



Gender and Disaster Risk Management (DRM)

Jamaica Country Profile

Natural disasters catalyze gender-differentiated effects. Women and girls are disproportionately impacted because of inequalities in access to endowments, economic opportunities, and agency.^{1,2} The objective of this desk review³ is threefold. First, present recent data on key gender gaps concerning disaster risk management (DRM) in Jamaica and compare its performance against regional and structural peers. Second, present gender-differentiated effects of previous disasters in Jamaica based on existing evidence. And finally, use the evidence on gaps and differentiated effects of disasters to help task teams identify gender-responsive activities and indicators for the gender tag, a tool to systematically track the implementation of the WBG gender strategy⁴ and measure the quality and results of World Bank operations. This desk review presents examples of

¹ According to the [WB Climate Change Knowledge Portal](#), Jamaica is vulnerable to natural disasters such as hurricanes and flooding as well as the effects of climate change especially along coastal sectors. In addition, Jamaica faces very serious threats from hotter temperatures, droughts and floods linked to climate change, and an existential threat due to sea level rise.

² [Gender Dimensions of Disaster Risk and Resilience: Existing Evidence. GFDRR \(2021\)](#).

³ This note is an output of the LAC Regional Gender Coordination (Poverty and Equity GP) with support from the Canada-Caribbean Resilience Facility. It was written by Giacomo Palmisano. Naraya Carrasco and Eliana Rubiano-Matulevich provided insightful comments. Chitra Arcot edited this note.

⁴ World Bank Group Gender Strategy (FY16-23) : Gender Equality, Poverty Reduction and Inclusive Growth. <https://openknowledge.worldbank.org/handle/10986/23425>



results chains for project teams working on DRM-related operations to obtain the gender tag, focusing on exposure and vulnerability, preparedness, and coping capacity. Details about key policy documents on gender equality and gender-based violence (GBV), gender gaps in DRM national level policies and laws in Jamaica, and recommendations for policy makers to address gender gaps—beyond the gender tag requirements for World Bank project teams—are presented in the annexes.

In general, gender data are scarce in the Caribbean region. Disaster risk management, in particular, lags behind other sectors in collecting and reporting of sex- and age-disaggregated data. This desk review draws on existing evidence and data about how men and women have been impacted by, prepare for and cope with disasters and climate-related events in the country, national reports on gender and DRM, and country-level data and statistics. Some of the assessments and data used for this review might be considered outdated, but acknowledging lack of current data on gender and DRM, they nevertheless provide valuable information to understand the differentiated impacts of natural disasters on women and men due to prevailing inequalities.

1. Exposure and vulnerability, preparedness, and coping capacity of women and men in case of natural disasters

1.1. Exposure and vulnerability

According to the Jamaica Country Document on Disaster Risk Reduction (ODPEM 2014), low income women⁵ in Jamaica are more vulnerable to the impact of natural hazards. They are likely to bear the heaviest burdens when disasters occur due to their overrepresentation among the poor. Although women represent just over half the population, they account for about 70 percent of those living below the poverty line (UNDP 2009a).

Based on existing assessments and the most current data on gender gaps (table 1), the following analysis intends to highlight the potential exposure and vulnerability to natural hazards along gender lines.

Health: The assessment following Hurricane Ivan (ECLAC, UNDP, and PLoJ 2004) reported severe damage to the health sector in Jamaica. Thirty-six percent of the island's health centers suffered some damage, including loss of equipment and supplies and lack of quality water to guarantee the operation of hospitals—with a potential deprivation of healthcare services for a significant proportion of the population. Findings from the UNDP report (2009a) highlight different health needs or impacts on women and men following hurricanes Gilbert (1988), Ivan (2004), and Dean (2007) hitting Jamaica:

- Lack of water and other basic needs for menstruating women.
- Lack of facilities to cater to the basic needs of women with breast and cervical cancer.
- Lack of psychological support, which in the case of men, may lead to alcoholism, anger, or stress.

Among other health risks, assessment of Hurricane Ivan's impact reports that nearly 12,500 children were at risk of folic acid deficiency due to the expected shortage of fruits and vegetables available to pregnant women. This is particularly relevant in a country where maternal mortality exceeds the region's average (table 1). This would increase the risk for women accessing reproductive and sexual healthcare during disasters and emergency situations (World Bank 2021). A gastroenteritis outbreak affected children during the two weeks following the hurricane (ECLAC, UNDP, and PLoJ 2004).

Education: Girls outperform boys in line with regional and structural peers (table 1). According to the Reform of Education in Jamaica's report (Jamaica Education Transformation Commission 2021), this is mainly due to the cultural norms of masculinity that tend to disincentivize education for boys. This seems particularly true among those living in rural areas and those from socially and economically marginalized populations. Therefore, damages and potential lack of continuity of education centers following disastrous events, as occurred in the aftermath of Hurricane Ivan (2004), may widen existing gaps, significantly affecting boys' access to education. For instance, Hurricane Ivan (2004) damaged nearly a third of schools in Jamaica due to the age of the school stock and low maintenance levels affecting approximately one-third of

⁵ According to Erman et al (2021), exposure constitutes the assets that are of interest and at risk—including population, environment, economy, buildings—in a disaster-affected area. Vulnerability refers to assets' susceptibility to damage or impact from a hazard.

the students enrolled in the public education system (ECLAC, UNDP, and PloJ 2004). However, an in-depth analysis of the impact on girls' and boys' education outcomes was not conducted. Moreover, boys are more likely to drop out of school than girls to assist in recovery after disasters and to work on the farm (UN Women 2021).

