FV. Some key knowledge platforms and databases that have been developed to support VAWG and FV programming at the national, regional and global levels include:

- **The Global Virtual Knowledge Centre to End Violence against Women and Girls**, an online resource designed to serve the needs of policymakers, programme implementers and other practitioners dedicated to addressing violence against women and girls. It is an initiative of UN Women, bringing together the valuable contributions of expert organizations and individuals, governments, United Nations sister agencies and a wide range of relevant actors. The primary purpose of the Global Virtual Knowledge Centre is to encourage and support evidence-based programming to more effectively design, implement, monitor and evaluate initiatives to prevent and respond to violence against women and girls. To achieve this, the Global

Box 6: Implications of VAWG and FV on SDGs
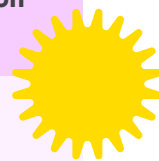
Health consequences: women and girls that are victims of VAWG and FV can have fatal outcomes as a result of homicide, suicide and even AIDS-related deaths. They can also suffer non-fatal outcomes such as physical injury, unintended pregnancies, sexually transmitted infections, mental-health issues (such as post-traumatic stress syndrome, depression and anxiety), negative behavioral changes (such as alcohol and drug abuse) and experience issues with sexual and reproductive health. This will have implications for the attainment of SDG 3, 5, 10 and 16: good health and well-being; gender inequality; reduced inequalities; peace, justice and strong institutions.

Socio-economic consequences: GBV takes a significant physical and mental toll on survivors, which results in lower female worker productivity and income generation potential, lower rates of accumulation of human and social capital, and the generation of other forms of violence both now and in the future. Research suggests that the economic cost of violence against women is 2% of global GDP (US$1.5 trillion). This will have implications for achieving SDG 1, 2, 8, 9, and 16: No poverty; zero hunger; decent work and economic growth; industry, innovation and infrastructure; peace, justice and strong institutions.

Source: Morrison et al., 2004

Virtual Knowledge Centre provides users with a convenient 'one-stop' service, offering access to leading tools and evidence-based, effective approaches to addressing violence against women and girls. Available at: https://www.end-vawnow.org/

- **The UN Secretary-General's database on violence against women**: In December 2006, the

General Assembly of the United Nations adopted a comprehensive resolution calling for intensification of efforts to eliminate all forms of violence against women, and requesting the Secretary-General to establish a coordinated database on the extent, nature and consequences of all forms of violence against women, and on the impact and effectiveness of policies and programmes for eliminating such violence, including best practices. In 2016, in accordance with the adoption of the 2030 Agenda for Sustainable Development, UN Women updated and redesigned the database and relaunched it as the "Global Database on Violence against Women". UN Women serves as the secretariat for the database. Available at: https://www.un.org/womenwatch/daw/vaw/

- **The Global Gender Equality Constitutional Database** is a repository of the gender equality provisions in 194 constitutions from around the world. This is the first searchable database that looks at constitutions specifically through a gender lens. Available at: https://constitutions.unwomen.org/en

- **The Caribbean Gender Portal**: This electronic database outlines the substantive and procedural laws governing gender-based violence for Caribbean countries. It is designed to increase access to reliable information on the legal frameworks for addressing gender-based violence and to support continued collaboration and information-sharing with regional and international partners on the status of gender equality in the Caribbean. Available at: https://caribbean.unwomen.org/en/caribbean-gender-portal

There are also a number of guidance documents that support VAWG and FV programming at the national, regional and global levels:

- **The Essential Services Package for Women and Girls Subject to Violence** is a guidance tool identifying the essential services to be provided to all women and girls who have experienced gender-based violence, including services that should be provided by the health, social services, police and justice sectors. This package also provides guidelines for the coordination of these services. It was created by the United Nations Joint Global Programme on Essential Services for Women and Girls Subject to Violence, which was launched by UNFPA and UN Women in December 2013, with support and funding from the Government of Spain and the Australian Government. The participating UN agencies included: UNFPA, UN Women, WHO, UNDP and UNODC. The joint programme aims to bridge the gap between the international community's commitments on responding to and eliminating gender-based violence and the programmes and actions that are actually implemented at the country level. Available at: https://www.unfpa.org/essential-services-package-women-and-girls-subject-violence

- **The Inter-Agency Minimum Standards for Gender-Based Violence in Emergencies Programming:** The objective of the Minimum Standards is to establish a common understanding of what constitutes minimum GBV prevention and response programming in emergencies. The 16 Minimum Standards aim to enhance accountability among GBV actors, improve programme quality and guard against practices that may cause harm. Available at: https://reliefweb.int/report/world/inter-agency-minimum-standards-gender-based-violence-emergencies-programming-faqs

- **Gender-Responsive Budgeting: A Tool for Enhancing Parliamentary Oversight and Accountability.** This tool serves as a quick resource for parliamentarians on gender-responsive budgeting, supporting open, accountable and transparent planning and budgeting for gender equality. Available at: https://caribbean.unwomen.org/en/materials/publications/2019/4/gender-responsive-budgeting---a-tool-for-enhancing-parliamentary-oversight-and-accountability#view

- **CEDAW Made Easy question - answer booklet:** This booklet is designed to provide a snapshot view of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and to raise awareness of the rights to which women are entitled under the Convention so as to bring about concrete improvements in the lives of Caribbean women. It is a useful resource for women's human rights advocates, government officials, students, teachers, practitioners and any person who wants to know more about women's rights. Available at:

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https://caribbean.unwomen.org/en/materials/publications/2018/9/cedaw-made-easy---question-answer-booklet

- **COVID-19 Global Gender Response Tracker** monitors the responses implemented by governments worldwide to tackle the pandemic, and highlights those that have integrated a gender lens. It captures two types of government responses: women's participation in COVID-19 task forces and the national policy measures taken by governments. The Tracker analyses the measures addressing women's economic and social security, including unpaid care work, the labour market and violence against women and can provide guidance for policymakers and evidence for advocates to ensure gender-sensitive COVID-19 policy responses. Available at: https://data.undp.org/gendertracker/

- **Caribbean Women Count:** A central repository of knowledge on the prevalence of the different forms of intimate partner violence and non-partner sexual violence in five countries (Grenada, Guyana, Jamaica, Suriname, and Trinidad and Tobago) as well as the barriers to accessing services in CARICOM. It was developed by the CDB, CARICOM and UN Women. Available at: https://caribbeanwomencount.unwomen.org/

- **Mitigating the Risks of GBV – A Due Diligence Guide for Investing:** This tool was designed to equip investors to understand the risk their investments are exposed to as a result of gender-based violence. The tool enables investors to determine how their existing due diligence process can be used to determine a potential investment's exposure to the political, regulatory, operational and reputational risks of gender-based violence. It is one component of a broader global effort to ensure the right to live free of violence. Available at: https://www.unicef.org/sites/default/files/2020-06/Covid-19-Diligence-Tool-UNICEF-Criterion.pdf

- **Guide on Integrating Gender in Disaster Management in SIDS:** This overview guide provides national disaster management personnel working in SIDS with a tool to strengthen their practice. It is not intended to be exhaustive and should be considered as an aid to complement pre-existing knowledge. It will enable practitio-

ners to better focus on the decision-making processes and management of disaster situations through the lens of specific gender needs.

