GUIDELINES FOR DISASTER AND CLIMATE EMERGENCY MANAGEMENT FOR WOMEN AND GIRLS



MINISTRY OF WOMEN

BRAZILIAN GOVERNMENT

BRASIL

STANDING WITH THE BRAZILIAN PEOPLE

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Ministry of Women - Government of Brazil
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1. INTRODUCTION

> *"Women, in all their diversity, are at the forefront of resistance to climate change. Recognizing gender as a strategic pillar means building fairer, more inclusive, and sustainable solutions for the planet and for future generations."*
>
> *Márcia Lopes, Minister of Women. Launch of the Integrated Action Plan for Women and Climate, Amazon Day and International Day of Indigenous Women, September 5, 2025.*

1.1 Context

Globally, the increasing frequency and intensity of extreme climate events amplifies the severity of natural hazards, exacerbating existing inequalities and magnifying the challenges faced by those already at a disadvantage. Countries and populations that have historically contributed the least to climate change are the most vulnerable and affected by its adverse effects.

The gender-related dimensions under climate crises and disasters reveal that women and girls experience greater risks, burdens, and impacts of climate change than men, while also highlighting and leveraging their potential — particularly by promoting leadership and full participation of women — to create safer and more resilient spaces[1].

Over the last 30 years, global literature on gender and disasters demonstrates an evolving understanding of the interconnections between social inequalities and women's and girls' vulnerabilities to disasters, but also, and most importantly, between climate justice and women's leadership on disaster risk reduction and climate change adaptation. It acknowledges that women and girls often face higher disaster impacts due to structural inequalities, yet they play essential roles in sustaining households and communities — providing food, water, shelter, and care, and maintaining stability and peace in times of crisis.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), General Recommendation No. 37 on Gender-related Dimensions of Disaster Risk Reduction in a Changing Climate, reaffirms that climate inaction and inadequate disaster responses constitute forms of gender-based discrimination and violations of human rights. It emphasizes that actions must align with the three universal values of the Sustainable Development Goals (SDGs): human rights, leaving no one behind, and the promotion of gender equality and women's empowerment.

CEDAW General Recommendation No. 37 sheds light on the essential need for mainstreaming gender equality and human rights into climate and disaster governance, ensuring inclusive participation in decision-making and equitable access to resources for resilience building. This includes equal access to benefits and the right to participate in social, political, and economic development, as well as women's empowerment in decision-making for Disaster Risk Reduction (DRR) and Climate Change

Adaptation (CCA) governing policies, and the recognition of women's capacities and the promotion of their leadership in advancing gender equality and protection on a planet under threat.

Through an intersectional approach — informed by the voices of women in their territories, the experiences of civil society organizations and social movements, academic knowledge, and women's participation in the political sphere and in private-sector financing — it is possible to recognize women's critical role in shaping inclusive and transformative climate and disaster resilience policies. These contributions are sustained by international and regional human rights norms and standards on the rights of women and girls and on gender equality, grounded in global normative frameworks for human rights, climate justice, and women's empowerment — based on the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs), the UNFCCC Gender Action Plan (GAP), the Sendai Framework for Disaster Risk Reduction 2015–2030, and the Sendai Gender Action Plan (2024). Annex II compiles, in detail, the main international normative instruments underpinning this document.

Thus, the Brazilian Ministry of Women reaffirms its commitment to climate justice by promoting gender equality and strengthening civil society involvement, with special attention to the voices and demands of the Global South. The integration of women, in all their diversity, into the processes of formulating and implementing environmental and climate policies is recognized as central to building fairer, more inclusive, and more effective solutions.

The full and effective participation of women in decision-making strengthens democracies, expands the protection of human rights, and enhances climate and community resilience. By valuing women's knowledge, leadership, and experience, countries can advance the construction of integrated, inclusive, and socially responsible climate policies capable of generating lasting impacts for society and the environment.

Global overview in brief. Between 2020 and 2024, the world faced an intense succession of extreme climate events — floods, droughts, earthquakes, cyclones, heat waves, and wildfires — that disproportionately affected the poorest regions and populations, including Brazil, marked by the 2024 floods in Rio Grande do Sul and the unprecedented drought in the Amazon. From 2000 to 2019, disasters killed an average of 60,000 people per year and affected more than 4 billion people[2]. The gender vulnerabilities that emerge from this scenario operate on two levels: a macro level, shaped by structural inequalities in access to work, income, land, education, and decision-making power; and a micro level, related to the capacity of individuals, families, and communities to respond to threats. At the same time, the literature recognizes women as vital agents in disaster response — in seeking information and early warning, in sustaining family health and well-being during the crisis, and in community reconstruction in the aftermath. The expanded version of this overview, with data, tables, and complementary evidence by year and region, is available in Annex I.

Normative frameworks in brief. This document is anchored in an articulated set of international and regional human rights instruments, among which stand out CEDAW General Recommendation No. 37 on Gender-related Dimensions of Disaster Risk Reduction in a Changing Climate; the Inter-American Court of Human Rights (IACHR) Advisory Opinion No. 32/2025 on the climate emergency and human

rights; the 2030 Agenda and the Sustainable Development Goals (SDGs); the UNFCCC Gender Action Plan (GAP); the Sendai Framework for Disaster Risk Reduction 2015–2030 and its Gender Action Plan (Sendai GAP, 2024); the Paris Agreement; the Beijing Declaration and Platform for Action; the agreed conclusions of the Commission on the Status of Women (CSW); the Buenos Aires Commitment; and the Feminist Action Coalition for Climate Justice of the Generation Equality Forum. The full compilation of these instruments, with their specific provisions, is detailed in Annex II.

1.2 Purpose of the Protocol

The Guidelines for Disaster and Climate Emergency Management for Women and Girls are based on CEDAW General Recommendation No. 37 on Gender-related Dimensions of Disaster Risk Reduction in a Changing Climate, grounded in the recognition that women play vital roles in disaster risk management and climate change resilience. They are also based on Inter-American Court of Human Rights (IACHR) Advisory Opinion No. 32/2025, which reaffirms that climate inaction and inadequate disaster responses constitute forms of gender-based discrimination and one of the main risks of human rights violations against women and girls in the context of the climate emergency.

Despite the disproportionate impacts of climate change and disasters on women and girls due to pre-existing gender inequalities, socio-economic vulnerabilities, and intersecting forms of discrimination, this document endorses that women, as individuals and organized groups, are agents and leaders of collaborative change, and central to building a more economically, socially, and ecologically sustainable way of living, and to more resilient spaces vital for the prevention, response, and recovery from climate emergencies and disasters.

Building on lessons learned from Brazil's 2024 Rio Grande do Sul flood response and the Guidelines for the Protection of Women and Girls in Climate Emergencies developed through the partnership between UN Women and the Ministry of Women[3], this Protocol integrates lessons learned from community engagement, dialogues with civil society, and coordination among national and local governments. It is guided by the principles of intersectionality, feminist climate justice, and the principle of "leaving no one behind" — detailed in Chapter 2. It establishes itself as a complementary guiding instrument for Brazilian gender-climate policy, reinforcing, in particular, the visibility of women's leadership, the strengthening of intersectoral governance, and the integration of equality, care, and community resilience dimensions into climate policies.

This document represents the contribution of the Brazilian Ministry of Women to the Presidency of COP30's Action Agenda for Accelerated Solutions (PAS) and serves as a practical tool to operationalize Brazil's commitments under COP30 and to inspire other States to advance inclusive, rights-based climate action and governance. It expresses Brazil's commitment to inclusive, feminist, and rights-based climate governance, recognizing women, in all their diversity, as central agents of a just ecological transition in building resilient communities.

As its core objective, building on national experiences and connecting them with international frameworks and good practices, the Protocol seeks to mobilize the participation and leadership of national governments, stakeholders, women's organizations, civil society, and networks in prevention,

preparedness, and resilience efforts through a gender lens, to promote and protect the rights of women and girls in climate emergencies and disasters. It aims to support the development and implementation of gender-responsive and inclusive climate change adaptation and disaster risk reduction policies, programmes, and strategies, promoting a systematic integration of gender perspectives across all stages of climate and disaster risk management — in data disaggregation, gender-based violence prevention, women's economic empowerment, and gender-responsive finance — in line with the priorities of the Sendai Framework and its Gender Action Plan (GAP), the SDGs, and international normative frameworks.

In essence, this Protocol seeks to revitalize political and strategic cooperation between countries, fostering the exchange of knowledge and best practices to advance shared resilience objectives and solutions, and to strengthen States' gender-responsive climate commitments in alignment with Global Normative Frameworks. The general and specific objectives that guide its implementation, along with the corresponding mechanisms for cooperation, institutional strengthening, knowledge production, and monitoring, are detailed in Chapter 5 (Implementation Mechanisms).