Care work: Time use data show that, in Jamaica, women dedicate more than twice the amount of time men allocate to perform unpaid domestic and care work (table 1). This disparity is likely to increase in case of disasters, as global evidence suggests, and as occurred in Jamaica during the COVID-19 pandemic (Duncan-Price et al. 2021). Damage to water and sanitation infrastructure and childcare facilities—that happened with the passage of Hurricane Dean in Jamaica (PloJ 2007)—may be relevant drivers in increasing the time women would allocate to this kind of work. As confirmed from findings of consultations with residents in rural communities in Jamaica, when a hurricane occurs, women's workload tends to increase as they have to prepare for and clean up after the event. In the case of drought, women spend more time searching for water; in case of flooding, women spend more time in water storage and purification (UNDP 2009b).

Female-headed households: In Jamaica, more than 40 percent of households are female-headed households (FHHs) (table 1). FHHs tend to be larger and have more children than male-headed households (MHHs). They also tend to be single-parent households (UNDP, 2009a; forthcoming Jamaica Country Gender Assessment, World Bank 2022). In addition, more than 70 percent of households below the poverty line are also female headed, making them particularly vulnerable in case of disasters (UN Women 2021). The assessment following the strike of Hurricane Ivan in 2004 seems to confirm this trend, as FHHs were overrepresented in each category of damage reported (ECLAC, UNDP, and PloJ 2004).

Livelihoods: Data on the economic opportunity sphere highlight pending gender gaps in Jamaica with lower labor force participation for women than men (table 1). Female labor force participation (FLFP) in the country is higher than the average for the region and the same income level group. Jamaica has the narrowest gender gap in labor force participation compared to its regional and same-income peers. The rate of firms or companies with a female manager in Jamaica is higher compared to regional and structural peer rates. Nevertheless, according to the Women's Health Survey (STATIN 2016), 66 percent of employed women in Jamaica work in jobs that barely allow them the opportunity to earn more than a minimum wage and they tend to be primarily employed in the informal economy. According to the UNDP report (2009b), a division of labor in economic activities along gender lines is

prevalent in Jamaica, which may be more evident in rural areas. Available impact assessments for the country allow a better understanding of the potential impact of disasters on women's and men's livelihoods. Hurricane Ivan in 2004 directly affected those involved in farming and fishing. Women were reported to be more engaged in trading and small-scale farming and suffered from the loss of stocks in small shops and of produce from their backyard gardens (ECLAC, UNDP, and PloJ 2004). Furthermore, women were affected the most based on their lower access to the labor market and the existing gender pay gap, resulting in their limited ability to provide for themselves and their families (ECLAC, UNDP, and PloJ 2004). Hurricane Dean in 2007 directly affected food crop farmers and livestock farmers—mainly men, with women extensively involved in the selling of farm produce. Fishers, primarily men, bore the most significant burden of damage and loss in this industry; however, as in the case of farming, women were involved mainly as fish vendors. Therefore, they were severely affected, too (PloJ 2007). In addition, some business activities run by women may be particularly affected by contaminated water supplies caused by droughts or floods, such as food preparation or hairdressing, and can result in reduced income UNDP (2009b).

Assets: Women and men have equal ownership rights to property, including right to inherit assets and equal administrative authority over assets during marriage granted by the Property (Rights of Spouses) Act and Intestate Estates and Property Charges Act (WBL 2022). But access to and control over assets may still show some gaps; for instance, approximately 30 percent of agricultural landowners are women (table 1). Hurricane Ivan in 2004 severely damaged fishers' assets, mainly men who lost boats, engines, nets, and fish pots, the essential tools of their trade. Also damaged were assets and production of the agriculture and livestock sector as women suffered loss of produce from their backyard gardens. It impacted purchases of those in trading, especially women running small shops and home-based enterprises, as food preparation (ECLAC, UNDP, and PLO J 2004). However, Hurricane Ivan in 2004 mainly affected the housing sector; of those household heads who reported their houses were destroyed, 48 percent were female, whereas those reporting severe damage and minor damage, 57 percent and 54 percent were female heads of households, respectively (ECLAC, UNDP, and PloJ 2004).

Gender-based violence: Despite progress on the legislation framework, violence against women and girls in Jamaica continues to be a relevant issue (table 1). More than one in four women, over their lifetime, experienced intimate partner physical or sexual violence or both. A similar share of women experienced non-partner sexual violence (STATIN,

2016). Despite the lack of data on GBV prevalence in Jamaica during the disasters, some anecdotal evidence confirms the likelihood of the GBV risk increasing in the event of disasters in Jamaica. During Hurricane Gilbert in 1988, some women experienced sexual harassment in shelters; an increased risk of rape and incest was reported after Hurricane Dean in 2007 (UNDP, 2009a).