Other useful publications on gender inequality, GBV, VAWG and FV are included in the *Annotated Bibliography*. An excellent compilation of publications related to GBV, VAWG and FV in the Caribbean is available at: https://caribbean.unwomen.org/en/materials/publications

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Chapter 4:
VAWG and FV Considerations in Programme and Project Cycle Management

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Chapter IV offers comprehensive guidance on integrating VAWG and FV considerations throughout the project or programme management cycle. Figure 2 outlines the critical phases of this cycle and provides a concise summary of the activities at each stage. Additionally, Table 1 presents a set of checklist questions specifically designed so that project managers and disaster managers can incorporate VAWG and FV considerations into DRM projects and programmes.

Figure 2: Phases of the Programme/Project Cycle

Identification

Identifying the problem, context and needs of the beneficiaries through research, baseline assessments, studies, stakeholder consultations, etc.

Implementation

Design and preparation

Results are refined in a logical framework. Detailed workplan with activities, budget, funding sources, responsible parties and implementation plan prepared. A monitoring and evaluation framework is developed.

Monitoring and evaluation

Monitoring of results evaluations to identify lessons and recommendations.

Planning

Implementation

Managing contracts, partnerships, routine monitoring of timelines and budgets, progress reporting, planning, communication, and coordination.

Source: Adapted from UNDP, 2012.

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Table 1: Checklists for Mainstreaming VAWG and FV Considerations into DRM Projects and Programmes

Programme or Project Cycle	VAWG and FV Checklist
Identification	A **gender analysis** should first be undertaken, based on the answers to the following GBV-related questions: → What was the legal, social, and epidemiological status of GBV in the community/sector/country/region prior to the disaster? → What vulnerabilities of the target beneficiary population does GBV exacerbate? → What are the root causes of GBV in the target area, particularly among the most vulnerable sectors? → How is GBV currently being addressed in the target area? → How can DRM address the root causes of GBV?
Design and Preparation	→ Was a Theory of Change developed during the design and preparation of the programme or project?[19] Was the development of the Theory of Change a participatory and inclusive process? Were the agencies and other local stakeholders that address GBV engaged in the process? → Was careful consideration given to complex social settings, social norms, values, beliefs and attitudes in the identification of assumptions that frame the Theory of Change for the project? → Were the findings of the gender analysis incorporated into the design and approach of the DRM project or programme? → Are the empowerment and rights of women and girls prioritized in the project or programme? → Are the needs of GBV victims prioritized? → Will the design and approach of the DRM project or programme minimize harm to women and girls?
Implementation	→ Who are the local actors that provide services for GBV victims? Are they being engaged, as appropriate, in the implementation of the project or programme? → Are the empowerment and rights of women and girls as well as the reduction of harm prioritized as planned? → Are the needs of GBV victims prioritized as planned? → Are there any emerging GBV cases within the target population? To combat the underlying risks and vulnerabilities of the target population, is there an opportunity to address such cases through the DRM project or programme? → Does the project implementation team have access to a Gender Specialist experienced in GBV?

19 For guidance concerning the development of a Theory of Change, please see https://www.theoryofchange.org/what-is-theory-of-change/ or specifically applicable to VAWG, https://www.womenindisplacement.org/sites/g/files/tmzbdl1471/files/2020-10/theory_of_change_on_vawg.pdf
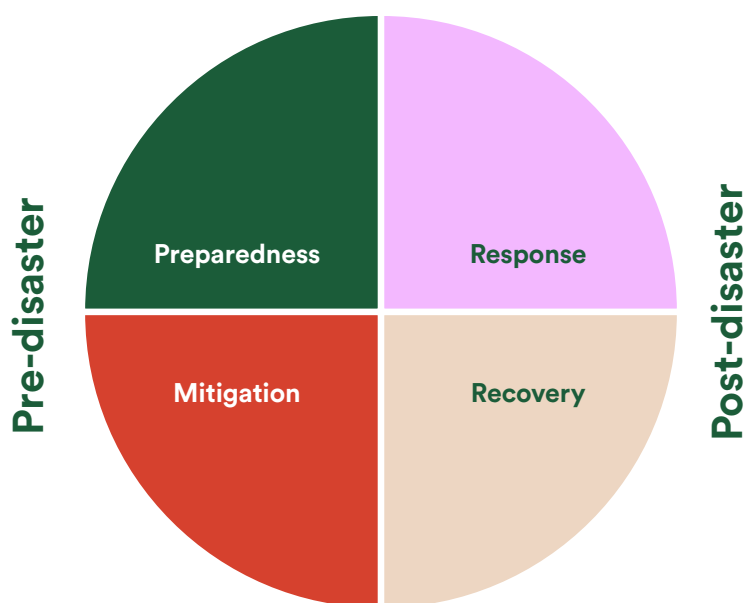
Monitoring and Evaluation	→ Are GBV-sensitive indicators included in the performance monitoring framework?
	→ *Examples of GBV indicators are listed in Annex III.*
	→ Is data disaggregated by sex, age and disability?
	→ Are mixed methods being used to collect data on GBV? *For example, collecting quantitative information from health centre user data together with the results of a qualitative survey exploring the level of satisfaction of women who have received health care after experiencing violence may provide useful information on impacts and offer insight into improving health outcomes*.
	→ Because they work on the ground and can best report on the intended GBV outcomes of DRM projects or programmes, are local organizations being trained and engaged in monitoring and evaluation?
	→ Are data-collection processes adhering to strict ethical guidelines to ensure confidentiality and anonymity and protect survivors while also measuring the results and impact of DRM programmes to address GBV? [20]

20 See for example, World Health Organization. Putting women first: Ethical and safety recommendations for research on domestic violence against women, Geneva: World Health Organisation, 2001, available at: http://www.who.int/gender/violence/womenfirtseng.pdf

Chapter 5:
The DRM Cycle, VAWG and FV

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Figure 3: The DRM Cycle

Source: Adapted from UNDP, 2012.

