



# DISASTER RISK REDUCTION AND CLIMATE CHANGE

GENDER MAINSTREAMING GUIDANCE



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**DISASTER RISK REDUCTION  
AND CLIMATE CHANGE**  
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# ABBREVIATIONS AND ACRONYMS

BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
Covid-19	severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2)
COP	Conference of Parties
CSO(s)	civil society organization(s)
DCM	decision of the council of ministers
DHS	demographic and health survey
DP	disaster preparedness
DPA	department of public administration
DRM	disaster risk management
DRR	disaster risk reduction
EAP	environment action programme
EC	European Commission
EEA	eighth environment action (programme)
EIGE	European Institute for Gender Equality
EU	European Union
EU4GE	EU for Gender Equality
FAO	Food and Agriculture Organization of the United Nations
GAP	gender action plan
GEF	Global Environmental Facility
GEL	gender equality law
GIZ	German Corporation for International Cooperation GmbH
GRB	gender-responsive budgeting
GRPP	gender-responsive public procurement
HBS	household budget survey
ILO	International Labour Organization
INSTAT	Albanian Institute for Statistics
IPA	Instrument for Pre-Accession Assistance

ITC ILO	International Training Center of the ILO
IUCN	International Union for Conservation of Nature
LWPG	Lima Work Programme on Gender
M&E	monitoring and evaluation
MICS	multiple indicator cluster survey
MTBP	mid term budget program
NACP	National Agency for Civil Protection
NAP(s)	national action plan(s)
NAPM	national action plan on mitigation
NDICI	Neighbourhood, Development and International Cooperation Instrument
NSCC	national strategy on climate change
NSGE	national strategy for gender equality
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OSCE	Organization for Security and Co-operation in Europe
PDNA	post disaster needs assessment
PNACC	Spain's national adaptation plan
SANECA	Support to Accession Negotiations for Albania in Economic Chapters of Acquis
SDG	Sustainable Development Goal
SFF DRR	Sendai Framework for Disaster Risk Reduction
SILC	EU Statistics on Income and Living Conditions
SPC	The Pacific Community
TEU	Treaty of the European Union
TFEU	Treaty of the Functioning of the European Union
UN	United Nations
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction

UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNODC	United Nations Office on Drugs and Crime
UN ECOSOC	United Nations Economic and Social Council
UN ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
US\$	United States Dollar
WEDO	Women’s Environment and Development Organization
4NC	Fourth National Communication



# INTRODUCTION

This gender mainstreaming Guidance is part of a series of resources made available through the EU's and UN Women's technical support to the Government of Albania for accelerating the process of EU integration. Its aim is to ensure that future policy, planning, and programming documents align more closely with the EU legal and policy framework on gender equality (the 'Gender Equality *acquis*'), and thus enhance equality outcomes for all women, men, girls, and boys in the country. It is addressed to development and integration partners involved in policy, programming, and planning initiatives in the EU accession context. This group includes primarily government staff developing policies and drafting IPA programmes, experts providing technical assistance, EU Delegation Task Managers, donors and international development partners supporting EU-aligned reform, and civil society organizations engaged in accountability and consultative processes. The purpose of this Guidance is to provide succinct information on the key gender issues in a particular policy area, and to show how gender mainstreaming can be done in practical terms. The Guidance document is envisaged as an initial primer. It can be used as reference document in individuals' daily work, and it also serves as training material in efforts to establish gender mainstreaming capacity and skills.

Equality between women and men is a fundamental principle of the European Union. The right of women to equal treatment is, above all, a fundamental human right. EU Law recognizes discrimination as politically unacceptable, economically unprofitable, and punishable by law. For this reason, countries are required to comply with the *acquis* on gender equality and non-discrimination when acceding to the EU. As defined by EU Law, the strategy for promoting equality between women and men, and combating discrimination, is gender mainstreaming. Consequently, gender mainstreaming is a prerequisite for aligning national standards with the EU principles and an integral element of ensuing reform processes.