Women in DRM decision making: Data on female representation in the national parliament are in line with the average for the region and for the same-income peers, which highlight the existence of specific barriers and social norms limiting women's representation and participation in decision making in Jamaica. The government of Jamaica has appointed gender focal points in the Office of Disaster Preparedness and Emergency Management (ODPEM), the National and Environment Planning Agency, and the Ministry of Transport, Works and Housing (World Bank 2021) to tackle this issue and to ensure the particular needs and priorities of women in the context of DRM are adequately considered. Among other related data and initiatives, ODPEM—whose senior leadership team of nine officers includes five women—has developed: (i) the National Disaster Risk Management Volunteer Program, aimed at strengthening the capacity of local communities and the coordination within the DRM system in Jamaica. One hundred and seventeen volunteers were trained in 2017–18, 72 percent of whom were female (World Bank 2021); (ii) the Climate Risk Atlas of Coastal Hazards and Risk in Negril Project, which included a community hazard mapping to raise community risk awareness and improve overall disaster preparedness in the community had 77 percent of participants who were women (ODPEM 2015). According to the World Bank Desk Review (2021), women's organizations in the country have developed expertise on DRM and environmental issues, empowering them to partner with government agencies working in the sector. Furthermore, women are reported to play a vital role in community networks through community-based organizations to address disaster preparation and response, for instance, by directly managing community shelters (UNDP 2009b).

1.2. Preparedness and coping capacity.

The degree of resilience⁶ of women and men tends to differ based on their socioeconomic status. An analysis is presented based on the existing gaps (table 1) that may be linked to

women's and men's resilience and findings from available reports for Jamaica.

Access to shelters: The UNDP report (2009a) for Jamaica indicates a series of needs and risks for women and girls, men and boys, to be catered for about shelter management - these were compiled by the Bureau of Women's Affairs (BWA) in Jamaica and based on the experience of Hurricanes Gilbert, Ivan and Dean. Women are reported to face risks such as outbreaks of diseases when they move to shelters, especially when shelters are overcrowded and have inadequate and poor sanitation facilities. Pregnant women and breastfeeding mothers, women during their menstruation cycle, and those with breast and cervical cancers may be particularly affected by the lack of adequate facilities in shelters, including water and sanitation. Women and girls in shelters also face the risk of sexual harassment and unplanned and unwanted pregnancies (UNDP, 2009a). Poor facilities and shelter services also affect men, specifically those with prostate cancer. Men are reported to find it more challenging to adapt to shelters, and risks include increased alcoholism, anger, and stress (UNDP, 2009a). The BWA developed an "Agenda for Action to Mainstream Gender in Disaster Risk Management" to tackle these issues, including shelter management recommendations (UNDP, 2009a). In addition, under the Community Disaster Risk Reduction Fund (CDRRF)⁷, capacity-building activities like training guide and sessions were conducted to improve the capacity of shelter managers and deputy shelter managers, in Jamaica, to address gender-related issues in times of disasters and from climate change impacts.

Early Warning System: Radio is still a key source for information on hazards and threats, although social media are gaining prominence in the region (WMO 2018). Thus, the use of mobile phones for accessing social media platforms is becoming increasingly relevant. The dissemination of early warnings through the internet might generate barriers for men more than for women in Jamaica as data for the country show that fewer men tend to own mobile phones as well as less use internet than women (table 1). Additional data on internet use and mobile ownership across urban and rural areas and ethnic groups might give a better understanding on access to EWS and their intersectionality with gender. Overall, findings from the WMO assessment (2018) on gender-specific issues in early warnings in the Caribbean may apply to the case of Jamaica. Women and men in the Caribbean are likely to

⁶ According to Erman et al. (2021), resilience refers to the ability to prepare (anticipate, absorb, accommodate) or cope (recover) from the effects of a hazardous event in a timely and efficient manner.

⁷ The Community Disaster Risk Reduction Fund (CDRRF) is a multi-donor trust fund that the Caribbean Development Bank manages (CDB). The purpose of CDRRF is to finance, through the provision of grant funding, Disaster Risk Reduction (DRR) and/or Climate Change Adaptation (CCA) initiatives at the community level across CDB Borrowing Member Countries. The training guide is available at <https://www.caribank.org/sites/default/files/publication-resources/Gender%20Booklet%20final%20November%2020%2C%202020.pdf>

respond differently to EWS because of time use patterns, their bargaining power in the household and their family structure; the economic activity they are engaged in and gendered differences in risk perception. The “Gender-Responsive Disaster Preparedness and Recovery in the Caribbean Desk Review” (World Bank 2021) reports existing evidence shows a more significant percentage of male respondents versus female respondents to be aware of climate change; 78.6 percent versus 52 percent, respectively. This is likely to influence their risk perception and preparedness with women being less aware of or less prepared to climate-related hazards. As such, the design and development of EWS should consider and address existing gender disparities and barriers, for example, through targeted awareness campaign to close knowledge gaps and broad outreach strategy to eliminate barriers.

Access to finance, assets, and social security: Data reveal a gender gap in financial account ownership in line with the trend for regional and structural peers (table 1). Seventy-one percent of women versus seventy-five percent of men are reported to have access to a financial account in Jamaica. Its significance means that women would be more limited in using savings as a coping measure to recover from a disaster. Also, women and men report access to other financial products, which may support their recovery from climate-related hazards. Women are more likely to seek out micro-loans but less likely to seek out loans for small, medium-sized, or large businesses (UN Women 2022). In addition, while no legal discrimination prevents women from accessing pensions, periods of absence from work owing to childcare are not accounted for as pension benefits with a direct impact on mothers (WBL 2022). FHHs are also reported to receive and depend more on remittances compared to those headed by males, making the first less financially independent (PloJ 2018). Sex-disaggregated data

are not available on access to insurance. However, some data indicate that the penetration rate of insurance against disaster in the country may still be low. Following Hurricane Sandy in 2012, more than 17,000 households applied to the Ministry of Labor and Social Security (MLSS) for emergency relief assistance due to damage to household items and properties as a result of the hurricane, and of the 14,471 applicants who responded to the question, only 38 (0.26%) confirmed that these items and properties were insured (PloJ 2013).