"Disaster risk management (DRM) is a process for reducing, mitigating or preventing the risk of disaster. It involves systematically incorporating strategies in areas of administration and management, within the community and in institutions and organizations, through policies, programmes and projects to reduce the impact of natural hazards and other threats on people and the environment using structural and non-structural methods" (UNISDR in UNDP, 2012:19).

The DRM cycle comprises two phases: a pre-disaster phase that includes actions for mitigation and preparedness and a post-disaster phase that includes actions for response and recovery (UNDP, 2012; USAID, 2011). See Figure 3.

The **pre-disaster** components, mitigation and preparedness, are anticipatory or pro-active, resulting in planning that aims to reduce the risks and consequences of disasters (USAID, 2011). The United Nations Office for Disaster Risk Reduction (UNDRR, n.d.) defines mitigation as *"the lessening or minimizing of the adverse impacts of a hazardous event"* and preparedness as *"the knowledge and capacities developed by governments, response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current disasters"*. The pre-disaster phase comprises disaster risk reduction activities (USAID, 2011).

The **post-disaster** components, response and recovery, occur when disaster management actors, in particular humanitarian organizations, become involved. UNDRR (n.d.) defines response as *"actions taken directly before, during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected"* and recovery as *"the restoring or improving of livelihoods and health, as well as economic, physical, social, cultural and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development and "build back better[21]", to avoid or reduce future disaster risk."*

These four disaster management phases do not occur in isolation and may not occur in this precise order. Often the phases of the cycle overlap and the duration of each phase may vary, depending on a number of factors, including the level of advancement of the requirements for each stage within each individual country or region. DRM comprises a range of different activities that include structural and non-structural measures. A visualization of some of the activities associated with each phase is presented in Figure 4.

21 Referred to as Build Back Better (BBB), the term denotes the use of post-disaster recovery, rehabilitation, and reconstruction phases to increase the resilience of nations and communities through integrating disaster risk reduction measures into the restoration of physical infrastructure and societal systems, and into the revitalization of livelihoods, economies and the environment.

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5.1 Principles and Approaches to Addressing GBV

The DRM cycle is not only disaster-oriented (USAID, 2011). Throughout the four phases there are underlying causes of disasters that are considered. This is where VAWG and FV should come into focus. As a starting point, to minimize harm to women and girls and maximize the efficacy of DRM initiatives[22], all aspects of DRM programming and actions need to adhere to the following principles and approaches:

01. **Use the survivor-centred approach (SCA).** This is key since it creates a supportive environment that promotes the survivor's empowerment. It puts her at the centre of the helping process so that she directs the course of her recovery (UNFPA, 2019). Key principles (ibid.) embodied by SCA include:

    a. **Trusting survivors** as experts in their situations and **respecting** their choices, wishes, rights and dignity. This leads to their **empowerment** and restores their **self-dignity and power**.
    b. Ensuring the **confidentiality** of survivors' stories.
    c. Ensuring **non-discrimination** by promoting an inclusive programme informed by relevant analysis (gender analysis, intersectional analysis).

02. **Apply the principle of Do No Harm.** This means that humanitarian organizations must strive to "minimize the harm they may inadvertently be doing by being present and providing assistance". Such unintended negative consequences may be wide-ranging and complex. Humanitarian actors can reinforce the "do no harm" principle by following the GBV Guiding Principles (ibid.).

03. **Ensure the engagement and empowerment** of women and girls. This is vital to putting protection and safety services in place for survivors of VAWG and FV (ibid.).

04. **Ensure that VAWG and FV staff are well trained,** and their safety and well-being are assured (ibid.).

05. **Assess** whether **the DRM intervention will lead**

22 Adapted from UNFPA (2019).

Figure 4: Examples of Activities in the Phases of DRM

Mitigation
→ Vulnerability and risk assessment
→ Legal, policy and strategic frameworks
→ Enacting and enforcing building codes and zoning of land use
→ Health and safety codes
→ Retrofitting buildings to be more resilient

Preparedness
→ Early warning systems
→ Resource inventories (equipment, water, medicine, food, etc.)
→ Emergency exercises or drills
→ Preparedness plans
→ Emergency telecommunication systems
→ Register of emergency responders and volunteers
→ Evacuation maps and plans
→ Public education and awareness

Response
→ Relief distribution and humanitarian aid
→ Search and rescue
→ Initial damage assessment
→ Shelter management
→ Repair of critical infrastructure

Recovery
→ Economic impact studies and recovery needs
→ Building local capacities and awareness
→ Repairing and rehabilitating damaged infrastructure using BBB

to or has the potential to lead to an increase in VAWG and FV.

Detailed guidance on the mainstreaming of VAWG and FV into the sub-components of the four key phases of DRM is outlined in the next section.

Chapter 6:

Checklists for Mainstreaming VAWG and FV into the DRM Cycle

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This chapter provides guiding questions for mainstreaming gender, specifically gender-based violence, violence against women and girls and family violence, into the disaster response management cycle. The breakdown of components for each disaster management phase is based to a large extent on the Comprehensive Disaster Management (CDM) audit tool[23] used by the CDEMA.

Important note for checklist users

These guidelines have been designed to provide options based on the gender-differentiated needs of men and women. The term 'women' as used here encompasses the diverse range of individual women within a country, including but not limited to:

- Women and girls (with a particular emphasis on single, female-headed households)
- Women from ethnic minority backgrounds
- Women with disabilities
- Women residing in rural areas
- Girls
- Elderly women
- Widows
- Migrant and refugee women
- Domestic workers
- Undocumented female migrants
- Women from specific religious groups
- HIV-infected women
- Sex workers
- Lesbian and bisexual women
- Transgender individuals

23 This tool assesses the capacities of CDEMA member states to advance the implementation of Comprehensive Disaster Management.