Women and girls are disproportionately impacted by disasters and threats, including climate change. Too often, gender issues are not considered when disaster risk reduction (DRR) and climate change are addressed, and as a result, the specific needs and capacities of women and girls are frequently neglected. The risks experienced by women can be further exacerbated by various forms of inequalities which intersect and influence each other, for example age, disability, ethnicity, class, migrant status, sexuality, etc. This highlights the need for an intersectional gender analysis to inform DRR and climate change programming that is responsive to the specific needs and vulnerabilities individuals face.<sup>1</sup>

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<sup>1</sup> UN Office for Disasters and Risk Reduction, Gender (2022). See: <https://www.undrr.org/gender>

The links between gender, environment, and climate change have been extensively researched, and the connection is made explicit in the international frameworks the European Commission is a signatory or party of. The **Sendai Framework for Disaster Risk Reduction 2015-2030** (SFF DRR) is a global framework for reducing disasters and building the resilience of nations. It recognizes the importance of integrating a gender perspective into all DRR policies and practices, and the need to empower women to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation, and reconstruction.<sup>2</sup>

At global level, the main climate accountability mechanism is the intergovernmental **UN Framework Convention on Climate Change** (UNFCCC) process, which sets international goals to be collectively pursued by all 198 parties to the convention and regularly reviews country compliance with mitigation targets through national reporting mechanisms. UNFCCC Parties recognized the importance of involving women and men equally in UNFCCC processes by establishing the **Lima Work Programme on Gender** (LWPG) in 2018, and a 5-year enhanced Lima work programme on gender and its gender action plan, adopted in 2019.<sup>3,4</sup> Since then, gender-related language was incorporated into at least 120 UNFCCC decisions, and women's representation in global climate negotiations increased.<sup>5</sup>

The issues of gender and climate change have been reinforced by overarching provisions in the **Paris Agreement**, which promotes the development and effective implementation of gender-responsive climate policy and action at the regional, national, and local levels.<sup>6</sup> Furthermore, the **United Nations Convention on the Elimination of all forms of Discrimination Against Women** (UN CEDAW) requires that all policies, legislation, plans, programmes, budgets, and other activities related to disaster risk reduction and climate change are

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2 The Sendai Framework for Disaster Risk Reduction 2015-2030. Available at: <https://www.undrr.org/implementing-sendai-framework/what-sendai-framework>

3 UNFCCC (2014). Lima Work Programme on Gender (LWPG), Decision 18/CP.20. See: <https://unfccc.int/topics/gender/workstreams/the-gender-action-plan>

4 UNFCCC (2020). Enhanced Lima work programme on gender and its gender action plan, Decision 3/CP.25. See: <https://unfccc.int/topics/gender/workstreams/the-enhanced-lima-work-programme-on-gender>

5 At COP 27 in 2022, women accounted for 35 per cent of Party delegations. See: WEDO (2023). Gender Climate Tracker. Available at: <https://genderclimatetracker.org>

6 Paris Climate Agreement (2015). See: <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>

gender responsive, aim to reduce discrimination, and increase equality.<sup>7</sup>

Structured in five brief sections, the Gender Mainstreaming Guidance on Disaster Risk Reduction and Climate Change supports stakeholders to:

- understand gender inequality issues related to DRR and climate change;
- learn about relevant international frameworks, and EU policy recommendations and Directives;
- identify relevant indicators for mainstreaming gender in the policy area;
- know about standardized EU methods and tools to mainstream gender equality goals;
- engage in concrete follow-up, based on a succinct list of key recommended actions.

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“The capacities of women and girls to take action and build resilience depend on closing the gender gaps, removing existing structural barriers, negative social norms and gender stereotypes and strengthening women’s access to education, knowledge, universal social protection, finance, technology, mobility and other assets as well as ownership of and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

[W]omen’s full, equal, effective and meaningful participation and leadership at all levels of decision-making are critical for making climate change and environmental actions and disaster risk reduction and recovery efforts more effective.”

Source: Agreed conclusions of the 66th Session of the UN Commission of the Status of Women, 14th-25th March 2022, available at: <https://digitallibrary.un.org/record/3970226?ln=en>

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7 UN CEDAW Committee (2018). General Recommendation No.37 on Gender-related dimensions of disaster risk reduction in the context of climate change. See: <https://reliefweb.int/report/world/general-recommendation-no-37-gender-related-dimensions-disaster-risk-reduction-context#:~:text=The%20general%20recommendation%20focuses%20on,and%20fulfilled%20in%20accordance%20with>

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## Gender Equality is not just about 'women'.

Rather it is about the different realities and needs of women and men across society; and the recognition that these realities and needs should be valued and - importantly - nurtured.