1.3 Scope and Target Audience

This Protocol is addressed to a broad and diverse set of actors with responsibility for, or interest in, climate and disaster risk governance from a gender perspective, including:

- **States and national governments**, through the bodies responsible for gender policy, civil protection and defense, and social assistance and public health, in the implementation of gender-responsive Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs);
- **International and regional organizations**, including United Nations agencies, multilateral development banks, and South-South and triangular cooperation mechanisms, responsible for normative, technical, and financial support;
- **Subnational and local governments**, including states, municipalities, and civil defense authorities, which operationalize national policies on the ground and maintain direct interface with affected communities;
- **Civil society, feminist, and women's organizations**, including grassroots and community-based organizations, Indigenous peoples, traditional and Quilombola communities, human rights movements, and environmental defenders, whose active participation is a condition for legitimate and effective policies.

The detailed responsibilities and expected outputs for each of these audiences are presented in Chapter 4 (Recommendations for Strategic Actors).

1.4 How to Use this Protocol

This document is not structured as a list of emergency procedures; it has a directive and normative character, offering principles, guidance, and conceptual parameters to guide sectoral policies,

programmes, and plans in the context of climate emergencies and disasters. It aims to be a technical and institutional reference to ensure that humanitarian responses, adaptation measures, and mitigation actions are conceived and implemented from a gender perspective, committed to social and climate justice.

The Protocol is organized into six chapters and four annexes. After this Introduction, Chapter 2 presents the principles and approaches that guide the reading and application of the whole document. Chapter 3 develops the six Strategic Axes that structure the guidelines and good practices proper. Chapter 4 details specific recommendations by type of actor, and Chapter 5 presents the mechanisms that sustain the Protocol's implementation — international cooperation, institutional strengthening, knowledge production, and monitoring. The Annexes bring together the global data overview, the international normative frameworks, the key concepts used throughout the text, and the complete bibliographic references.

The guidance and recommendations presented here should be adapted to different national, subnational, and local realities, taking into account institutional capacities, legal frameworks, and the cultural and territorial specificities of each context. The Protocol does not establish legally binding obligations: it is an instrument of political and technical guidance that can inform the formulation of public policies, the mobilization of climate finance, and international, bilateral, and South-South cooperation among States, international organizations, subnational governments, and civil society.

2. PRINCIPLES AND GUIDING APPROACHES

The implementation of this Protocol must be guided by a set of fundamental principles of human rights, climate justice, and gender equality, which cut across all the Strategic Axes, recommendations, and implementation mechanisms presented in the following chapters.

2.1 Human Rights and Gender Equality

The principle of guaranteeing the human rights of women and girls as rights holders under international law — and the duties of States and other actors, including private sector entities, to respect, protect, and fulfil these rights — is the foundation of this Protocol. Consistent with CEDAW General Recommendation No. 37, this principle recognizes women and girls not as passive "vulnerable groups" but as agents of change, with valuable knowledge, leadership capacity, and important contributions to disaster risk reduction, post-disaster management, and climate change mitigation and adaptation strategies.

> *"Well-designed disaster risk reduction and climate change initiatives that provide for the full and effective participation of women can promote substantive gender equality and women's empowerment, while ensuring that sustainable development, disaster risk reduction and climate change-related goals are achieved."*

CEDAW Committee, General Recommendation No. 37, Paragraph 7

The principle of non-discrimination is one of the foundations of human rights. The first article of the Universal Declaration of Human Rights (1948) recognizes that "all human beings are born free and equal in dignity and rights". Accordingly, no person or group may face any distinction, exclusion, or restriction that undermines the recognition, enjoyment, or exercise of human rights on any prohibited ground — a principle especially critical to addressing the disproportionate and intersectional impacts of climate emergencies and disasters on women and girls in all their diversity.

This Protocol also recognizes two complementary safeguard principles. The first is **autonomy and consent**: the response must be grounded in the autonomy and dignity of women and girls, ensuring that they are fully informed of the benefits, risks, and implications of any measures adopted to assist them, and that they can freely participate in designing, implementing, and monitoring such measures, in line with the principles of free, prior, and informed consent (FPIC) and the right to self-determination. The second is **"Do No Harm"**: all interventions must ensure that no policy, programme, or procedure increases risk, reinforces inequalities, or causes harm to women and girls in their diversity, with preventive and corrective measures to identify, monitor, and mitigate potential negative impacts.

2.2 Climate Justice

The principle of Feminist Climate Justice envisions a world where all people enjoy full human rights, without discrimination, and thrive on a healthy and sustainable planet. It demands that climate and

disaster risk reduction action be rights-based, inclusive, and transformative, following five interrelated action principles:

PRINCIPLE	DESCRIPTION
Recognition	Value all forms of knowledge, work, and contribution equally, ensuring that women's and Indigenous knowledge systems are respected and integrated into climate and disaster governance.
Redistribution	Address structural inequalities by analyzing who benefits from and who bears the costs of climate and economic systems, ensuring fair distribution of resources, power, and opportunities.
Representation	Guarantee that all voices — especially those of women, girls, and marginalized groups — are heard and hold decision-making power at all levels of climate and DRR governance.
Reparation	Promote actions that confront and redress historical and contemporary injustices, ensuring that climate and disaster measures contribute to restorative and equitable outcomes.
Interdependence	Recognize the intrinsic interconnection between people, communities, and nature, and strengthen relationships based on care, solidarity, and sustainability.

This principle supports the Sendai GAP pillars, particularly Risk Governance and Financing, by ensuring that decision-making processes are participatory, inclusive, and rights-based. As Sima Bahous, Executive Director of UN Women, stated at the opening of the 69th session of the Commission on the Status of Women (10 March 2025): *"Climate justice and gender justice are inseparable. It is time to champion them both together."*

2.3 Intersectionality

Intersectionality is a key factor in understanding the multiple vulnerabilities to climate and disaster risk of certain population groups — e.g., women-headed households, Indigenous women, older women, ethnic and other minorities, and those with lower levels of education and socio-economic status[4]. As the sixth action principle of Feminist Climate Justice, intersectionality builds solidarity and collective action across differences of gender, race, class, age, and ability, recognizing how these identities shape risks, capacities, and solutions.

Through an intersectional approach — one that considers the voices of women in their territories, the experiences of civil society organizations and social movements, academic knowledge, and women's participation in the political sphere and private-sector financing — it is possible to recognize women's critical role in shaping inclusive and transformative climate and disaster resilience policies. This

principle guides, in particular, the production and use of data disaggregated by gender, race, ethnicity, age, and disability (Axis 6) and the formulation of public policies sensitive to these multiple dimensions (Axis 4).

2.4 Women's Participation and Leadership

The gender-related dimensions under climate crises and disasters reveal that women and girls experience greater risks, burdens, and impacts of climate change than men, while also highlighting and leveraging their potential — particularly through women's leadership and full participation — to create safer and more resilient spaces. This Protocol seeks to mobilize the meaningful participation and leadership of women in all phases of risk management, disaster preparedness, and climate adaptation, guiding national policies, plans, and instruments.

Recognizing women, both as individuals and as organized groups, as essential agents is vital for the prevention, response, and recovery from climate emergencies and disasters. Throughout this document, this principle translates into concrete recommendations for the representation and participation of women's policy mechanisms in inter-ministerial climate governance structures, consultative mechanisms for women's organizations and social movements, gender and racial parity in the composition of crisis cabinets and coordination platforms, and women's leadership in recovery and reconstruction committees.

2.5 International Cooperation

This Protocol is, in itself, an instrument of international cooperation: it represents the contribution of the Brazilian Ministry of Women to the Presidency of COP30's Action Agenda for Accelerated Solutions (PAS) and seeks to support UNFCCC Parties in accelerating collective, evidence-based, and inclusive solutions through strengthened international cooperation — particularly South-South Triangular Cooperation — and the sharing of knowledge, experience, and transformative practices among governments, civil society, grassroots organizations, and women's movements.

International cooperation is recognized, throughout this document, as a structuring mechanism for capacity building, the exchange of good practices, and gender-responsive climate finance. The concrete cooperation mechanisms that operationalize this principle are detailed in Section 5.1.

2.6 Leaving No One Behind

In line with the 2030 Agenda for Sustainable Development, all actions under this Protocol must apply the principle of leaving no one behind, identifying and addressing structural inequalities — including those related to gender, race, ethnicity, and socio-economic vulnerabilities, such as lack of safety, loss of livelihoods, lack of access to essential services, displacement, or separation from support networks, among others. The response must identify and prioritize the most affected people and marginalized groups, ensuring equitable access to protection, services, and opportunities for recovery and resilience.

3. STRATEGIC AXES FOR INCLUSIVE GOVERNANCE

Although climate change is often framed as a global problem, the heterogeneity of its manifestations, impacts, and response strategies must be carefully considered. Climate emergency responses often fail to reflect the diverse realities of women and girls, who face multiple, overlapping vulnerabilities related to exposure to violence, health, economic insecurity, and unpaid care burdens.

The cross-cutting nature between climate governance norms and the human rights of women and girls is a central pillar and reinforces the need to articulate the mainstreaming of gender across the risk management cycle, the prevention of and response to gender-based violence and discrimination, the promotion of women's economic participation and empowerment in a just and resilient transition, multi-level governance and public policy, gender-responsive financing, and the production of disaggregated data. This chapter develops these six Strategic Axes.