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CHECKLIST A:
GBV and FV IN DISASTER MITIGATION

Mitigation Component(s)	Checklist
Risk Identification and Vulnerability Assessment *GIS mapping, hazard modelling, hazard and vulnerability assessments*	☐ Are the linkages between risks, vulnerability and GBV understood? ☐ Do the vulnerability assessment methodologies incorporate GBV considerations? ☐ Have the vulnerability assessment report findings been reviewed by the national women's mechanism? For example, by the national gender bureau or similar? ☐ Is there a policy for data collection on GBV and FV? ☐ Are data available on sexual exploitation and abuse (SEA) and GBV at national and regional levels? ☐ Do the GIS mapping and hazard models use SEA and GBV data? ☐ Do the risk profiling and consultation sessions include women and girls and reflect the diversity of women in the country? ☐ Do the risk profiling and consultation sessions include national women's rights advocates and representatives of groups, organizations and academia that address GBV?
Non-Structural Mitigation *Land-use planning, zoning, building approval processes, building codes, safety standards (such as. PAHO Safe Hospitals), incentive programmes that promote mitigation*	☐ Have safety standards been designed to minimize harm and mitigate potential incidents of GBV? For instance, are designated safe areas well-lit and easily accessible for disabled and pregnant individuals, with separate spaces for women and men?
Structural Mitigation *Retrofitting of critical infrastructures and maintenance programmes*	☐ Has funding been allocated in the budget for retrofitting infrastructure to ensure the safety of women and children in shelters?
Risk Transfer *Insurance, business licences and loans that promote mitigation.*	☐ Do loans and insurance schemes address or identify gender inequality issues that prevent women from accessing these resources? ☐ Are there loans and insurance schemes that specifically address the needs of women? ☐ To what extent are women accessing or participating in such loans and insurance schemes?

CHECKLIST B:

GBV AND FV IN DISASTER PREPAREDNESS

Preparedness Component(s)	Checklist
Governance *Legislative, policy, strategic planning DRM frameworks and committees or coordination groups at national and sector levels*	☐ Are the DRM governance frameworks at the national and municipal levels aligned with the national gender equality, GBV and domestic violence policies and legislative frameworks? ☐ Are the DRM governance frameworks aligned with the international and regional gender equality, GBV and domestic violence policies and legislative frameworks? ☐ Do DRM governance frameworks promote systems and protocols for maintaining confidentiality? For instance, do staff sign confidentiality or non-disclosure agreements? ☐ Does the national DRM Coordination Committee include representatives from the national gender bureau or similar?
Education and Information *Public education and awareness programmes, DRM knowledge management (information systems, accessibility, dissemination), formal training in DRM*	☐ Do formal DRM training programmes cover GBV, its implications on vulnerability and the importance of integrating GBV considerations into DRM? ☐ Do public information and awareness products on DRM cover GBV, its implications on vulnerability and the importance of integrating GBV considerations into DRM? ☐ Are public information and awareness products on DRM and GBV available in the local languages and suitable for a wide range of literacy levels? ☐ Are DRM and GBV education and awareness materials distributed through channels accessible to women and girls such as churches, community health centres, local markets and community-based organizations? ☐ Do DRM knowledge management systems and databases include information on GBV?
Exercises, Testing, Simulations *At national and community levels*	☐ Is important planning information and lessons learned from plan implementation (such as community evacuation plans) shared through communication channels that are accessible to women and girls, especially as their participation in simulations might have been limited due to GBV concerns?
Early Warning Systems (EWS) and Alerts *Risk knowledge, detection, monitoring and analysis, warning information, dissemination, preparedness and response capabilities*	☐ Has the EWS been designed in consultation with vulnerable groups such as GBV survivors? ☐ Does the design of the EWS recognize and address the differences in preparedness and response capabilities that women and girls experiencing GBV might have? ☐ Does the EWS take into account the dissemination of warnings through channels accessible to GBV survivors?

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Community Preparedness	☐	Do community DRM groups have the capacities needed to address GBV-related issues?
Evacuation routes, community DRM plans, community groups, safe area designation	☐	Is there coordination between national and local DRM groups and CBOs working on GBV issues?
	☐	Do evacuation routes and safe areas take into account measures to reduce GBV?
	☐	Do community DRM plans address the vulnerabilities associated with GBV in the community?

Information and Communication Technologies

Redundant emergency communi-cations, national ICT platform

Budget	☐	Are an appropriate percentage of emergency funds designated to address GBV during emergency situations?
Funding allocated for emergency events, warehousing capacities		

CHECKLIST C:
GBV AND FV IN DISASTER RESPONSE

Response Component(s)	Checklist
Activation *Evacuation (citizens, tourists), National Emergency Operating Centres (location, equipment, organizational structure), emergency public information*	☐ Have National Emergency Operating Centres engaged GBV specialists to support relief and response activity planning and decision-making?
Search and Rescue (SAR) *Emergency services capacities (teams, equipment), coordination, volunteers, search and rescue operations, debris management plans*	☐ Do SAR teams have the capacities to address issues related to GBV? ☐ Are SAR technical teams and volunteers trained in sexual harassment, sexual exploitation and abuse, GBV and best practices to support GBV survivors? ☐ Are there protocols in place that encourage safe and non-violent communication and interaction between SAR teams and individuals impacted by disaster events, with a specific focus on women, girls and survivors of GBV? ☐ Do SAR teams have information concerning vulnerable households, including those affected by GBV?
Damage and Needs Assessments *rapid initial damage assessments, initial needs assessment, national data and information systems, assessment teams*	☐ Have the assessment teams and volunteers received training related to sexual harassment, sexual exploitation and abuse, GBV and best practices to support GBV survivors? ☐ Do the damage and needs assessment teams have access to GBV databases/data? ☐ Do damage and needs assessments (methodology and reports) take into consideration GBV such as VAWG and FV? ☐ Are meetings with women and girls, including all interactions with GBV survivors, conducted in private settings where they can trust they will receive confidential, safe services? ☐ Are discussions with women and girls conducted by staff and volunteers trained in engaging with GBV survivors? ☐ Are there protocols in place to ensure the safety of survivors? For instance, do assessment team members sign non-disclosure agreements concerning the confidentiality of data relating to GBV survivors?

Shelters and Temporary Housing *Locations pre-assigned, food, water available, shelter management plans*	☐ Are there selection criteria in place to identify appropriate shelters and temporary housing to ensure the safety of women and children? ☐ Have shelter and temporary housing management identified and implemented measures to create safe spaces for women and children? ☐ Are there kitchen and toilet facilities located near the shelter or temporary housing and are these areas safe (well-lit, with security personnel present, for example)? ☐ Does the national authority responsible for handling GBV cases maintain a response team that offers assistance and services to shelters or temporary housing? ☐ Have the local community-based disaster management teams and local volunteers received training related to sexual harassment, sexual exploitation and abuse, GBV and best practices to support survivors of GBV?
Critical Services and Infrastructure Restoration *Health, water, telecommunications, transportation*	☐ Is priority given to the restoration of critical services to survivors of GBV?
Return to Normalcy *reopening of social services, schools, clinics, unemployment relief, de-activation of Emergency Operations Centre after action analysis, resource restoration*	☐ Is priority given to the reopening of health and/or social services for survivors of GBV?