This necessitates ensuring that all people are empowered to take a full and productive role in the family, community, society, and the economy. To be in control of their own lives, to make the choices they wish, and thus have fair and equal access to services, support, and opportunity.

Gender-responsive governance is therefore about making sure that in all its policies, programmes, activities, priorities, and budgets, government takes into account the different needs and concerns of women and men, and addresses and reduces inequalities between them.

Gender mainstreaming is the process of including a gender perspective from the earliest stages of planning to the final decisions on policy development and implementation in a specific field. This approach ensures that policies and programmes are assessed from the perspectives of women and men, and of those with diverse gender identities, so that the decisions made benefit the whole population. Thus, gender mainstreaming is a key method towards achieving gender equality.

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## BOX 1

### Relevant key international/global policy and legal frameworks

#### **Sendai Framework for Disaster Risk Reduction 2015-2030**

“Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens.”

#### **Paris Agreement on Climate Change**

“Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.”

#### **UN CEDAW General Recommendation No.37 on Gender-related dimensions of disaster risk reduction in the context of climate change**

“States parties should ensure that all policies, legislation, plans, programmes, budgets and other activities related to disaster risk reduction and climate change are gender responsive and grounded in human-rights based principles including:

- (a) Equality and non-discrimination, with priority being accorded to the most marginalized groups of women and girls, such as those from indigenous, racial, ethnic and sexual minority groups, women and girls with disabilities, adolescents, older women, single women, female-headed households, widows, women and girls living in poverty in both rural and urban settings, women in prostitution, and internally displaced, stateless, refugee, asylum seeking and migrant women;
- (b) Participation and empowerment, through the adoption of effective processes and the allocation of necessary resources to ensure that diverse groups of women have opportunities to participate in every stage of policy development, implementation and monitoring at each level of government from the local to the national, regional and international levels;
- (c) Accountability and access to justice, which require the provision of appropriate and accurate information and mechanisms to ensure that all women and girls whose rights have been directly and indirectly affected by disasters and climate change are provided with adequate and timely remedies.”

# 1 DISASTER RISK REDUCTION AND CLIMATE CHANGE - KEY GENDER ISSUES IN ALBANIA

The issues addressed in this guidance are highly complex and interconnected. To make the guidance more practical, the main focus is on two broader topics: disaster risk reduction (DRR) and climate change.

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**'Disasters risk reduction'** is the policy objective of anticipating and reducing risk. Disaster risk management (DRM) is often used interchangeably with DRR and can be considered as the implementation of DRR, since it describes the actions that aim to achieve the objective of reducing risk. Historically, dealing with disasters focused on emergency response, but towards the end of the 20<sup>th</sup> century, it was increasingly recognized that disasters are not natural (even if the associated hazard is), and that it is only by reducing and managing conditions of hazard, exposure, and vulnerability that we can prevent losses and alleviate the impacts of disasters. Since we cannot reduce the severity of natural hazards, **the main opportunity for reducing risk lies in reducing vulnerability and exposure**. Reducing these two components of risk requires identifying and reducing the underlying **drivers of risk**, which are particularly related to

- poor economic and urban development choices and practice,
- degradation of the environment,
- poverty and inequality, and
- climate change.

Addressing these underlying risk drivers will reduce disaster risk, lessen the impacts of climate change and, consequently, maintain the sustainability of development.

Source: UN Office for Disaster Risk Reduction, Prevention Web (2022), Understanding Disaster Risk, available at: <https://www.preventionweb.net/understanding-disaster-risk/key-concepts/disaster-risk-reduction-disaster-risk-management>

**'Climate change'** refers to a change of climate, which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which occurs in addition to natural climate variability observed over comparable time periods. 'Adverse effects of climate change' means changes in the physical environment or biota resulting from climate change which have significant deleterious effects on the composition, resilience or productivity of natural and managed ecosystems, or on the operation of socio-economic systems, or on human health and welfare.