AXIS 1 — Mainstreaming Gender Across the Risk Management Cycle

Alignment: Sendai Framework (Priorities 1–4); Sendai GAP; SDGs 1, 5, 11, 13, 16 and 17

Ensuring gender-responsive and inclusive measures must be present across all phases of the climate and disaster risk management cycle — prevention, preparedness, response, and recovery/reconstruction — since each phase requires specific actions to reduce vulnerabilities and strengthen the capacities of women and girls.

Prevention

Strengthening gender-responsive risk governance begins with prevention, by reducing structural inequalities before a crisis takes hold.

KEY MECHANISMS
Accessible information, designed and disseminated through awareness campaigns about disaster risks and women's rights, ensuring the accessibility of language and format for diverse groups, including people with disabilities;
Data disaggregated by gender, race, ethnicity, age, and disability integrated into institutional monitoring systems and national DRR platforms (see also Axis 6);
Development of the capacities of government and non-governmental actors based on gender equality, the human rights of women and girls and their intersectionality, and inclusive disaster risk reduction.

Preparedness

KEY MECHANISMS
Standardized, inter-institutional, and multi-level protocols to anticipate specific and effective support for women during and after disasters;
Training of women leaders in disaster-prone communities for participatory risk assessment, early warning, and emergency preparedness planning;
Strengthening of gender-responsive institutional structures — committees, joint plans, and warning systems — that integrate gender-responsive and intersectional priorities from the preparedness phase onward.

Response

The response phase is where risks of gender-based violence and the disruption of essential services intensify most rapidly, requiring agile and coordinated mechanisms.

KEY MECHANISMS
Accessible and confidential mechanisms for reporting gender-based violence during climate emergencies, with no risk to survivors' safety, including the adaptation of reporting lines such as the "Ligue 180" hotline for priority identification of calls related to climate emergencies;
Safe and secure shelters for women and girls — including exclusive shelters where necessary — with the provision of basic health services and psychological support;
Continuity of essential health services, sexual and reproductive health (SRH) and maternal care, mental health and psychosocial support, and access to water, sanitation, and hygiene (WASH) and nutrition during the acute phase of the emergency;
Priority and safe restoration of water, sanitation, energy, and transport for health facilities, schools, and shelters, with specific attention to the needs of women and girls;
Establishment and financing of Gender-Responsive Crisis Response Hubs that bring together, in a single point of contact, health, housing safety, gender-based violence, and basic infrastructure — the areas most often compromised first during climate crises.

EXAMPLE OF GOOD PRACTICE

The sub-national government of Rio Grande do Sul created exclusive shelters for women and children during the 2024 floods. The decision followed reports of abuse against women and girls in shelters, where perpetrators took advantage of overcrowding. Women reported feeling relieved and safe.

Recovery and Reconstruction

KEY MECHANISMS
Participation and leadership guarantees for women in recovery and reconstruction committees and decision-making bodies;
Development of livelihood recovery programmes that support affected women farmers, fishers, waste collectors, informal workers, and entrepreneurs through access to assets, training, and markets;
Support for female-headed households for housing reconstruction, property protection, access to credit, and integration into sustainable urban and rural planning frameworks;
Secured women's rights in official and traditional arrangements to ensure women's claims to housing, land, and property after disasters.

AXIS 2 — Prevention and Response to Gender-Based Violence

Alignment: Sendai GAP Pillar 2: Inclusive, Gender-responsive and Participatory Governance; SDGs 5.2, 11.7, 16.1, 16.3, 16.7, 17.18

"Gender-based violence, and barriers to accessing health care including SRHR services, can have devastating consequences. Defending women's and girls' sexual and reproductive health and rights is vital. Every individual has the right to make informed decisions about their own body and the right to decide their own future."

Maria Malmer Stenegard, Sweden's Minister for Foreign Affairs. UN General Assembly, New York, September 22, 2025.

Gender-based violence (GBV) is one of the most pervasive human rights violations, exacerbated by crises and environmental degradation. Disasters can heighten risks of domestic violence, sexual assault, early and forced marriage, and harassment — particularly among displaced and non-white women, women with disabilities, and LGBTQIA+ persons. Empirical evidence shows that these risks intensify during resource scarcity and the collapse of protection systems[5].

Theoretical studies on gender-based violence and disasters, based on systematic literature reviews, are grounded in the premise that disasters do not create violence but rather magnify and exacerbate

pre-existing societal inequalities and power imbalances, under which intimate relationships and sexual violence are often seen as belonging to the "private domain". The under-reporting of GBV in disaster situations suggests that survivors often choose not to report due to fear of reprisals, concerns for personal safety, self-blame, and risk of rejection.

EXAMPLE OF GOOD PRACTICE

Lessons learned from the Central Sulawesi disasters of 2018 recognized women activists' mobilization claims, guaranteeing safe shelters for women and girls and the provision of needed health services, psychological support, and other essential services for survivors. This example points to critical practices such as: 1. Upfront planning by national governments, dedicating financial resources in advance; 2. Capacity-development measures for workers, staff, and beneficiaries to understand GBV prevention and how to report cases; 3. A survivor-centered approach, with secure central infrastructure; and 4. Women's empowerment in decision-making and reduction of pre-existing gender inequalities that exacerbate GBV risk (World Bank 2022).

Human rights-based approaches call for integrating GBV prevention and response into all phases of disaster risk reduction, climate change adaptation, and recovery policies. Prevention is structured around eliminating rooted gender inequalities, gender-responsive institutional policies, legislation and financing programmes, and "zero tolerance" for abuse, violence, and sexual exploitation.

During climate emergencies, accessible and confidential mechanisms for reporting violence, without risk to safety or further punishment, are crucial. Safe and secure shelters for women and girls, with essential health services and psychological support, are equally critical. Brazil's central strategy is the enhancement of the "Ligue 180" hotline, a service dedicated to reporting and addressing gender-based violence. A key innovation is the proposal and implementation of specific new digits within the 180 system to quickly identify callers facing climate-related emergencies, allowing for prioritized and tailored support and faster coordination with other agencies.

Maintaining an accessible mapping of specialized services to address violence against women is crucial as a measure of prevention and preparedness for disasters and climate emergencies, in order to facilitate timely access and support social participation in the response to gender-based violence during crises.

KEY GUIDANCE

Develop and disseminate protocols for the protection, support, and appropriate care of women and girls who are victims of violence in the context of climate change, including specific tracks for human rights and environmental defenders, Indigenous women and women from local communities, and transgender and travesti women; Support shelters, temporary housing facilities, and specialized care centres, ensuring continued operation during and after climate emergencies; Train community leaders in the prevention of and response to gender-based violence, and finance networks and women's collectives working in vulnerable territories; Include gender equality and

KEY GUIDANCE

GBV prevention modules in all training for post-disaster response agents; Finance prevention and response projects developed by women's organizations, community groups, and environmental defenders; Adopt specific safeguards for the protection of women and girls at all stages of post-disaster recovery and reconstruction.

AXIS 3 — Economic Autonomy, Care Work, and Just Reconstruction

Alignment: Sendai GAP Pillar 4: Gender-Responsive Recovery (GRRR); SDGs 1.3, 5.4, 8.5, 13.2

"We must close the global gender digital divide and gender gaps in education, information and skills. We must build resilience through increasing women's economic empowerment and access to resources. And we must achieve universal, gender-responsive, social protection and care systems."

Amina Mohammed, Deputy Secretary-General of the United Nations. Opening of the 69th Session of the Commission on the Status of Women (CSW69), March 10, 2025.

"Investing in green jobs for women could create 24 million jobs by 2030, fuelling both the global economy and environmental sustainability. Climate justice and gender justice are inseparable. It is time to champion them both together."

Sima Bahous, Executive Director of UN Women. Opening of the 69th session of the Commission on the Status of Women, 10 March 2025, UN headquarters.

Just reconstruction is seen through women's economic inclusion in the just transition, valuing care work and ensuring women's leadership in community recovery.

Structural gender inequalities — including unequal access to land, natural resources, finance, and technology, public policies and services, and lack of employment and political-participation opportunities — increase women's vulnerability to the economic impacts of climate change. When climate-induced disasters disrupt food systems and infrastructure, women and girls often face heavier unpaid care burdens[6], which limits their ability to recover or to engage in schooling, income-generating, and professional activities.

During climate emergencies associated with both sudden- and slow-onset extreme events, women often take on diverse roles, caring for everyone's well-being, food, and health. Men migrate in search of new income alternatives, while women assume the role of head of household, sometimes even excluded from decision-making due to their subordinate roles. Extreme natural events can damage essential infrastructure — water and electricity supply, transport, communications, health, education, and care services — further increasing women's unpaid care work and domestic workloads.

Under the umbrella of social justice and human labour rights for lasting universal peace, the International Labour Organization (ILO), governments, employers, and workers of 187 Member States recognize that preparing for and supporting women's economic resilience and sustainable livelihoods

in disaster recovery and climate change adaptation requires systematic planning and innovative approaches in post-disaster livelihood programmes[7].