Livelihoods: Higher level of unemployment among women (UN Women 2021) and their greater involvement in the informal economy may represent specific constraints to recover after a disaster. However, about 40 percent of men engage in vulnerable forms of employment contributing family workers and own-account workers versus 30 percent in the case of women (table 1). It highlights the difficulties men may face in engaging in stable and secure forms of employment and making them, particularly at risk of temporary or permanent loss of revenue and jobs in case of disasters. According to the policy brief on the “Gendered Impacts of Climate Change and Disaster Risk in Jamaica” (UN Women 2021), women and men are pushed to seek out alternative sources of income in case of climate-related hazards. Yet, some activities may be more common for women or men. For instance, men may be more likely to seek employment in infrastructure repair or migrate in search of income activities, while women may seek a job as domestic helper. In addition, disasters may directly impact infrastructure such as roads and bridges, which would force men, women, and children to walk long distances instead of using transportation. This would generate risks to women’s safety especially at night, and it may be a deterrent to women to employment opportunities outside of their communities (UNDP 2009b).

TABLE 1. Benchmarking gender gaps related to DRM.

	Performance	Year	LAC	Year	Income group	Year	Source
Human Endowments							
Life expectancy at birth, male (years)	70	2020	70	2020	73	2020	WBG (2020)
Life expectancy at birth, female (years)	74	2020	77	2020	79	2020	WBG (2020)
Maternal mortality ratio per 100,000 live births	80	2017	74	2017	NA	NA	CRF report (2021)
Births attended by skilled health staff (% of total)	100	2018	95	2019	99	2019	WBG (2018)
School enrollment, secondary, female (% net)	76	2018	79	2018	84	2018	WBG (2018)
School enrollment, secondary, male (% net)	72	2018	76	2018	81	2018	WBG (2018)
Lower secondary completion rate, female (% of relevant age group)	83.1	2019	82.9	2020	91.8	2020	WBG (2019)
Lower secondary completion rate, male (% of relevant age group)	81	2019	77.9	2020	90.4	2020	WBG (2019)
Percentage of female tertiary graduates in Information and Communication Technologies	NA	NA	NA	NA	NA	NA	UN Women (2020)
Percentage of female tertiary graduates in Engineering, Manufacturing and Construction	NA	NA	NA	NA	NA	NA	UN Women (2020)
Proportion of persons aged 15-24 enrolled in vocational training (%); female	NA	NA	NA	NA	NA	NA	CRF report (2021)
Proportion of population above statutory pensionable age receiving a pension, female	NA	NA	NA	NA	NA	NA	UN Women (2021)
Assessing laws affecting the size of a woman's pension - on a scale from 0 (lowest) to 100 (highest)	75	2022	81.3	2022	NA	NA	WBG (2022)
Female-headed households (% of total households)	43.6	2018					Jamaica Survey of Living Conditions (2018)
Proportion of time spent on unpaid domestic and care work, female (% of 24-hour day)	18.1	2018					Jamaica Survey of Living Conditions (2018)
Proportion of time spent on unpaid domestic and care work, female (% of 24-hour day)	8.2	2018					Jamaica Survey of Living Conditions (2018)
Economic opportunity							
Labor force participation rate, female (% of female population ages 15-64)	66	2019	58	2019	64	2019	WB (2019)
Labor force participation rate, male (% of male population ages 15-64)	77	2019	82	2019	81	2019	WB (2019)

	Performance	Year	LAC	Year	Income group	Year	Source
Vulnerable employment, female (% of female employment)	31	2019	34	2019	38	2019	WB (2019)
Vulnerable employment, male (% of male employment)	40	2019	33	2019	36	2019	WB (2019)
Firms with female top manager (% of firms)	24	2010	20	2021	20	2021	WB (2010)
Account ownership at a financial institution or with a mobile-money-service provider, female (% of population ages 15+)	71.55	2021	70.14	2021	82.26	2021	WB (2021)
Account ownership at a financial institution or with a mobile-money-service provider, male (% of population ages 15+)	75.11	2021	76.97	2021	86.27	2021	WB (2021)
Share of agricultural landowners who are female	30.2	2011					Our World in Data (2011)
Female mobile phone ownership as a % of total female population	97	2016					ITU (2016)
Male mobile phone ownership as a % of total male population	96	2016					ITU (2016)
Female internet use as a % of total female population	74	2019					ITU (2019)
Male internet use as a % of total male population	68	2019					ITU (2019)
Voice and agency							
Proportion of seats held by women in national parliaments (%)	29	2021	34	2021	28	2021	WBG (2021)
Lifetime prevalence of intimate partner physical and/or sexual violence against Jamaican women	27.8	2016					Women's Health Survey 2016 Jamaica

2. DRM policies and gender

Jamaica is among those countries in the Caribbean with the highest numbers of national disaster and climate change policies and plans containing some provisions related to gender. Yet, their coverage does not go beyond general statements about the importance of assessing the specific needs of women in DRM activities (World Bank 2021). The most relevant policies and plans and how they integrate gender are summarized (see table A.2 for a complete list).

- The National Hazard Mitigation Policy⁸ sets its guiding principles for stakeholders' inclusiveness in the hazard mitigation strategies. It mandates that such a plan must

include all stakeholders, particularly women and children, the poor, mentally and physically challenged individuals, and other groups.