CHECKLIST D:
GBV AND FV IN DISASTER RECOVERY

Recovery Component(s)	Checklist
Governance *Legal and policy frameworks and plans, such as continuity of government operations, a mass casualty plan, resettlement and housing.* *Training and capacity-building for recovery*	☐ Do resettlement or housing plans take into account options for GBV survivors? ☐ Do recovery plans integrate action plans and mechanisms to mitigate or reduce GBV? ☐
Post-disaster Risk Information, Damage Assessment and Recovery Strategy *Updated risk information, post-disaster damage assessment and recovery*	☐ Have the assessment teams and volunteers received training related to sexual harassment, sexual exploitation and abuse, GBV and best practices to support GBV survivors? ☐ Do the damage and needs assessment teams have access to GBV databases/data? ☐ Do damage and needs assessments (methodology and reports) take into consideration GBV such as VAWG and FV? ☐ Are meetings with women and girls, including all interactions with GBV survivors, conducted in private settings where they can trust they will receive confidential, safe services? ☐ Are discussions with women and girls conducted by staff and volunteers trained in engaging with GBV survivors? ☐ Are there protocols in place to ensure the safety of survivors? For instance, do assessment team members sign non-disclosure agreements concerning the confidentiality of data relating to GBV survivors? ☐ Does the recovery strategy address the recovery needs specific to GBV survivors? ☐ Does the recovery strategy include recommendations for mitigating or reducing GBV in the community/country as part of the "Build Back Better" principle?
Macroeconomic and Budget Management *Disaster recovery fund, payments from insurance pools, modern procurement processes, aid tracking, social safety net programmes*	☐ Does the disaster recovery fund include specific funding to address the rise in GBV resulting from the emergency or disaster event? ☐ Are there social safety net programmes in place that address GBV? ☐ Does the financial system track aid in terms of its contribution to addressing GBV?

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ANNEX I:

ANNOTATED BIBLIOGRAPHY

Caribbean Development Bank. Country Gender Assessments (CGAs) Synthesis Report. Rawwida Baksh and Associates, January 2016.

The Caribbean Development Bank commissioned the development of Country Gender Assessments (CGAs) for 10 Borrowing Member Countries in the period 2012-2015. Three CGAs, for Anguilla, Belize and St. Lucia, were conducted in 2011, revised and updated in 2015. CGAs for Antigua and Barbuda, Dominica, Grenada, and St. Kitts and Nevis were completed in 2014, and those for Barbados, Montserrat, and St. Vincent and the Grenadines were finished in 2015. The key findings and recommendations of the 10 Country Gender Assessments are presented in this Synthesis Report.

Committee on the Elimination of Discrimination against Women. General Recommendation No. 37 on gender-related dimensions of disaster risk reduction in the context of climate change. CEDAW/C/GC/37. 2018.

The objective of this General Recommendation is to underscore the urgency of mitigating the adverse effects of climate change and to highlight the steps necessary to achieve gender equality, the realization of which will reinforce the resilience of individuals and communities globally in the context of climate change and disasters. It is also intended to contribute to coherence, accountability and the mutual reinforcement of international agendas on disaster risk reduction and climate change adaptation, by focusing on the impacts of climate change and disasters on women's human rights. The General Recommendation focuses on the obligations of States parties and non-State actors to take effective measures to prevent, mitigate and respond to disasters and climate change and, in this context, to ensure that the human rights of women and girls are respected, protected and fulfilled in accordance with international law. The General Recommendation identifies three different but mutually reinforcing areas for action by stakeholders centred on: (i) the general principles of the Convention applicable to disaster risk and climate change; (ii) specific measures to address disaster risk reduction and climate change; and (iii) specific areas of concern.

Department for International Development. "Guidance on Monitoring and Evaluation for Programming on VAWG". Guidance Note 3, DFID, May 2012.

This step-by-step guidance gives an overview of the different approaches and methods available within the monitoring and evaluation toolbox and assesses their strengths and weaknesses in relation to programming on Violence against Women and Girls.

Enarson, E. and Dhar Chakrabarti, P.G. (eds.). Women, Gender and Disaster: Global Issues and Initiatives. New Delhi: Sage Publications, 2009.

This study, in four parts, examines gender within the context of disaster risk management. It argues for gender mainstreaming as an effective strategy towards achieving disaster risk reduction and mitigating post-disaster gender disparity. Highlighting that gender inequalities pervade all aspects of life, the study analyses the failure to implement inclusive and gender-sensitive approaches to relief and rehabilitation work and while examining positive strategies for change, it focuses on women's knowledge, capabilities, leadership and experience in community resource management. The authors emphasize that these strengths in women, which are required for building resilience to hazards and disasters, are frequently overlooked.

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Gibbons, Y. A. "Family Violence in the Caribbean". Expert Group Meeting on Family Policy development: achievements and challenges. United Nations Headquarters, New York, 14-15 May 2015.

Through the discipline of Family Science, this paper studies the family and family violence in the Caribbean context. Combating family violence comes up against powerful cultural family constructs and internal and external conflicts about the meaning of violence within the bounds of households, primary relationships and intimate partners. It argues that men must be included in efforts to address the needs of families in the region, not just as the holders of power who decide whether or not to give access to women, but as members of families, husbands, fathers and partners who need to feel comfortable in their roles without resorting to violence to protect roles or problem-solve. The paper summarizes the awareness and key regional initiatives addressing VAWG in the Caribbean Recommendations are provided for policies seeking to address family violence.

Inter-American Development Bank. "Study of the Impacts of Climate Change on the Women and Men of the Caribbean: Pilot Programme for Climate Resilience Countries". Technical note No IDB - TN – 02064, December 2020

This report aims to present an overview of the gender and climate resilience nexus in the Caribbean and provide gender-inclusive recommendations for climate resilience programmes in the region. This report has been developed within the context of the Caribbean Pilot Programme for Climate Resilience (PPCR) to support gender mainstreaming into the regional and national programme activities. Specifically, the report seeks to (i) understand how men and women participate in climate resilience programmes and how gender inequalities are exacerbated by climate change impacts in the sectors covered by the PPCR, and (ii) identify institutional arrangements and good practices for integrating gender equality concerns in Caribbean climate resilience programmes.