Literature on gender inequality recognizes that resilient infrastructure related to disaster risk reduction and climate change adaptation can create immediate employment opportunities. Infrastructure projects for disaster prevention and recovery must ensure women's equal access to jobs and to participation in decision-making, particularly in setting priorities for which types of infrastructure are prioritized.

EXAMPLE OF GOOD PRACTICE

The Gender-Responsive Coastal Adaptation Project in Bangladesh, focused on coastal communities vulnerable to climate-induced salinity and other threats, addressed the significant burden women faced in fetching water. The project supported the establishment of home-based rainwater harvesting systems, reducing the water-fetching burden and allowing women to engage in income-generating activities. It also created new paid positions by training 45 women to operate and maintain water supply systems, for which they received regular payment (UNDP 2025).

Socio-economic resilience also requires maintaining and expanding existing jobs and services, supporting gender-responsive employment services, improving local capacities, and developing skills and vocational training programmes. These efforts aim to place women at the centre of productive chains, taking into account their needs from production through to commercialization.

PLANO CLIMA BRAZIL

Through the Cross-Cutting Strategy on Women and Climate of the national Climate Plan, the Brazilian government also identifies the need for specific actions related to women's economic empowerment and the valuing of care work in the context of climate emergencies and the ecological transition: technological training for women; direct funding to local women's collectives for the development of adaptation and mitigation initiatives; installation of public care facilities in climate-risk areas; productive strengthening of women's associations and cooperatives in local communities; and creation of a specific programme to support the empowerment of Quilombola women (Afro-descendant women from local communities).

The Brazilian Ministry of Women is already supporting women's recovery efforts, working with women waste collectors in Rio Grande do Sul whose cooperatives were flooded in 2024. The Ministry also recognizes the importance of promoting women's economic inclusion beyond their caregiving roles, focusing on their labour activities (e.g., cooperative workers, fisherwomen, recyclable-material collectors), and the need for prevention actions to avoid the loss of equipment and livelihoods. These efforts aim to strengthen women-led initiatives in territories vulnerable to specific climate phenomena, including financing resilient infrastructure (such as "ranchos" for artisanal fishing that can withstand high tides) before crises or disasters occur.

KEY GUIDANCE

Finance adaptation and mitigation actions developed by women and community-based organizations, strengthening women's leadership in building sustainable local solutions and climate resilience; Strengthen women-led local productive arrangements, including associations, cooperatives, and solidarity networks, to promote income generation, economic autonomy, and sustainability in climate resilience strategies; Implement collective care facilities — such as laundries, daycare centres, and community kitchens — in climate-risk areas to strengthen social infrastructure, reduce women's burden of domestic and care work, and promote community resilience; Develop professional, technological, and economic-inclusion training programmes for women, focused on reintegration into the labour market post-disaster, prioritizing insertion into strategic sectors of the just transition and into post-disaster recovery and reconstruction activities; Develop and disseminate a protocol for the productive inclusion and labour-market re-entry of women following climate emergencies.

AXIS 4 — Multi-level Governance and Public Policy

Alignment: Sendai GAP Pillar 2: Laws, policies, strategies and plans; SDGs 5.c, 8.3, 10.4, 11.a, 13.2, 17.14

Global and local policies, particularly with regard to their objectives, generally differ in scale, scope, and ultimate goals. Global policies establish universal standards and broad guidelines, seeking to mobilize high-level resources and accountability, while defining the contextualized role of national and local policy implementation, with measurable results for specific communities and population groups. Local policies can be understood as a "mechanism for converting global discourse into local practices", serving as a practical tool to localize these universal principles in specific national and subnational contexts, needs, and possibilities.

Some of the priorities established include strengthening inclusive policies and social protection mechanisms integrated with basic health, housing, and education services, aimed at eradicating poverty and hunger, within the framework of gender equality, climate change adaptation (CCA), and disaster risk reduction (DRR). The vulnerability of women and girls is structurally, economically, and physically linked to food and nutritional insecurity, low income, and housing conditions, where the destruction of or lack of resilient housing exacerbates existing gender inequalities, directly reducing income and increasing food insecurity.

Food and nutritional security (FNS)[8] is seen as one of the critical priorities of gender policy, given that the impacts of climate change, intensified by successive catastrophic events, are affecting food security, water availability, and land degradation, exacerbating suffering, particularly for marginalized groups already facing low income and social vulnerability. Women are simultaneously the main agents of food production and household provisioning, and are among the groups most disproportionately vulnerable to climate- and disaster-driven food insecurity.

Housing contexts, particularly in climate emergencies and post-disaster recovery, become critical zones where low income and food insecurity increase the risks of gender-based violence, driven by unsafe shelters, lack of privacy and security, sexual exploitation in exchange for access to food, medicine, and water, and where early child marriage of girls may be used as a survival strategy.

Women's health is the fundamental pillar upon which each woman strengthens her capacity to prepare for, respond to, and recover from disasters, and to build family and community climate resilience to adapt to climate change. Critical health needs must be ensured and enhanced during climate emergencies and in the post-disaster period, such as the continuity of essential health services, sexual and reproductive health (SRH) and maternal care, mental and psychological health support, and access to safe living conditions and basic resources such as water, sanitation, and hygiene (WASH) and nutrition.

Physical infrastructure — water supply systems, basic sanitation, energy generation and distribution networks, transport, urban infrastructure, and housing — is also severely affected during climate emergencies, significantly compromising the livelihoods of women and their communities, particularly those living in rural areas, peri-urban zones, and informal settlements, where access to essential public services is limited or precarious.

KEY GUIDANCE

Key elements include: **Water supply** — guarantee priority and safe access for women and girls to drinking water during and after climate emergencies, through the installation of community water distribution points and participatory management of water resources, ensuring women's representation on local water-management committees; **Basic sanitation** — implement emergency measures to restore and expand sanitation services, prioritizing safe and accessible facilities for women and girls in shelters and affected communities, with an emphasis on menstrual hygiene and privacy; **Energy** — ensure the rapid and safe restoration of energy supply, prioritizing health facilities, schools, and shelters, while promoting renewable and sustainable sources and training women to participate in community clean-energy systems; **Transport** — ensure accessible, safe, and free public transport for women and girls during the response and reconstruction phases, avoiding unsafe and long journeys that increase the risk of violence; **Urban infrastructure** — integrate a gender perspective into urban reconstruction plans, prioritizing safe spaces, adequate public lighting, accessibility, and the redevelopment of risk areas, with the active participation of women in planning and monitoring; **Housing** — create housing-reconstruction programmes for women heads of household and those in situations of vulnerability, guaranteeing simplified access to credit, subsidized financing, and technical assistance for building safe and resilient homes; **Reforestation and environmental restoration** — include women, especially those from rural, traditional, and Indigenous communities, in reforestation and environmental-restoration programmes, ensuring technical training, fair remuneration, and access to resources; **Agriculture, rural extension, and rural credit** — promote access for women farmers and rural producers to extension services, technical assistance, and emergency rural-credit programmes; **Social protection** — ensure the continuity and expansion of social benefits, prioritizing women heads of household, single mothers, and women in situations of vulnerability during disasters.

Following the 2024 floods in Rio Grande do Sul, the Ministry of Women and UN Women in Brazil launched the "Guidelines for the Protection of Women and Girls in Climate Emergencies"[9] as a guide to incorporate women's structural needs into Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA), turning them into immediate, actionable policy instruments during a crisis that demands an intersectional and differentiated emergency response. The document positions women's rights, safety, and autonomy at the centre of resilient and inclusive disaster governance, establishing the safety, health, housing, food, and income of women as a structural and non-negotiable pillar of crisis response. It is currently undergoing revision in order to integrate new recommendations and to guide measures according to the category of climate hazard and the specificities of Brazilian regions and women's groups.

In addressing food insecurity, the Brazilian Ministry of Women prioritizes immediate nourishment through basic food baskets and solidarity kitchens, while respecting the cultural practices of Indigenous, Quilombola, and traditional communities, and recognizes women's access to emergency financial aid, the equitable distribution of care work, and the reissuance of essential documents as priorities for restoring livelihoods.

AXIS 5 — Gender-Responsive Financing

Alignment: Sendai GAP Pillar 3: Financing; SDGs 5.c, 10.b, 13.a, 17.1, 17.3, 17.17

"Many countries today are trying to grow, create jobs, and lift people out of poverty while facing droughts, storms, and floods — often on shaky fiscal ground, eroded by debt, weakened by corruption, or deprived of the resources needed to move forward (...) Smart development is lasting development. The same demand is reshaping our work on institutions and public finance."

Ajay Banga, President of the World Bank Group. 2025 Annual Meetings Plenary, World Bank and International Monetary Fund, Washington DC, October 17, 2025.

Equitable access to climate and environmental finance, together with gender-responsive mechanisms, is a key element of transparent and accountable financing systems for strengthening equity, empowerment, and resilience in the face of climate emergencies and disasters. However, only a small fraction of climate and environmental funding reaches women-led or grassroots initiatives, such as women's organizations, Indigenous and local communities, and other underrepresented actors. Globally, just 3% of environmental philanthropic funding supports women's environmental activism[10].