- The Updated Nationally Determined Contribution of Jamaica to UNFCCC⁹ highlights Jamaica's commitment to the implementation of the Paris Agreement to be framed under all relevant laws, guidelines, policies, and programs which are designed to increase inclusiveness and fairness, including the national policy for gender equity.
- The Climate Change Policy Framework¹⁰ identifies youth and gender as cross-cutting themes to be considered in analyzing threats and potential impacts of climate change. It clearly states that men and women tend to face

⁸ www.caribbeanelections.com/eDocs/strategy/strategy/j_Hazard_Mitigation_2005.pdf

⁹ www.fao.org/faolex/results/details/es/c/LEX-FAO1962821

¹⁰ [www.mhurecc.gov.jm/docs/policies/FINAL150721_Updated_Climate_Change_Policy_Framework_\(002\).pdf](http://www.mhurecc.gov.jm/docs/policies/FINAL150721_Updated_Climate_Change_Policy_Framework_(002).pdf)

different economic, social, and environmental realities. For instance, Jamaican young men at risk of various forms of violence and marginalization and women at risk of GBV. Therefore, they experience different vulnerabilities and may have other concerns and inputs into decision-making processes. Socioeconomic conditions of women, and specifically their higher rates of poverty compared to men, make them particularly vulnerable during times of disasters to risks of displacement and hamper their ability to respond and recover from natural disasters. This is particularly the case of FHHs, which suffer from a higher poverty level and have a more significant proportion of children than male-headed households. Women are reported to be more impacted by drought than men because of the increased responsibilities on them and on children for sourcing and collecting water. It may limit their ability to earn and diversify their income and expose them to dangers when performing such tasks as the risk of GBV. The Climate Change Policy Framework is intended to support gender equitable development in line with the Vision 2030 Gender Sector Plan and the National Policy for Gender Equality.

- The National Policy for Gender Equality¹¹ aims to ensure that females and males have equal access to opportunities, resources, and rewards to eliminate discrimination based on gender and to promote sustainable human development. It sets different policy strategies and tools—gender mainstreaming in all national policies and programs; gender focal points (GFPs) in all ministries, departments, and agencies; targeted training for public service employees and elected officials; collection and analysis of sex-disaggregated data as well as gender-responsive monitoring and evaluation. Although a specific target is not set for environmental-related issues, the document includes issues and recommendations identified through the national consultations (Appendix #7) – Gender and the Environment - Climate Change and Natural Disasters is defined as an emerging issue. Recommendations include: (i) involve women actively in environmental decision making at all levels. Integrate gender concerns and perspectives in policies and programs for sustainable development to minimize the differential effects of climate change and natural disasters. (ii) establish and strengthen mechanisms at the national level to assess the differential impact of environmental policies on women and men.

- The Gender Sectoral Plan of the National Development Plan¹² indicates that women tend to be responsible for disaster mitigation and recovery in their primary role as caregivers. In addition, they: (i) have less access to rehabilitation resources such as building materials and labor to rebuild shelters or housing; (ii) deal with reproductive health and sanitation issues and will end up carrying the traditional uneven burden for social reproduction. As such, climate change adaptation and mitigation measures factorgendered governance and decision making in all areas such as energy production and use, and disaster mitigation to ensure the solutions are viable and sustainable. The plan sets under Outcome #4. Appropriate policy frameworks are established to ensure that gender inequities are mitigated, under”Strategy 4.4. Create an integrated, gendered, sustainable approach to environmental planning, management, and conservation”. Two specific actions are identified: (i) conduct research on gender and the environment to inform evidence-based policy and program planning; (ii) strengthen the capacity of environmental agencies to integrate gender concerns in environmental policies, programs, and projects and to increase the sustainability and management of such activities.

The Post-Disaster Public Financial Management (PD-PFM) Review for Jamaica¹³ reveals that gender and inclusiveness are not embedded in the allocation of resources for disaster response. It calls for “strengthening the collection and use of sex-disaggregated social data to inform planning, monitoring, reporting and evaluation of budget allocations for disaster management activities.”

UN Women conducted a survey and stakeholder consultation for Jamaica to understand gender biases and how they play out in coordination mechanisms for climate change adaptation and disaster risk reduction. (UN Women and IISD 2021). Key findings include: (i) existence of knowledge gaps concerning understanding gender and its concepts like poor understanding of equality versus equity; (ii) gender bias as, for instance, some respondents believe that women should prioritize their family, regardless of the impact on their career, and that it is more critical for a man than a woman to get a university degree and work outside the home; (iii) evidence of limited awareness on the relevance of gender within the institutions, which results in lack or limited strategies and actions plan addressing gender issues; (iv) lack of sex-disaggregated data as the main barrier to allow for gender

¹¹ https://japarliament.gov.jm/attachments/461_National-Policy-for-Gender-Equality-NPGE.pdf

¹² www.vision2030.gov.jm/wp-content/uploads/sites/2/2020/12/Microsoft-Word-Gender.pdf

¹³ [Post-Disaster Public Financial Management \(PD-PFM\) Review for Jamaica](#)

responsiveness at the institutional level (UN Women 2021). The latter point has been raised in previous reports. Lack of sex-disaggregated data on vulnerability and DRM in Jamaica makes women invisible in disasters in the country (ODPEM 2014).

3. Building result chains for impact through the gender tag

This section provides a set of non-exhaustive gender gaps in key priority areas for Jamaica. It illustrates (i) actions that could be integrated into DRM-related projects to address such gaps, and (ii) indicators to monitor progress at the project level. These result chains are intended to inform the design of



World Bank DRM-related operations to meet the gender tag requirements. Specific recommendations for policy makers to address existing gender gaps going beyond the requirements of the gender tag are presented in table A.3 in the Annex.