International Federation of Red Cross and Red Crescent Societies. Unseen, unheard: Gender-based violence in disasters. Global study. Geneva, Switzerland, 18 March 2015.

Designed to foster discussion about GBV occurrence during disasters both within the Red Cross Red Crescent Movement and the larger humanitarian community. This report is based on a review of academic literature and practitioner reports, as well as country-based research carried out between May and August 2015 in nine disaster-affected countries selected to provide a variety of regional perspectives.

International Federation of Red Cross and Red Crescent Societies. The Responsibility to Prevent and Respond to Sexual and Gender-Based Violence in Disasters and Crisis. Geneva, Switzerland, July 2018.

Disasters harm everyone, but they disproportionately harm women and children, the old and the disabled. Research tells us that cases of sexual and gender-based violence, such as rape, early marriage, domestic violence and trafficking, grow significantly in disaster situations. This report presents case studies of prevention and response before, during and after disasters in Indonesia, Lao PDR and the Philippines.

Intergovernmental Panel on Climate Change. Fifth Assessment Report of the Intergovernmental Panel on Climate Change. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA, 2013

The Fifth Assessment Report (AR5) is the latest in a series of reports from the IPCC assessing scientific, technical and socioeconomic information regarding climate change. It was released in three instalments over the course of 2013 and 2014, and an additional synthesis report was published in November 2014.

Morrison, A., Ellsberg, M., and Bott, S. "Addressing Gender-Based Violence in the Latin American and

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Caribbean Region: A Critical Review of Interventions". World Bank Policy Research Working Paper 3438. World Bank and PATH, October 2004.

This paper presents an overview of gender-based violence in Latin America, with special emphasis on good practice interventions to prevent GBV or offer services to its survivors or perpetrators. Intimate partner violence and sexual coercion are the most common forms of GBV, and these are the types of GBV that are analysed in this working paper. The working paper examines good practices in justice, health, education, as well as multisectoral approaches. In each sector, good practices are identified for: (i) law and policies; (ii) institutional reforms; (iii) community-level interventions; and (iv) individual behaviour change strategies.

Neumayer, E. and Plumper, T. "The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981-2002". Annals of the American Association of Geographers, 97 (3), 2007, pp. 551-566.

This article examines the vulnerability of girls and women to dying from natural disasters and their aftermath. Looking at the effects of natural disasters in 141 countries over the period 1981 to 2002, the study shows that in societies where the socioeconomic status of women is low, natural disasters kill more women than men, both directly and indirectly via related post-disaster events. They also kill women at a younger age than men. The reason for the difference in mortality lies largely in the everyday socioeconomic status of women.

Simpson, M.C., Scott, D., New, M., Sim, R., Smith, D., Harrison, M., Eakin, C.M., Warrick, R., Strong, A.E., Kouwenhoven, P., Harrison, S., Wilson, M., Nelson, G.C., Donner, S., Kay, R., Geldhill, D.K., Liu, G., Morgan, J.A., Kleypas, J.A., Mumby, P.J., Christensen, T.R.L., Baskett, M.L., Skirving, W.J., Elrick, C., Taylor, M., Bell, J., Rutty, M., Burnett, J.B., Overmas, M., Robertson, R. and Stager, H. An Overview of Modeling Climate Change Impacts in the Caribbean Region with contribution from the Pacific Islands, United Nations Development Programme (UNDP), Barbados, West Indies, 2009.

Authored by members of 15 key institutions around the world dealing with climate change, this report provides an overview for all CARICOM member states of the risks from climate change and includes a section on the common threats of climate change for Pacific island countries. It focuses on: climate change projections for the Caribbean region under +1.5° and +2°C global warming scenarios; the implications of ice sheet melt for global sea level rise (SLR); the projections and implications of SLR for the Caribbean region; evaluation of the differential impacts of +1.5° and +2°C on coral reefs, water resources and agriculture in the Caribbean, with additional analysis for the Pacific Islands.

United Nations Development Programme. Caribbean Human Development Report. Multidimensional progress: human resilience beyond income. United Nations Development Programme, New York, 2016.

Each Human Development Report since 1990 has focused on some aspect of well-being "beyond income". The human development approach is precisely about enlarging people's choices – focusing on the richness of human lives rather than on material wealth or income alone. The Caribbean Human Development Report expands the way we think about progress and multiple dimensions of well-being, applying the human development approach to the new, holistic, sustainable development agenda, and adapting it to the needs and aspirations of Middle-Income Countries (MICs) and Small Island Developing States (SIDS) alike. This report is an invitation to rethink building resilience in the region. Rather than focusing only on the state, it also examines vulnerability and resilience at the household and community levels. It is important to recognize that while both state and human resilience are related, and even interdependent, they are not one and the same.

United Nations Development Programme and UN Women. "From Commitment to Action: Policies to End Violence Against Women in Latin America and the Caribbean". Regional Analysis Document. Uni-

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ted Nations Development Programme and UN Women, Panama, 15 November 2017.

The report is based on responses from 33 countries to a questionnaire oriented towards the national mechanisms for women's advancement and bilateral interviews with some of their representatives, carried out during 2014 and 2015, in addition to revision of secondary sources of information. The report identifies the progress made in institutional approaches to tackling violence against women in the region. Additionally, it presents promising experiences developed by some states in the areas of prevention; care; punishment; and reparation of violence against women and provides recommendations to address the critical bottlenecks persisting in responses to violence against women in the region.

United Nations Development Programme and UN Women. COVID-19 Global Gender Response Tracker. Factsheet: Latin America and the Caribbean. UNDP, 2020.

Information in this factsheet is based on the UNDP-UN Women COVID-19 Global Gender Response Tracker, which monitors policy measures enacted by national governments worldwide to tackle the COVID-19 crisis, and highlights responses that are gender-sensitive. Co-created by the two agencies, the tracker is coordinated by UNDP, with substantive leadership and technical contributions from UN Women. It is a living database with countries and measures being regularly added and updated.

United Nations Population Fund. Natural Disasters: Gender-Based Violence Scenarios. Gender-based violence and natural disasters in Latin America and the Caribbean. UNFPA LACRO, 2011.

This report provides relevant information and data on linkages between GBV and natural disasters. It outlines key concepts and definition, examines GBV policies, guidelines and programmes to assess the extent to which they look at GBV in situations of natural disasters. It also explores potential intersections between GBV and disaster management, providing an assessment of the extent to which GBV risks and vulnerabilities are integrated into the disaster management cycle, especially in the region of Latin America and the Caribbean. It highlights the state of GBV in natural disasters in LAC and offers recommendations on how to move forward on prevention and response to GBV during disaster situations.