International climate finance is recognized as largely exclusionary to women, due to the prevalence of loans over grants, limited access to formal credit resulting from owning little or no land, and discriminatory lending practices — all of which exacerbate gender inequality and poverty. Achieving just and disaster-resilient climate action requires gender-responsive climate finance, which entails intersectional data collection on climate-finance flows, increased access for women to debt-free grants, and women's effective participation in climate-finance decision-making processes[11].

The Global Assessment Report (GAR) 2025: *"Resilience Pays: Financing and Investing for our Future"*[12], produced by the United Nations Office for Disaster Risk Reduction (UNDRR), identifies the "Spirals of Unsustainable Development", in which disasters deepen climate crises. This pattern highlights how financial support often focuses on emergency response and recovery rather than prevention, leaving underlying vulnerabilities unaddressed and resulting in deeper damage and unequal impacts.

The development of public-private partnerships can provide the financial and technical resources and investments needed for climate change adaptation and disaster risk reduction from a gender perspective. This includes involving women in the design of new infrastructure to prevent disasters, providing access to health services and climate-resilience tools, securing financial protection during climate crises, and supporting women-led businesses to promote economic autonomy during post-disaster recovery.

EXAMPLE OF GOOD PRACTICE

The African Development Bank's Affirmative Finance Action for Women in Africa (AFAWA) is an initiative that supports women-led businesses in climate-related sectors. In partnership with the KawiSafi Ventures fund, it targets women-founded renewable-energy ventures and climate projects, promotes women entrepreneurs in the energy transition and adaptation technologies, and integrates a gender perspective into climate-finance policies (African Development Bank Group).

The Brazilian Ministry of Women recognizes that financing must be considered across the entire disaster cycle — prevention, response, and recovery — and that it is crucial to ensure that communities and women's initiatives are prepared and supported to minimize impact, rather than relying solely on post-disaster recovery funds.

PLANO CLIMA BRAZIL

The Cross-Cutting Strategy on Women and Climate of Brazil's national Climate Plan includes specific actions for direct funding to local women's collectives (including Indigenous women and women from local communities) for the development of adaptation and mitigation initiatives. The Strategy also includes actions to empower Indigenous women and women from local communities to access and manage climate finance, particularly climate funds.

There is a particular need for prior financing to support women's actions and initiatives in vulnerable territories before a disaster occurs, as well as access to credit and financial aid for women and grassroots women's organizations during disaster response and reconstruction.

KEY GUIDANCE

Create a fast-track emergency fund for the immediate activation of resources aimed at protecting women in climate emergencies, to be activated by local governments; Implement a gender-responsive Equitable Income and Wealth Recovery Programme to address the underlying income and asset inequalities that make women more vulnerable to poverty and hinder their recovery; Finance adaptation and mitigation actions developed directly by women from local communities; Develop capacity-building programmes aimed at Indigenous women and women from local communities to access, manage, and monitor climate finance, particularly national and international funds; Develop and disseminate a simplified protocol, including pathways for accessing rapid financing — particularly climate-related funding — in situations of climate-induced disasters; Create simplified, women-specific microcredit lines for housing reconstruction and the restoration of women's livelihoods, prioritizing access for single mothers, women heads of household, and women in situations of social vulnerability; Create mechanisms to prioritize and facilitate women's access to emergency benefits, particularly single mothers, women heads of household, and women in situations of social vulnerability.

Financing mechanisms across the risk management cycle. In addition to the guidance above, gender-responsive financing should map national studies and international analyses to understand existing climate-finance mechanisms for grassroots women's organizations and civil society, identifying barriers to accessing resources; mobilize international cooperation and climate finance for local action, including direct funding to civil society and women's organizations; establish a specific mechanism to expand direct access by grassroots, Indigenous, and local women's groups to national and international climate funds; ensure technical assistance and capacity building so that women-led projects receive adequate technical and financial support; and invest in resilience initiatives to increase adaptation capacities and strengthen social protection systems for women and girls, particularly in communities vulnerable to climate risks and disasters.

AXIS 6 — Production of Disaggregated Data

Alignment: Sendai GAP Pillar 1: Risk Knowledge; SDGs 1.4, 5.1, 13.1, 17.18 and 18[13]

"Making the invisible visible" — the production of data disaggregated by gender, race, ethnicity, age, and disability is about revealing the real needs of women in crisis situations and guiding fairer policies.

The ability of individuals to mitigate their vulnerability to a climate crisis, to prevent it, and to respond to and recover from a disaster is associated with gender, age, socioeconomic level, ethnicity, disability, and access to education or social-protection mechanisms — factors that must be recognized in order to reduce vulnerabilities and strengthen inclusive climate resilience. Despite mounting evidence on the gender-climate nexus, groups marginalized by gender, race, ethnicity, age, and disability often remain invisible and are the most affected, particularly in crisis contexts.

International research[14] on disaster loss and damage data underscores that disaster databases are critical instruments for implementing and monitoring disaster relief, recovery, and reconstruction programmes. But when data are collected and recorded as disaster impacts, they are typically quantified simply as numbers of deaths, injuries, and missing persons, classifying affected populations as numbers of homeless, evacuated, relocated, and displaced people[15]. In Brazil, institutional data on disaster impacts include the number of dead, affected, injured, and homeless people due to a particular natural hazard over a given period. One of the main sources of disaster data in Brazil is the Integrated Disaster Information System (S2ID), organized by the National Secretariat of Civil Protection and Defense, which has recorded disaster occurrences since 1970 — however, the data are reported only as numbers, without additional qualitative information about victims.

Collecting disaggregated data that considers the intersectionalities of different population groups — such as women-headed households, Indigenous women, older women, ethnic minorities, and people with lower education and socioeconomic levels — together with the use of gender-specific indicators, provides recognition and can potentially guide more efficient climate reporting and climate change adaptation and disaster risk reduction plans.

EXAMPLE OF GOOD PRACTICE

Bosnia and Herzegovina (BiH) has high exposure to natural hazards, intensified by climate change, contributing to the country's vulnerability to extreme weather events and their impacts. The integration of context-specific information on gender, age, disability, and cultural perspectives was defined as strategic to improve local governments' institutional capabilities across strategic DRR planning, guaranteeing an intersectional approach to reducing vulnerabilities (UNDP 2025).

CEDAW General Recommendation No. 37 recognizes the limited technical capacity for developing appropriate and targeted strategies for disaster risk reduction and climate-change response due to the lack of data disaggregated by sex, age, disability, race, ethnicity, and geographical location. However, it recognizes that cross-sectoral coordination and technical cooperation, together with the active participation of civil society and local communities, are essential to ensure the inclusive and equitable resilience of women and girls in climate crises and disasters.

Since 2013, Brazil has coordinated a cross-cutting data initiative that produces the Annual Socioeconomic Report on Women through the Brazil Observatory for Gender Equality of the Ministry of Women. The report gathers and shares official data on women's rights and gender equality in Brazil, monitoring progress and gaps in areas such as work, education, health, politics, and violence against women, and supports public policies with evidence-based information.

The Brazilian Ministry of Women recognizes the need for integrated analysis of data on women and climate-related disasters in Brazil, through cross-sectoral coordination and technical cooperation across the federal government to combine national databases on climate data, disaster-risk areas,

climate modelling, and other climate factors with data on gender, race, ethnicity, and other social indicators.

PLANO CLIMA BRAZIL

Although Brazil has not yet made significant progress in collecting and processing gender-disaggregated data in the climate domain, the Brazilian State, through its National Adaptation Plan to Climate Change (Plano Clima), presents a methodology for analysing climate vulnerabilities from a gender perspective. This methodology combines factors of climate threat, exposure, and vulnerability, identifying seven priority risks that disproportionately affect women due to structural inequalities of gender, race, class, and territory: 1. Reduced economic autonomy and an increased care burden; 2. Rising Gender-Based Violence (GBV); 3. Worsening physical and mental health, including Sexual and Reproductive Health (SRH) and Menstrual Health and Hygiene (MHH); 4. Loss of land, resources, and food security. Harm to the education of girls and women, and reduced participation in decision-making spaces, are also considered. The Strategy establishes a specific action for developing studies and research, as well as creating an inter-institutional working group to formulate gender-sensitive socio-environmental indicators.

Although the interlinkages between gender inequality, discrimination, and climate emergencies are well established, greater efforts are needed to strengthen the production and use of disaggregated data and evidence to support inclusive and equitable decision-making. The proposed approach focuses on improving national and local systems for collecting and using data disaggregated by gender, race, ethnicity, age, disability, and other relevant social characteristics, in order to improve climate and disaster risk analysis and guide evidence-based policymaking.