Source: United Nations Framework Convention on Climate Change, Article 1, see: [https://unfccc.int/files/essential\\_background/background\\_publications\\_htmlpdf/application/pdf/conveng.pdf](https://unfccc.int/files/essential_background/background_publications_htmlpdf/application/pdf/conveng.pdf)

Disasters cause serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of people's exposure, vulnerability, and capacity. These can lead to human, material, economic, and environmental losses and impacts.<sup>8</sup> On the other hand, climate change is one of the main root causes of the planetary crises (in conjunction with biodiversity loss, and pollution and waste).<sup>9</sup> Climate change and increasingly extreme weather events have caused a surge in natural disasters over the past 50 years. From 1970 to 2019, natural hazards accounted for 50 per cent of all disasters, 45 per cent of all reported deaths, and 74 per cent of all reported economic losses. There were more than 11,000 reported disasters attributed to these hazards globally, with just over two million deaths, and US\$3,64 trillion in losses. More than 91 per cent of the deaths occurred in less developed countries.<sup>10</sup>

Disaster risk management is a key requirement of adapting to climate change. Analyses have shown an increasing number of disaster events in the past three decades, including in Albania, with floods, forest fires, landslide, storms, snowstorms, and heavy rains. The most affected municipalities are Fier, Vlora, Gjirokastra, Përmet, and Mallakstra.<sup>11</sup>

Women and girls are disproportionately impacted by disasters and threats of climate change. Due to gender-specific barriers and inequalities, women experience higher loss of lives and livelihoods during disasters, and a longer recovery time. Across the board, from life expectancy to education, housing, health, safety, job security, and nutrition, women and girls are impacted more severely than men. Yet, women are largely excluded from shaping disaster risk reduction and resilience policy, strategies, and programmes.<sup>12</sup> This is the case also for women in Albania, who in recent years have suffered greatly the consequences of several disasters, including those induced by climate change.

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8 UN Office for Disaster Risk Reduction (2022). See: <https://www.undrr.org/terminology/disaster>

9 UN Environmental Programme (2022). See: <https://www.unep.org/about-un-environment>

10 World Meteorological Organization (2021). State of Climate in 2021: Extreme events and major impacts. See: <https://public.wmo.int/en/media/press-release/state-of-climate-2021-extreme-events-and-major-impacts>; UN News (2021). Climate and weather-related disasters surge five-fold over 50years, but early warnings save lives. See: <https://news.un.org/en/story/2021/09/1098662>

11 Ministry of Tourism and Environment, GEF and UNDP (2021). Albania's First Biennial Update Report to the to the United Nations Convention on Climate Change (UNFCCC) 2021. See: [https://unfccc.int/sites/default/files/resource/First%20Biennial%20Update%20Report%20for%20Albania\\_EN.pdf](https://unfccc.int/sites/default/files/resource/First%20Biennial%20Update%20Report%20for%20Albania_EN.pdf)

12 UN Women (2022). Disaster Risk Reduction. See: <https://www.unwomen.org/en/what-we-do/humanitarian-action/disaster-risk-reduction>

## Women face more direct consequences of disasters

In recent years, Albania has been hit by several disasters with major human and financial impact, including repeated floods (in 2015, 2017, 2020/21, and 2022), the 2019 earthquake, the Covid-19 pandemic, as well as fires. During Spring 2021, thousands of hectares were flooded in the North (Shkodra and Lezha), and 1,200 hectares (autumn-winter 2021/22) in the South of the country, which directly resulted in the reduction of production and impoverishment of affected women and men. The lands in Kutalli - one of the most productive areas in the country mainly for cultivating greenhouse vegetables - have been flooded three times in the last decade, and drought has destroyed crops more than five times. The most problematic months in terms of flood disasters are October to March, during which maximum precipitation is discharged into the rivers and sea. More than 98 per cent of all events, including forest fires, are caused by meteorological conditions.<sup>13</sup>

Comprehensive studies on the specific impact of these events on women and men in Albania are lacking. However, several reports indicate that women – in particular those who were already in a vulnerable situation – were impacted by the consequences of natural hazards and the health crisis more severely. For example, following the 2015-floods in the Southeast of the country, UN Women documented several consequences of floods on women, including increased workload by four hours on average, resulting from clean-up and lack of energy supply; increase in violence against women, both inside and outside their home, with women heads of households facing a greater risk; decreased income; loss of arable land and livestock; and loss of access to services that help alleviate women's workload (e.g., kindergarten, schools, etc.).<sup>14</sup>

The post disaster needs assessment (PDNA), conducted after the 2019 earthquake to assess the performance of DRR services following the event found that "...the [earthquake] response was influenced by a series of existing vulnerabilities vulnerabilities [...]". In particular, the PDNA points out the disproportionate impact of the earthquake on women and girls in the affected areas, likely to increase their burden, especially of women living with their families. This is due to the likelihood of women to be pushed further towards