United Nations Population Fund. The Inter-Agency Minimum Standards for Gender-Based Violence in Emergencies Programming. UNFPA, 2019.

During emergencies, the risk of violence, exploitation and abuse is heightened. At the same time, national systems, including health and legal systems, and community and social support networks weaken. When systems and services are disrupted or destroyed, women and girls face even higher risk of human rights violations such as sexual violence, intimate partner violence, exploitation and abuse, child marriage, denial of resources and harmful traditional practices. GBV has significant and long-lasting impacts on the health, and psychosocial and economic well-being of women and girls, their families and communities. The objective of the Minimum Standards is to establish a common understanding of what constitutes minimum GBV prevention and response programming in emergencies. The report outlines 16 Minimum Standards which define what agencies working on specialized GBV programming need to achieve to prevent and respond to GBV and deliver multisectoral services.

United Nations Office on Drugs and Crime. "Crime, Violence, and Development: Trends, Costs and Policy Options in the Caribbean". Report No. 37820, 2007.

This report is the result of the collaboration between the United Nations Office on Drugs and Crime (UNODC) and the World Bank. It addresses the issue of crime and violence in the Caribbean, a complex problem

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that prejudices both the social and economic development of the region. The report begins with an overview of crime in the region, separately considering conventional and organized crime. Two subsequent chapters examine risk factors and the costs of crime for the region as a whole. Next, a series of chapters present case studies designed to highlight particular issues in specific countries, including violence against women which affects a significant percentage of women and girls in the Caribbean. These case studies were chosen in order to provide a detailed analysis of the most pressing issues that are amenable to policymaking at the regional and national levels.

World Bank."Violence Against Women and Girls Resource Guide". Disaster Risk Management Brief. Publication No. 92967, 2015.

In addition to the direct harm caused by violent acts, violence against women and girls can also prevent women and girls from accessing services or securing shelters/safe spaces during an emergency, further increasing their likelihood of injury or death. It can also impact women's ability to access aid and other resources during recovery and reconstruction. Therefore, it is vital that disaster management projects include measures to prevent and effectively respond to VAWG. This brief provides a succinct overview of VAWG in DRM with guidance on questions to consider and key areas for integrating VAWG in DRM.

World Bank. Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review. World Bank, Washington, DC, 2021.

Under the Canada Caribbean Resilience Facility, this desk study assessed the status of gender-responsive disaster preparedness and recovery in in nine Caribbean countries: Antigua and Barbuda, Belize, Dominica, Guyana, Grenada, Jamaica, Saint Lucia, St. Vincent and the Grenadines, and Suriname. The key objectives of this desk review included gender gaps and other inequalities, including women's participation and leadership in related programmes and initiatives, how gender has been integrated into disaster and climate change laws, plans and policies at the national and sectoral levels and the extent of implementation. It developed recommendations for capacity-building and technical assistance in gender-responsive disaster preparedness and recovery for each of the nine countries studied.

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ANNEX II:
GLOSSARY OF KEY TERMS[24]

Disaster Risk Reduction and Climate Change

Climate change refers to a change in the state of the climate that can be identified (through statistical tests, for example) by changes in the mean and/or the variability of its properties and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings such as modulations of the solar cycles, volcanic eruptions and persistent anthropogenic changes in the composition of the atmosphere or in land use.

Disaster: A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.

Disaster impact is the total effect, including negative effects (such as economic losses) and positive effects (such as economic gains), of a hazardous event or a disaster. The term includes economic, human and environmental impacts, and may include death, injuries, disease and other negative effects on human physical, mental and social well-being.

Disaster risk: The potential loss of life, injury or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity.

Disaster risk reduction aims to reduce existing disaster risk, manage residual risk and prevent new risk, thus contributing to strengthening resilience and fostering sustainable development.

Hazard: A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. Hazards may be natural, anthropogenic or socio-natural in origin. Hazards may be single, sequential or combined in their origin and effects.

24 These definitions are adapted from: UNFPA (2011) and UN Women Gender Equality Glossary (n.d.).

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

Gender

Gender refers to the social attributes and opportunities associated with the biological categories of male and female and the relationships between women and men, girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader sociocultural context. Other important criteria for sociocultural analysis include class, race, poverty level, ethnic group and age.

Gender equality refers to equal rights, responsibilities and opportunities regardless of gender identity or sex. Equality does not mean that girls, boys, women and men will become the same, but that rights, responsibilities and opportunities will not depend on whether they are born male, female or intersex. Gender equality implies that the interests, needs and priorities are taken into consideration, recognizing the diversity of different groups of girls, boys, women, men and those who are intersex. Gender equality means that everyone has equal valuing and conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development, regardless of gender identity, gender roles or sex.

Gender equity is a concept used in some jurisdictions to refer to the fair treatment of women and men, according to their respective needs. This may include equal treatment, or treatment that is diffe-

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rent but considered equivalent in terms of rights, benefits, obligations and opportunities.

Gender inequality is unequal access to and control over the various material and non-material resources and assets of a society, based on gender and sex identity.

Gender norms refer to the formal and informal rules and shared social expectations that distinguish expected behaviour based on gender. Girls and boys learn and internalize these 'rules' early in life, contributing to a cycle of systemic inequality that undermines the rights of women and girls in particular.

Human rights are those rights inherent to all human beings, regardless of race, sex, nationality, ethnicity, language, religion or any other status. Human rights include the right to life and liberty, freedom from slavery and torture, freedom of opinion and expression, the right to work and education, and many more. Everyone is entitled to these rights, without discrimination.

Social norms are the shared expectations or informal rules and resulting pattern of behaviour among a set of people as to how people should behave. Social norms are maintained in place through social rewards for people who conform to them and social sanctions against those who do not.

Gender-Based Violence and Family Violence

Child sexual abuse is the involvement of a child in sexual activity that he or she does not fully comprehend, is unable to give informed consent to, or for which the child is not developmentally prepared and cannot give consent, or that violates the laws or social taboos of society. Child sexual abuse is characterized by sexual activity between a child and an adult or another child who by age or development is in a relationship of responsibility, trust or power, the activity being intended to gratify or satisfy the needs of the other person.