KEY GUIDANCE

Strengthen institutional capacities for the systematic production and use of gender-, race-, ethnicity-, age-, and disability-disaggregated data, through climate finance and the development of studies, research, and working groups to create socio-environmental indicators; Invest in training technical teams and local managers to collect, analyse, and interpret gender- and diversity-sensitive data, ensuring methodological consistency, information security, and effective use of information in decision-making processes; Include community consultations using participatory gender assessments to collect and analyse disaggregated data, enabling civil-society involvement and contribution; Develop and disseminate a Protocol to Collect and Process Gender-Sensitive Data in Climate Emergencies; Create integrated digital platforms combining climate, socioeconomic, and gender data, ensuring secure and transparent access; Ensure the integration of this data into climate and disaster preparedness, response, and recovery planning; Establish regular mechanisms for publishing and disseminating disaggregated data in a comprehensible and accessible way, enabling civil society, oversight bodies, and communities to monitor public policies, adaptation plans, and resources allocated to climate response.

4. RECOMMENDATIONS FOR STRATEGIC ACTORS

The following recommendations for policy development in the context of climate emergencies recognize that each climate emergency and disaster has its own particularities, related to the typology of the hazard and the characteristics of the moment, place, and circumstances in which affected people live. They translate the commitments of the Sendai Framework for Disaster Risk Reduction 2015–2030, the Sendai Gender Action Plan (Sendai GAP), the UNFCCC Gender Action Plan (GAP), and CEDAW General Recommendation No. 37 into concrete actions to strengthen gender-responsive climate and disaster governance.

To ensure inclusive, coordinated, and accountable governance in the planning, preparedness, and recovery phases of climate emergencies and disasters, multi-level institutional articulation is required, through transparent participatory cooperation involving diverse stakeholders at all levels (SDG 17), within institutions that consider a gender perspective (SDG 16). To support the development of robust institutional structures and committed actions, four main approaches must be guaranteed:

- Representation and participation of women's policy mechanisms in all inter-ministerial structures for climate and disaster governance.
- Consultative mechanisms for women's organizations and social movements in national and subnational DRR and climate governance systems.
- Joint prevention, response, and recovery plans, integrating different levels of institutional structures and incorporating gender-responsive and intersectional priorities.
- Gender and racial parity in the composition of crisis cabinets, coordination platforms, and situation rooms.

Different responsibilities and practical outputs are proposed for each of the four strategic audiences below.

4.1 International and Regional Organizations

International and regional organizations are fundamental to promoting global and regional cooperation, especially South-South Triangular Cooperation, in order to strengthen the exchange of knowledge, capacity, and funding for the further integration of gender, race, and ethnicity considerations into international policies.

International and Regional Organizations
RESPONSIBILITIES
Provide normative support to ensure alignment with international human rights and DRR standards; Promote multilateral cooperation to strengthen capacity building; and strengthen South-South and Triangular Cooperation.

International and Regional Organizations
OUTPUTS
Create a digital repository of good practices to support evidence-based policymaking and peer learning among UNFCCC Parties; Provide training materials and technical assistance; Promote virtual or hybrid knowledge exchanges focused on gender and climate emergencies among different stakeholders; Promote workshops on best practices and tools to strengthen the role of national gender, climate change, and DRR focal points; and provide remote mentoring and coaching for country-to-country cooperation.

4.2 National Governments

The Integrated Group of National Bodies proposed here represents a central mechanism necessary to institutionalize, coordinate, and operationalize gender-responsive commitments structured across national climate adaptation plans (NAPs) and nationally determined contributions (NDCs), throughout the entire government structure and across the whole climate and disaster management cycle.

This is the structure that interprets human rights, health, gender, and racial-justice needs, integrates them into the organization's functions, and directs resources to ensure an equitable, coordinated, and protective response, thereby building resilience grounded in gender justice and human rights.

Integrated National Bodies (Women's Policies, Climate Emergencies, and Social/Public Health Assistance)
RESPONSIBILITIES
Establish and sustain an Integrated National Group on Gender, Women, Health, Human Rights, Climate Resilience, and Disasters; Coordinate and oversee inter-ministerial teams and national governance for gender-responsive policies and practices; Guarantee the adoption of gender aspects in all frameworks and plans for disaster preparedness and response (including contingency, shelter, and risk reduction); Ensure women's leadership in decision-making; Prioritize access to sexual and reproductive health services, psychosocial support, and GBV prevention and response mechanisms across all emergency, disaster, and crisis settings.
OUTPUTS
Produce, through consultancy, a rapid assessment of national policy instruments on disaster risk management and social protection in climate emergencies; Develop tools and guidelines, and strengthen capacities to apply gender-responsive and socially inclusive principles in national policies, programmes, and planning; Produce capacity-building programmes and national dialogues on gender and climate change-related dimensions, terminology, frameworks, and approaches; Develop, institutionalize, and disseminate national protocols and accessible implementation of "Manuals for Gender- and Race-Responsive Climate Emergency Response"; Launch awareness

Integrated National Bodies (Women's Policies, Climate Emergencies, and Social/Public Health Assistance)
campaigns and build digital platforms on emerging issues such as sexual and reproductive health and rights, gender-based violence, and unpaid care work; and organize collaborative dialogues with local communities and Indigenous groups to highlight women's solutions and enhance their effective participation in climate policy and action.

4.3 Subnational and Local Governments

Subnational and local authorities act as the community's interface with formal institutional structures. They serve as the indispensable link between high-level national governance frameworks — where national bodies define strategies and financing rules — and the realities of communities facing climate emergencies, adapting national and local policies to those realities. These institutions are responsible for ensuring that gender-responsive policies are operationalized inclusively and effectively where impacts are felt most acutely.

Subnational and Local Authorities
RESPONSIBILITIES
Ensure localized coordination and inclusive implementation of local policies on gender, climate emergencies, and disasters; Support community-based disaster risk identification and protection networks; Guarantee preventive communication for disaster preparedness and response, focusing on grassroots women and community-based organizations; Promote women's leadership in local data collection, preparedness, and recovery efforts; and build partnerships with the community and the private sector, including gender and social-inclusion actors, in the planning and operations of anticipatory action.
OUTPUTS
Promote workshops and capacity-building initiatives involving women's organizations and social movements in subnational risk-management efforts, including formal advisory groups; Implement capacity-building programmes and communication tools (social media, websites, and toolkits) specifically tailored to the needs of grassroots women and community-based organizations; Develop virtual and hybrid spaces for knowledge exchange on collecting, analysing, and applying disaggregated data and gender and race analysis; Invest in fieldwork led by community women to identify risk areas and propose anticipatory actions and resilient infrastructure; Provide inclusive support services for women and girls, particularly those at greatest risk.

4.4 Civil Society and Women's Organizations

Grassroots and community-based organizations must be recognized and legitimized to lead and actively participate in proactive actions and outcomes that guarantee their rights, safety, and effective influence over disaster risk reduction and climate change adaptation policies, moving from passive participation to active roles in planning, monitoring, data collection, and resource management.

Civil Society, Feminist, and Women's Organizations
OPPORTUNITIES
Engage in the policy cycle — designing, implementing, and monitoring public policies with gender, racial, and ethnic perspectives; Facilitate risk communication and community mobilization; Influence and access financial resources; Provide inclusive support services for women and girls, particularly those most at risk.
OUTPUTS
Claim gender, race, and ethnicity parity in the composition of crisis cabinets and situation rooms; Launch awareness campaigns and help build digital platforms that actively include grassroots actors in their design and delivery; Exchange experience and lessons learned on successful funding strategies, including how to write project proposals; and actively contribute to developing more accurate vulnerability analyses by gathering complementary qualitative data in a participatory manner.

5. IMPLEMENTATION MECHANISMS

This chapter brings together the cross-cutting mechanisms that sustain the implementation of this Protocol — international cooperation, institutional strengthening, knowledge production and sharing, and monitoring and learning — complementing the actor-specific recommendations presented in Chapter 4 with an objectives- and activities-oriented view.

5.1 International Cooperation

As a practical and strategic instrument, this Protocol aims to support UNFCCC Parties along three main lines:

OBJECTIVES
General Objectives
Support States in implementing gender-responsive Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs), in line with the SDGs and the Sendai GAP pillars.
Reinforce commitments under the UNFCCC Gender Action Plan (GAP), the Sendai Framework for DRR, and CEDAW General Recommendation No. 37 on gender-related dimensions of disaster risk reduction and climate change.
Specific Objectives
Support UNFCCC Parties in promoting the meaningful participation and leadership of women in all phases of risk management, disaster preparedness, and climate adaptation; and in accelerating collective, evidence-based, and inclusive solutions through strengthened international cooperation.

To operationalize these objectives, international cooperation must mobilize the meaningful participation and leadership of multilateral organizations and national and regional institutions, as well as feminist and women's organizations and movements in civil society, human rights, and environmental defenders — particularly through South-South Triangular Cooperation, as detailed in the Chapter 4 recommendations for international and regional organizations.

5.2 Institutional Strengthening

Institutional strengthening is the mechanism through which the objectives of this Protocol translate into concrete capacity for governments, international organizations, and civil society to act with a gender perspective in climate and disaster risk management. This includes developing practical guidelines and international cooperation instruments to integrate gender, race, and intersectional inclusion into public policies and practices for responding to climate emergencies and disasters.