Entry points	Gaps	Actions	Indicators	Examples
Health	<p>Increased risk for women to access reproductive and sexual healthcare in case of natural disasters - maternal mortality in Jamaica is above the average for the region.</p> <p>Additional health impacts/risks reported:</p> <ul style="list-style-type: none"> • children at risk for folic acid deficiency due to the expected shortage of fruits and vegetables available to pregnant women. • outbreak of gastroenteritis. • lack of water and other basic needs for menstruating females. • lack of facilities to cater to the basic needs of females with breast and cervical cancer. • lack of psychological support, which in the case of males, it may lead to alcoholism, anger, stress. 	<p>Provide support and ensure continuity to healthcare services, including sexual and reproductive health services, pre- and post-natal care, psychological support, especially for those at most risk—pregnant women, young mothers, those living in areas prone to flooding.</p>	<p>Percentage of women receiving healthcare services.</p> <p>Percentage of pregnant women receiving antenatal/postnatal care.</p> <p>Percentage of females/males receiving psycho-social counseling services.</p> <p>Percentage of females/males suffering from water-borne diseases.</p>	
Education	<p>Girls outperform boys in education. This is mainly due to the cultural norms of masculinity that tend to disincentivize education for boys.</p> <p>Increased risk of school drop-out – especially for boys living in rural areas, and those from socially and economically marginalized population.</p>	<p>Support continuity and strengthening education activities and infrastructure, especially in underserved areas and where there is a higher risk/rate of out-of-school children, girls and boys.</p> <p>Provide incentives for family and community engagement to create environments that support the success of girls and boys in school.</p>	<p>Share of female and male students attending school regularly in selected areas.</p> <p>Out-of-school girls and boys in selected areas.</p>	

Entry points	Gaps	Actions	Indicators	Examples
Care work	<p>Women dedicate more than twice the amount of time that men allocate in performing unpaid domestic and care work.</p> <p>Damages to water and sanitation infrastructure as well to childcare facilities may increase the time women allocate to this kind of work:</p> <ul style="list-style-type: none"> - in case of drought, women spend more time searching for water. - in case of flooding, women spend more time in water storage and purification. 	<p>Provide infrastructure and service support to reproductive and care work: provision of childcare, transport services to access employment opportunities for those in shelters.</p> <p>Increase water access points as part of water supply system rehabilitation, especially in remote areas and in line with women and men specific needs. Improve overall accessibility by improving road networks as part of infrastructure rehabilitation.</p>	<p>Reduction in time spent on unpaid work in the household.</p> <p>Reduction in time spent fetching water due to improved access to water supply system.</p> <p>Percentage of females/ males suffering from water-borne diseases.</p> <p>Percentage of women suffering from GBV due to long distances to fetch water.</p>	
Livelihoods	<p>Gender gaps in labor market:</p> <ul style="list-style-type: none"> • labor force participation is lower for women. • gender earning gap and women primarily occupied in the informal economy. • gender division of labor in economic activities. <p>Reported impacts/risks along gender lines:</p> <ul style="list-style-type: none"> • women in small-scale farming suffer from the loss of produce from their backyard gardens. • fishers, mainly men, may lose boats, engines, nets and fish pots. Women may be affected as largely involved as fish vendors. • women running small shops and home-based enterprises may lose their stocks and items, and be affected by contamination of water. • men may be more likely to seek employment in infrastructure repair and/or migrate in search of income activities, while women may seek a job as domestic helper. • damages to infrastructure as roads and bridges may reduce mobility for women and restrain their access to employment opportunities outside of their communities. • different access to financial products: women more likely to seek out micro loans, but less likely to seek out loans for small, medium-sized or large businesses. 	<p>Provide targeted support to those affected by ensuring equal opportunities to recover/restart their livelihoods and consider existing gaps/barriers for women, including for female heads of households, rural women, etc.</p> <p>Targeted support may include provision of inputs and tools; technical support to meet the specific needs of women and men; provision of childcare and transport services to facilitate female participation in trainings/employment opportunities; involvement of female trainers; formalization of women-owned businesses; etc.</p>	<p>Female beneficiaries reached with productive assets and services (disaggregated by urban/rural).</p> <p>Share of women receiving support both technical and financial e.g., loans (disaggregated by urban/rural).</p> <p>Number of women-owned businesses formalized and with access to social security by the end of the project.</p> <p>Share of women in permanent jobs created by the project.</p>	<p>P166328 – Dominica Emergency Agricultural Livelihoods and Climate Resilience Project^a</p>