Child marriage refers to marital and non-marital unions of girls under the age of 18 (based on the definition of a child set forth in the Convention on the Rights of the Child), and are considered as a violation of human rights, a traditional harmful practice and a form of gender-based violence. In the Caribbean, the practice often takes the form of

non-marital unions, referred to as 'early, or informal, unions' which are most often between minor girls and adult men.

Emotional or psychological abuse is a pattern of behaviour of any kind, the purpose of which is to undermine the emotional or mental well-being of a person, including persistent intimidation by the use of abusive or threatening language, stalking, depriving that person of the use of their property, interfering with or damaging the property of the person, forced confinement and/or persistent telephoning of the person at the person's place of residence or work.

Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed gender differences between females and males. The nature and extent of specific types of GBV may vary across cultures, countries and regions. Examples include sexual violence, sexual exploitation/abuse and forced prostitution, domestic violence, trafficking, forced/early marriage, and harmful traditional practices such as female genital mutilation, honour killings and widow inheritance.

The definitions of the following types of gender-based are particularly important:[25]

Denial of resources, opportunities or services includes denial of rightful access to economic resources/assets or livelihood opportunities, education, health or other social services. Examples include a widow prevented from receiving an inheritance, earnings forcibly taken away by an intimate partner or family member, a woman prevented from using contraceptives and a girl prevented from attending school. Reports of general poverty should not be recorded.

Domestic violence is any type of GBV referenced above that is perpetrated by a spouse, boyfriend/girlfriend or other intimate partner. It is also referred to as **Intimate Partner Violence**.

Femicide is the violent killing of a woman (by homicide, parricide or murder) for being a woman, whether at the hands of her partner (intimate femicide) or of a stranger.

Family Violence includes physical, social, sexual, economic, and psychological/emotional abuse and acts of aggression within relationships that are

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considered as family connections or akin to family connections.

Financial abuse is a pattern of behaviour, the purpose of which is to exercise coercive control over or exploit or limit a person's access to financial resources to ensure financial dependence.

Forced marriage means the marriage of an individual against their will.

Harmful traditional practices are forms of violence that have been committed against women in certain communities and societies for so long that they are considered part of accepted cultural practice. These violations include FGM/C, so-called honour killings and early marriage.

Intimate partner violence refers to behaviour by an intimate partner or ex-partner that causes physical, sexual or psychological harm, including physical aggression, sexual coercion, psychological abuse and controlling behaviours.

Physical assault is an act of physical violence that is not sexual in nature. Examples include hitting, slapping, choking, cutting, shoving, burning, shooting or use of other weapons, acid attacks or any other act that results in pain, discomfort or injury.

Psychological/emotional abuse concerns the infliction of mental or emotional pain or injury. Examples include threats of physical or sexual violence, intimidation, humiliation, forced isolation, stalking, harassment, unwanted attention, remarks, gestures or written words of a sexual and/or menacing nature and destruction of cherished things.

Rape is defined as the non-consensual penetration (however slight) of the vagina, anus or mouth with a penis or other body part. It also includes penetration of the vagina or anus with an object.

Sexual abuse means physical intrusion of a sexual nature, actual or threatened, whether by force or under unequal or coercive conditions.

Sexual assault encompasses any form of non-consensual sexual contact that does not result in or

include penetration. Examples include attempted rape, as well as unwanted kissing, fondling or touching of genitalia and buttocks. Female genital mutilation and female genital cutting (FGM/C) are acts of sexual violence that impact sexual organs and as such are to be classified as sexualized acts.

Sexual exploitation and abuse is defined as any actual or attempted abuse of a position of vulnerability, differential power or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Sexual exploitation is characterized by the power relationship between survivor and perpetrator and. it is often perpetrated by those humanitarian actors who are mandated to serve and protect people in need.

Trafficking involves the recruitment and transportation of persons, using deception, coercion and threats in order to place and keep them in a situation of forced labour, slavery or servitude. Persons are trafficked into a variety of sectors of the informal economy, including prostitution, domestic work, agriculture, the garment industry or street begging.

Prevalence of family violence against women and girls: the proportion of women and girls in a population who have experienced family violence at a specified point in time or over a specified period.

Sexual violence is any sexual act, attempt to obtain a sexual act, or other act directed against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting. It includes rape, defined as the physically forced or otherwise coerced penetration of the vulva or anus with a penis, other body part or object.

Violence against women and girls can be defined as any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women and/or girls, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.

25 See UNFPA (2011). Natural Disasters: GBV Scenarios. New York. Available at: https://lac.unfpa.org/sites/default/files/pub-pdf/UNFPA%20version%20ingles%201.pdf.

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ANNEX III:

GBV INDICATORS

Thematic Area	Indicator Example
Intimate partner violence	Proportion of women aged 15-49 who have ever experienced physical violence from an intimate partner.
Child marriage	Proportion of women aged 18-24 who were married before age 18.
Health	Proportion of VAWG survivors who received appropriate care.
Education	Percentage of schools that have procedures in place to take action on reported cases of sexual abuse.
Justice and security	Proportion of prosecuted VAWG cases that resulted in a conviction.
Social welfare	Number of women and children using VAWG social welfare services.
Humanitarian emergencies	Percentage of rape survivors in the emergency area who report the rape to health facilities/workers within 72 hours and receive appropriate medical care.
Trafficking in women and girls	Number of women and girls assisted by organizations providing specialized services to trafficked individuals in a destination region or country.
Femicide	Proportion of female deaths that occurred due to gender-based causes.
Girls' empowerment	Proportion of girls that feel able to say no to sexual activity.
Community mobilization and individual behaviour change	Proportion of people who would come to the assistance of a woman being beaten by her husband or partner.
Working with men and boys	Proportion of men and boys who agree that violence against women is never acceptable.
Programme/Project staff	Percentage of project/programme staff, including volunteers and community workers, who are trained in GBV Guiding Principles, and who demonstrate improved survivor-centred attitudes, knowledge and skills after training. Percentage of programme/project staff and other staff working directly with GBV survivors, who sign confidentiality commitments.
Programme/Project management	Number of women-led organizations and groups involved in the programme/project design, implementation, monitoring and evaluation.
	Percentage of women accessing available loans and insurance schemes.

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The Spotlight Initiative is a global, multi-year partnership between European Union and United Nations to eliminate all forms of violence against women and girls. Lauched with a seed funding commitment of €500 million from the European Union, the Spotlight Initiative represents an unprecedented global effort to invest in gender equality as a precondition and driver for the achievement of the Sustainable Development Goals. As a demonstrating that a significant, concerted and comprehensive investment in gender equality and ending violence can make a transformative difference in the lives of woman and girls.

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