In practice, this mechanism is operationalized through the capacity-building actions already detailed in Chapter 4 — such as the capacity-building programmes and national dialogues promoted by integrated national bodies (Section 4.2), the workshops and capacity-building initiatives for women's organizations at the subnational level (Section 4.3), and the training materials and technical assistance provided by international and regional organizations (Section 4.1) — ensuring that these capacities are sustained over time, rather than mobilized only in response to a specific crisis.

5.3 Knowledge Production and Sharing

Knowledge production and sharing sustain learning across countries and levels of government. This mechanism involves mapping and systematizing existing good practices from countries with gender-responsive climate-emergency policy frameworks, to inspire the adoption of inclusive, gender-sensitive, evidence-based solutions; and synthesizing lessons learned and policy innovations for the intersectional mainstreaming of gender, race, ethnicity, and other identities/characteristics in climate and disaster responses.

Operationally, it draws on the digital repository of good practices for peer learning among UNFCCC Parties, virtual or hybrid knowledge exchanges focused on gender and climate emergencies, workshops on best practices and tools for national gender, climate change, and DRR focal points, and remote mentoring and coaching for country-to-country cooperation — all already detailed as outputs of international and regional organizations (Section 4.1).

5.4 Monitoring and Learning

The effective implementation of this Protocol depends on robust, evidence-based monitoring systems, distinct from — but complementary to — the production of disaggregated data addressed in Axis 6. While Axis 6 addresses the production of data on populations affected by disasters, this section addresses the monitoring of the implementation of the Guidelines themselves and of their institutional and financial commitments.

These systems should be designed as follows:

KEY MECHANISMS
Technical cooperation among National Statistical Offices (NSOs), Disaster Management Organizations (NDMOs), and gender/race-focused national bodies;
Gender and human rights analysis in risk areas, assessment of progress, and adjustment of actions;
Establishment of a continuous system for collecting data disaggregated by gender, race, ethnicity, age, and disability, with geo-referenced data (latitude and longitude) and the use of a simple, open-source registration database, allowing for cross-sectional analysis;

KEY MECHANISMS
Application of gender-responsive budgeting and tracking (SDG 5.c.1) to ensure transparent allocation, through annual reporting, and accountability for gender-tagged investments for recovery and resilience;
Institutionalization of consultative mechanisms for women's organizations and social movements within national and subnational DRR and climate governance systems;
Monitoring of gender-tagged funding, tracking the reach and effectiveness of resources directed to women and girls.

6. FINAL REMARKS

The statistic that "women are up to 14 times more likely than men to die as a consequence of a disaster" is echoed repeatedly around the world, reflecting global awareness of gender inequalities in the context of the climate emergency. Climate inaction and inadequate disaster responses constitute a form of gender-based discrimination and represent one of the main risks of human rights violations against women and girls.

Despite the well-known, socially constructed disparities between men and women, applying a gender perspective to climate resilience moves beyond vulnerability by identifying and leveraging women's capacities in climate emergency situations. Recognizing women, both as individuals and as organized groups, as essential agents is vital for the prevention, response, and recovery from climate emergencies and disasters.

To ensure that global policies translate into meaningful local change, the cross-cutting nature between climate governance norms and the human rights of women and girls must consider the six Strategic Axes developed in this Protocol: mainstreaming gender across the risk management cycle; the prevention of and response to gender-based violence and discrimination; economic autonomy and the recognition of care work in a just reconstruction; multi-level governance and public policy; gender-responsive financing; and the production of disaggregated data to make the invisible visible. Integrated local policies and strategic management approaches are fundamental to ensuring that the foundations, resources, and structures needed are established precisely where people live and work, in pursuit of the universal goal of protecting human rights and building the resilience of women, girls, and marginalized groups where it matters most.

Serving as a practical and strategic instrument, the Brazilian Ministry of Women, through these Guidelines for Disaster and Climate Emergency Management for Women and Girls, aims to support UNFCCC Parties in advancing collective, evidence-based, and inclusive solutions. This document seeks to strengthen international cooperation in promoting the meaningful participation and leadership of women and girls in all phases of disaster risk reduction and climate adaptation.

ANNEXES

Annex I — Global Overview on Gender, Climate Emergencies and Disasters

Expanded version of the overview presented in Section 1.1, with complementary data, tables, and evidence.

I. Global Overview of Major Disasters (2020–2024)

Globally, disasters are responsible for devastating impacts on people's lives. These events include droughts, earthquakes, extreme temperatures, floods, landslides, mass movements, storms, volcanic activity, and wildfires. Over the last twenty years, disasters have killed an average of 60,000 people per year and affected a total of over 4 billion people.

From 2020 to 2024, the world faced a succession of severe climate extremes and multiple disasters across the globe:

In 2020, India, Bangladesh, and Vietnam experienced extensive flooding and multiple tropical cyclones, including Cyclone Amphan, while China faced consecutive summer floods. Indonesia recorded the highest number of disaster events, primarily floods. The Sahel region — particularly Mali, Burkina Faso, and Niger — suffered from severe droughts, while Honduras and Guatemala were heavily affected by Hurricane Eta. Across Africa, countries such as Sudan, Ethiopia, South Sudan, Nigeria, Niger, Chad, Burkina Faso, Cameroon, and Ghana endured extensive flooding.

In 2021, a destructive earthquake struck Haiti, while severe monsoon rains and typhoons affected India, China, and the Philippines. Germany experienced intense flooding and landslides, and prolonged drought conditions persisted across Africa and Asia, notably in Somalia, Ethiopia, Afghanistan, and Iran. Widespread wildfires swept across the Mediterranean region, including Greece, Türkiye, and Algeria. Extreme cold and heat waves also impacted developed countries such as France and Canada, respectively.

In 2022, Europe faced record-breaking heat waves, while prolonged monsoon floods caused widespread destruction in Pakistan. India, Nigeria, China, Brazil, and Australia also endured significant flooding. China experienced additional large-scale droughts, and Japan and Indonesia recorded costly earthquakes. Across Africa — including the Democratic Republic of the Congo, Ethiopia, Nigeria, Sudan, Niger, and Burkina Faso — prolonged droughts further deepened vulnerabilities.

In 2023, the earthquake in Türkiye and the Syrian Arab Republic was the most catastrophic event of the year, while a prolonged drought in Indonesia from June to September severely affected millions of residents. High-magnitude earthquakes also struck the High Atlas Mountain region in Morocco and western Afghanistan. Storm Daniel impacted Türkiye, Bulgaria, and Greece before reaching Libya in September, causing extensive flooding. Cyclone Freddy passed through Madagascar, Mozambique, and Malawi, with the greatest impact recorded in Malawi.

In 2024, Asia experienced extreme temperature events and Africa faced severe droughts. Extreme heat during the Hajj pilgrimage in Saudi Arabia affected millions of lives, while Pakistan, India, and Bangladesh also suffered heat-related impacts. A major landslide struck Enga Province in Papua New Guinea, and floods caused fatalities in Chad and Niger. Heavy monsoon rains, flash floods, and thunderstorms affected India and Bangladesh, while in Brazil, early May floods and landslides in the Rio Grande do Sul region caused billions in damage. Severe droughts continued to impact Zambia, Zimbabwe, and Malawi, while an unprecedented drought in the Amazon was among the most severe in centuries. Southeast Asia was struck by destructive cyclones, including Typhoon Gaemi (Carina), Prapiroon (Butchoy), Trami (Kristine), and Cyclone Remal in Bangladesh.

The poorest regions and the most disadvantaged populations are those that suffer most severely, exacerbating vulnerabilities that women, children, and other marginalized groups experience on a changing planet. *[Data source: "Disaster in Numbers" by EM-DAT — the CRED/UCLouvain International Disaster Database, Centre for Research on the Epidemiology of Disasters (CRED), UCLouvain: https://www.emdat.be/categories/adsr/]*

II. Gender "Made Vulnerable"

Gender conditions that predict vulnerability are divided into macro and micro levels of society. The macro level is shaped by institutional structures, where society is socially, economically, and politically established and power is distributed accordingly.

For example, in Sri Lanka, women's vulnerability to flooding is linked to differences in employment, income, and established social roles. In Nepal, women are the most vulnerable to disasters due to high illiteracy, poverty, social taboos, lack of access to and control over resources, and low decision-making power. In Bangladesh, gender inequalities increase women's vulnerability through greater poverty and disparities in access to resources, health services, education, finance and credit, transport, rights, and the legal system.

At the micro level, vulnerability is associated with the capacity, or lack thereof, of individuals, families, or communities to respond to threats. This is related to factors such as lack of local and community awareness, personal experiences, and degree of trust in government agencies, as well as individual skills, age, level of education, disabilities, gender-specific traditional dress, and religion.

For the pre-disaster phase, the literature indicates that women have less access to information and education, and lower income. In many countries, women depend on men to access land and cultivate food, and face cultural constraints. Restricted decision-making and mobility are also recognized as key determinants of increased vulnerability during disasters.