Entry points	Gaps	Actions	Indicators	Examples
Social assistance	<p>More than 40 percent of households are headed by a woman. FHHs are particularly vulnerable in case of disasters as they:</p> <ul style="list-style-type: none"> • are overrepresented among poor households. • tend to be larger in size and with a greater number of children than male-headed households (MHHs). • tend to be single-parent households. • receive and depend more on remittances compared to those headed by males, making them less financially independent. <p>Gender gap in access to financial account (71 percent for women vs. 75 percent for men) limits women in using savings as a coping measure to recover from a disaster.</p> <p>Periods of absence from work due to childcare are not accounted for pension benefits with a direct impact on mothers' pension.</p>	<p>Provide access to safety net programs with specific targets for female beneficiaries, especially FHHs and older women (which may be affected from gender bias in access to pension benefits). These may include the design of cash-for-work programs with childcare work as an option.</p> <p>Increase financial inclusion of low-income women, especially FHHs, by including them in safety net programs through digital payments.</p>	<p>Share of female beneficiaries receiving access to emergency funds —women heads of households, older women.</p> <p>Share of public works offering childcare/Share of beneficiaries with access to childcare.</p> <p>Increased number of women with accounts with financial institutions/mobile-money-service providers.</p>	<p>Locust Emergency and Food Security Project (P174314)^b</p> <p>Somalia Emergency Drought Response and Recovery Project (P163830)^c</p>
Housing	<p>Quality of housing may be different between FHHs and MHHs.</p> <p>Reported impacts of Hurricane Ivan:</p> <ul style="list-style-type: none"> • of those household heads who reported their houses were destroyed, 48% were female. • those reporting severe damage and minor damage, 57% and 54% were female heads of households, respectively. 	<p>Provide targeted support to women and FHHs for housing reconstruction through grants or subsidies, while prioritizing criteria which targets women. This may include ensuring adequate technical assistance in reconstruction works.</p>	<p>Number of female-headed households that receive technical, legal and/or financial support to rebuild/repair their houses.</p> <p>Share of female-headed households with access to resilient housing.</p>	<p>P166537 – Dominica Housing Recovery Project^a</p> <p>P171361 – Comoros Post-Kenneth Recovery and Resilience Project^d</p>
Insurance	<p>The penetration rate of insurance against disaster may still be low, but sex-disaggregated data are not available.</p> <p>Following Hurricane Sandy (2012), more than 17,000 households applied for emergency relief assistance due to damage to household items and properties - of the 14,471 applicants who responded to the question, only 38 (0.26%) confirmed that these items and properties were insured.</p>	<p>Expand insurance coverage and address potential protection gaps between women and men (for instance for FHHs).</p> <p>This may include designing women-friendly insurance products; subsidized insurance costs for those most in need; increased awareness of insurance coverage/benefit for potential beneficiaries, etc.</p>	<p>Increased rate of female/male policy holders (home/business insurance).</p>	<p>P171465 – Grenada Disaster Risk Management Development Policy Credit with a Catastrophe Deferred Drawdown Option^e</p>

Entry points	Gaps	Actions	Indicators	Examples
EWS	<p>Gender is a driving factor in defining risk perception and preparedness, as well gender bias and barriers may prevent women and men to access EWS.</p> <ul style="list-style-type: none"> • Fewer men tend to own mobile phones as well they tend to less use internet than women. • 78.6 percent of men vs. 52% of women are aware of climate change. 	<p>Support awareness campaign and EWS which target both women and men, especially those living in rural areas, and ensure that systems meet specific information needs, use inclusive language and materials, use appropriate channels for dissemination, etc.</p> <p>Ensure that both women and men are represented and involved in the design and development of EWS.</p>	<p>Share of registered users of mobile phone application for EWS (or other EWS application) that are women/men (and disaggregate by urban/rural areas).</p>	<p>P170874 - Indonesia Disaster Resilience Initiative Project^f</p>
GBV/Access to shelters	<p>Reported cases and risks of GBV:</p> <ul style="list-style-type: none"> • women and girls in shelters face the risk of sexual harassment and of unplanned and unwanted pregnancies. • increased risk of rape and incest. <p>Differentiated needs/risks for women and men when accessing the shelters:</p> <ul style="list-style-type: none"> • women face risks as outbreak of diseases when they move to shelters, especially when shelters are overcrowded, and have inadequate and poor sanitation facilities. • pregnant women and breastfeeding mothers, women during their menstruation cycle and those with breast and cervical cancers may be affected by the lack of adequate facilities in shelters, including water and sanitation. • men suffering from prostate cancer may be affected by poor facilities and services in shelters. • men find it more difficult to adapt to shelters and risks include increased alcoholism, anger, and stress. 	<p>Support infrastructure design and services in shelters to prevent and address GBV (set up protocol and procedures to prevent and address GBV cases; training/awareness campaigns on GBV and measures for DRM professionals and communities; provide separate toilets and adequate lighting; etc.). This to include psychological support to victims, but also to potential perpetrators (men are reported to find it more difficult to adapt to shelters).</p> <p>Ensure GBV protocol and measures address the specific needs of women and girls, by strengthening reporting systems, and raising awareness with communities.</p> <p>This is in line the BWA's Agenda for Action to Mainstream Gender in Disaster Risk Management which includes recommendations for shelter management.</p>	<p>Number of shelters with established protocol and measures to prevent and address GBV cases.</p> <p>Number of women and girls reporting GBV cases in shelters.</p> <p>Percentage of females/males receiving psycho-social counseling services.</p>	

Entry points	Gaps	Actions	Indicators	Examples
DRM policies and gender	<p>Gender-related provisions in national disaster and climate change policies and plans remain scarce/limited:</p> <ul style="list-style-type: none"> gender and inclusiveness are not embedded in the allocation of resources for disaster response. limited awareness on the relevance of gender within the institutions, which results in lack or limited strategies and actions plan addressing gender issues. lack of sex-disaggregated data as a main barrier to allow for gender responsiveness at institutional level. 	<p>Set up adequate systems, protocols, and guidelines for collecting and analyzing sex-disaggregated data in DRM.</p> <p>Provide targeted support such as capacity building and technical assistance to generate and disseminate information on disaster risk, exposure, and vulnerability, disaggregated by gender and age.</p> <p>Set up/review DRM framework to include a set of gender-responsive indicators informed by sex- and age-disaggregated baseline data, which can be used to select/prioritize investment projects and monitor and evaluate progress in addressing identified gaps.</p>	<p>Disaster risk, exposure and vulnerability information, disaggregated by sex and age, made available for investment planning and data sharing among sectors.</p>	<p>P171474 – Haiti Covid-19 Response and Resilience Development Policy Operation^h</p>