In the post-disaster period, women accumulate various roles, caring for everyone's well-being, food, and health. While men often migrate in search of new income alternatives, women assume the role of head of household but may still be excluded from decision-making in disaster risk reduction initiatives due to their subordinate roles. Women eventually develop the highest levels of post-traumatic stress; they are often the last to eat, the least assisted by aid groups, and victims of

social violence and sexual harassment, sometimes engaging in transactional sexual behaviours to compensate for lost income.

III. Women's Capacities and Resilience

Literature shows women are vital agents in disaster response efforts, emphasizing their specific knowledge and skills in contexts of threat, risk, and recovery. Women play a fundamental role across the disaster phases. During the warning phase, women actively search for information (through acquaintances and social media), drawing on emotional support and collective action to prepare. During disasters, they play a significant role in providing and maintaining family dignity, health, relief, and access to potable drinking water. In the post-disaster phase, women engage in community and family reconstruction activities, sometimes struggling to develop new income-generating activities.

Two factors are considered essential to women's capacity to respond to and recover from disasters: level of education and prior involvement in the community. For example, training for female farmers in Pakistan influences the adoption of adaptation strategies for flood disasters, while in Bangladesh, land access, literacy, and training are critical for women's adaptation to flooding. In Nepal, the provision of information, training, and extension services on financial literacy increases the capacities of women "left behind." Formal education is a primary condition for individuals to acquire the knowledge, skills, and competencies needed to influence their adaptive capacity. Ensuring girls' education globally also generates benefits for all, including poverty reduction, improved health, and increased decision-making capacity for women.

Those who successfully recover from a disaster generally already played important roles in the community. A long history of struggle and collaboration has proven to be an effective mechanism for organizing, networking, and building disaster response and resilience mechanisms. Through social interactions, experiences, local knowledge, and the use of new technologies, women become more resilient, supported by government and society.

Annex II — International Normative Frameworks

> *Compilation of the main international instruments referenced throughout the text, with detailed information.*

I. Global Normative Frameworks

In 2021, the United Nations Human Rights Council, through Resolution No. 48/13, recognized that the right to a clean, healthy, and sustainable environment is a human right. In 2025, the Inter-American Court of Human Rights (IACHR) issued Advisory Opinion No. 32/2025, establishing States' international human rights obligations within the framework of the climate emergency. The IACHR referenced not only the right to a healthy environment, but also a right to a stable and healthy climate and the recognition of nature as a subject of rights, emphasizing States' duties to protect environmental human-rights defenders and affected communities. These developments reaffirm that

climate inaction and inadequate disaster responses constitute a form of gender-based discrimination and a violation of human rights, as articulated in CEDAW General Recommendation No. 37.

- The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), specifically General Recommendation No. 37 on the gender-related dimensions of disaster risk reduction in a changing climate;
- The 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs), adopted in 2015, provide a universal framework for ending poverty, protecting the planet, and ensuring prosperity for all through 17 integrated and indivisible Goals;
- The UNFCCC Gender Action Plan (GAP) promotes gender-responsive climate policy and action by enhancing women's participation and ensuring gender balance in climate decision-making;
- The Sendai Framework for Disaster Risk Reduction 2015–2030 aims to substantially reduce disaster risks and losses in lives, livelihoods, and assets through preventive, inclusive, and people-centred approaches;
- The Sendai Gender Action Plan (2024) emphasizes that women and their participation are critical to effectively managing disaster risk and to designing, resourcing, and implementing gender-sensitive DRR policies, plans, and programmes;
- The Paris Agreement (2015) provides that Parties, when taking action to address climate change, should respect, promote, and consider their respective obligations on human rights, the right to health, and the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities, and people in vulnerable situations;
- The Beijing Declaration and Platform for Action, specifically paragraphs 246–258, is the most comprehensive and ambitious international instrument for promoting gender equality and women's empowerment, stating that environmental degradation affects all people, especially women and girls, and in particular rural and Indigenous women;
- The Agreed Conclusions of the Commission on the Status of Women (CSW) — "Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental, and disaster risk reduction policies and programmes";
- The Buenos Aires Commitment, from the XV Regional Conference on Women in Latin America and the Caribbean, operational paragraphs 16 and 25;
- The collective commitments of the Feminist Action Coalition for Climate Justice of the Generation Equality Forum.

According to the ODI briefing paper (2025) on "Gender Equality and the Climate Crisis: What is the Status of International Commitments?", which addresses the benchmark ambitions of G7, G20, and UNFCCC decisions on gender-sensitive climate policies from 2022 to 2024, these three global forums represent the highest level of discussion on gender-sensitive climate policy. They agree that local and national policies, such as National Adaptation Plans (NAPs) and Nationally Determined Contributions (NDCs), are where Parties' commitments to gender equality translate into implementable actions,

focused primarily on evidence and data collection, leadership and participation, financing and budgeting, climate change adaptation, and disaster risk reduction.

II. Alignment of the Strategic Axes with the Global Normative Frameworks

In line with the Sendai Gender Action Plan (Sendai GAP) and the SDGs (Goals 1, 5, 11, 13, 16, and 17), the Strategic Axes of this Protocol (Chapter 3) are structured around four interlinked pillars that reflect the implementation of the Sendai GAP:

PILLAR	STRATEGIC ACTIONS
Risk Knowledge *(Alignment: SDGs 1 and 13)*	Enhance the collection, analysis, and use of data disaggregated by gender, race, ethnicity, age, and disability to identify differentiated vulnerabilities, capacities, and needs, applying an intersectional lens.
Risk Governance *(Alignment: SDGs 5, 11, and 16)*	Strengthen institutional mechanisms, policies, and cross-sectoral coordination to promote women's full, equal, and meaningful participation and leadership in climate and disaster risk governance.
Financing and Means of Implementation *(Alignment: SDGs 5, 13, and 17)*	Mobilize and ensure access to gender-responsive and inclusive financing mechanisms that empower women and local communities to participate in and benefit from investments in climate and disaster risk reduction.
Gender-Responsive Recovery, Rehabilitation, and Reconstruction *(Alignment: SDGs 1, 5, and 11)*	Ensure that recovery and reconstruction processes address the specific needs, priorities, and rights of women and girls, strengthening their livelihoods and resilience.

Annex III — Key Concepts

Technical and operational definitions used throughout the Protocol, aligned with international human rights and development terminology.

CONCEPT	DESCRIPTION
Adaptation	Actions to adjust to current and projected impacts of climate change, incorporating a gender and social-inclusion perspective to build equitable resilience. *(Alignment: SDG 13; Sendai GAP Pillar 4 — GRRR)*

CONCEPT	DESCRIPTION
Climate Emergency	Recognizes that climate change, driven primarily by human activity, increases the frequency and severity of extreme events (e.g., heatwaves, droughts, floods, storms, wildfires), exacerbating existing inequalities. *(Alignment: SDG 13; Sendai Framework, Priority 1)*
Disaster Risk	The potential loss or damage arising from hazards, exposure, and vulnerabilities shaped by socio-economic and political inequalities. *(Alignment: Sendai Framework Priority 1; SDG 1)*
Disaster Risk Reduction (DRR)	Comprehensive policies and actions to prevent, reduce, and manage disaster risk, emphasizing inclusive governance, solidarity, and South-South cooperation. *(Alignment: Sendai Framework; SDGs 11, 13, 17)*
Gender-Based Violence (GBV)	One of the most pervasive human rights violations, exacerbated by crises and environmental degradation, including domestic violence, sexual assault, early and forced marriage, and harassment — risks that intensify during resource scarcity and the collapse of protection systems in disaster contexts.
Unpaid Care Work	The set of activities involved in caring for people, households, and communities — food, health, hygiene, and support for children, older people, and people with disabilities — which intensifies during and after climate emergencies and falls disproportionately on women and girls, limiting their access to income, education, and political participation.
Disaggregated Data	Data collected, recorded, and analysed by gender, race, ethnicity, age, disability, and other relevant social markers, enabling the identification of differentiated risks, vulnerabilities, and capacities of specific population groups, and guiding evidence-based policy.
Gender-Responsive Climate Finance	Public, private, and philanthropic climate and environmental financing mechanisms designed to ensure equitable access for women, grassroots organizations, Indigenous peoples, and local communities, with transparency, participation in decision-making, and prioritization of grants over loans.
Gender-Sensitive NDC/NAP	National climate commitments that integrate gender and inclusion across all mitigation, adaptation, and resilience measures, ensuring women's participation and leadership throughout. *(Alignment: UNFCCC GAP; Sendai GAP Pillars 2–3; SDGs 5, 13)*

CONCEPT	DESCRIPTION
Mitigation	Efforts to reduce greenhouse gas emissions and enhance carbon sinks, ensuring equitable participation and benefits across all genders and communities. *(Alignment: SDG 13; Paris Agreement)*
Resilience	The capacity to resist, absorb, and recover from disasters while safeguarding rights, livelihoods, and dignity, drawing on local and traditional knowledge and inclusive approaches. *(Alignment: Sendai GAP Pillar 4; SDGs 11, 13)*

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