Note:

- <https://documents1.worldbank.org/curated/en/676791523844067219/pdf/Dominica-Project-Appraisal-Document-PAD-April-4-2018-04042018.pdf>
- www.projects.worldbank.org/en/projects-operations/project-detail/P174314
- www.projects.worldbank.org/en/projects-operations/project-detail/P163830
- www.projects.worldbank.org/en/projects-operations/project-detail/P171361
- www.worldbank.org/en/news/loans-credits/2020/01/21/grenada-disaster-risk-management-development-policy-credit-with-a-catastrophe-deferred-drawdown-option
- www.documents1worldbank.org/curated/en/160881575169231425/pdf/Indonesia-disaster-resilience-initiatives-project.pdf
- Please note that having separate facilities (as separate toilets) is a basic requirement of universal project design and, as such, it does not fulfil the criteria for the gender tag.
- <https://www.projects.worldbank.org/en/projects-operations/project-detail/P171474>

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Annex A

TABLE A.1. Jamaica’s key policy documents on gender equality and GBV.

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

Source: “[Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review](#).” World Bank, 2021.

TABLE A.2. Gender in Jamaica’s key policy documents on DRM.

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

Source: “[Gender-Responsive Disaster Preparedness and Recovery in the Caribbean: Desk Review](#).” World Bank, 2021.

TABLE A.3. Gender gaps in DRM and recommendations for Jamaica.

Area	Gaps	Recommendations
Legislation, policies, and plans	<ul style="list-style-type: none"> Lack of gender-based analysis in many DRM and environment policies, planning and programs. Lack of legal provisions on unpaid domestic work. No connection to gender in existing DRM strategies. 	<ul style="list-style-type: none"> Amend disaster-related policies to include a gender perspective. Develop the Public Financial Management Policy for Natural Disaster Risk and establish a Policy Framework for Disaster Risk Financing. Include legal provisions on unpaid domestic work. Raise awareness among policy makers about the disproportionate vulnerability of women to disaster impacts.
Sex-disaggregated data and gender-specific research	<ul style="list-style-type: none"> Insufficient information about gender differentiated disaster impacts. Lack of information on the number of women in DRM and climate change decision-making processes. Lack of data on unpaid domestic work. Limited local research on the connection between gender and the environment and women and men's health in environment-based industries and work environments (bauxite, construction, commercial farming). 	<ul style="list-style-type: none"> Continue to build capacity and train public sector officials on risk, vulnerability, capacity assessments, and adaptation assessments of vulnerable groups. Strengthen collection of data on disaster impacts, disaggregated by sex and other key variables of vulnerable groups. Enhance data collection on the number of women in DRM decision-making processes. Develop time use surveys periodically to measure unpaid work performed by women and men. Conduct gender-based research on the connection between gender and the environment and women and men's health in relation to environment-based industries and work environments.
Gender-based violence	<ul style="list-style-type: none"> High rates of crime and violence, including youth and GBV. Persistent and subculturally institutionalized community, family, youth, and GBV and violence against children and other vulnerable groups. 	<ul style="list-style-type: none"> Enhance anti-violence strategies and community safety programs. Build the capacity of communities to mitigate institutionalized violence.
Institutional strengthening	<ul style="list-style-type: none"> Limited monitoring and evaluation mechanisms to support gender mainstreaming initiatives. Insufficient resources provided for the Bureau of Gender Affairs. Insufficient women's safety nets in disaster settings. 	<ul style="list-style-type: none"> Strengthen monitoring and evaluation mechanisms to support gender mainstreaming. Increase the resource base of the Bureau of Gender Affairs. Ensure the effective implementation of the prohibition of discrimination against women through appropriate enforcement mechanisms and sanctions. Further strengthen the social protection system.
Advocacy and education	<ul style="list-style-type: none"> Lack of national public education program on the impact of poor environmental practices on climate change. Limited education programs on gender sensitive budgeting. 	<ul style="list-style-type: none"> Develop and implement a national public education program to increase community resilience to climate change. Organize workshops on child and gender-responsive budgeting to increase the knowledge of relevant policy makers and social development practitioners about financing child and gender related policies and programs in DRM.
Partnerships in DRM	<ul style="list-style-type: none"> Limited efforts to include civil society in DRM partnerships. 	<ul style="list-style-type: none"> Promote partnerships that involve women's organizations, other NGOs, and CSOs in the field of DRM and climate change adaptation.
Social inclusion	<ul style="list-style-type: none"> Lack of evidence-based policies on inclusion of ethnic minorities, indigent people, HIV/AIDS, and members of the LGBTI community in DRM programs and decision-making processes. 	<ul style="list-style-type: none"> Increase participation of ethnic minorities, indigent people, people with disabilities, HIV/AIDS, and members of the LGBTI community in DRM and climate change adaptation programs.
Women's participation and leadership	<ul style="list-style-type: none"> Insufficient women's participation and leadership in DRM and climate change activities. 	<ul style="list-style-type: none"> Target and remove gender-biased criteria or processes of decision-making bodies, and strengthen mechanisms to increase women's participation and leadership in DRM and climate change activities.

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