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13 Ministry of Tourism and Environment, GEF and UNDP (2021). Albania's First Biennial Update Report to the United Nations Framework Convention on Climate Change (UNFCCC). See: [https://unfccc.int/sites/default/files/resource/First%20Biennial%20Update%20Report%20for%20Albania\\_EN.pdf](https://unfccc.int/sites/default/files/resource/First%20Biennial%20Update%20Report%20for%20Albania_EN.pdf)

14 *Ibid.*



traditional roles and activities such as caring for children and elderly, disabled or ill family members, cleaning up, and taking care of what remained from their dwellings.<sup>15</sup> Civil society organizations working in the communities affected by the earthquake report that property rights of women in these areas may also be put at increased risk, as many houses/apartments that are being donated to affected families run the risk of being registered only in the name of the head of the household, traditionally the men, although property legislation requires that property gained during marriage is registered under the name of both spouses.<sup>16</sup>

A rapid gender assessment conducted in the aftermath of the Covid-19 outbreak in Albania revealed that women faced more limitations than men when trying to access food (46 per cent versus 43 per cent) due to market closures and the reduced opening hours of stores. More women (51 per cent) than men (27 per cent) worked from home instead of their usual place of work. As women's economic security was shaken, their share of unpaid care and domestic work increased, with 76 per cent of women reporting increased time spent on unpaid domestic work versus 66 per cent of men. In addition, women's psychological and mental health was more affected (69 per cent women versus 57.5 per cent of men), and women experienced more challenges seeking health services than men (55 per cent of women versus 45 per cent of men).<sup>17</sup>

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15 United Nations Albania (2020). Albania Post Disaster Needs Assessment. See: <https://albania.un.org/en/46378-albania-post-disaster-needs-assessment-pdna-volume-report-february-2020>

16 UN Country Team Albania Report to CEDAW, 2022 (unpublished).

17 UN Women (2020). The impact of COVID-19 on women's and men's lives and livelihoods in Europe and Central Asia: Preliminary results from a Rapid Gender Assessment. See: <https://albania.unwomen.org/en/digital-library/publications/2020/07/the-impact-of-covid19-on-womens-and-mens-lives-and-livelihoods>

# THE GENDER IMPACT OF THE 2015 FEBRUARY FLOODS IN SOUTHEAST ALBANIA



**1,400**  
farmhouses were  
inundated

**HOLDINGS  
ARE MAINLY  
REGISTERED IN THE  
HUSBAND'S NAME**

**15,000**  
farms and  
households  
affected by  
floods

## Agriculture

mostly formal, is the main source  
of food and income in affected areas.

- Land is destroyed and does not become productive for 2 years



- Livestock is lost



- Crops primarily produced for self-consumption are destroyed - less food for people



- Drinking water becomes unavailable or polluted, impacting on the health of family members and household expenditures



- Women's workload increases by on average 4 hours daily as a result of clean up and lack of energy supply



- Violence against women rises, with women-headed households facing a higher risk



- Income decreases



- Services become inoperable or inaccessible (schools, kindergartens) increasing women's care burden



In general, support for women working in agriculture is limited in rural areas; women constitute only ten percent of applicants for subsidies and of beneficiaries from technical services.

Source: UN Women (2016), based on: UN Women (2015), Gender Inequality and Flood Impacts; and Ministry of Agriculture, Rural Development and Water Administration, 2015 data for MTBP 2016-2018.

## Disaster risk reduction frameworks do not address gender inequalities consistently and in a comprehensive way

Albania is currently in the process of consolidating its policy framework on disaster risk reduction in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 (SFF DRR). The main legal basis in this area is the Law No.49/2019 'On Civil Protection' which established the National Agency for Civil Protection (NACP). In general, administrative capacity, infrastructure, and systems for early warning, prevention, preparedness, and response have been assessed as inadequate.<sup>18</sup>

While assessing the performance of DRR services delivered in the aftermath of the 2019 earthquake, the PDNA Civil Protection and DRR Sector assessment found "...limited human resources of the National Civil Protection Agency (NCPA), absence of emergency rooms at national and local levels, lack of any training on emergency coordination, insufficient training and equipment, etc."<sup>19</sup> In addition to these general capacity challenges, which significantly affect women and vulnerable groups, some of the key barriers to effectively integrating gender equality considerations in DRR measures include inadequate knowledge, guidance, and tools to support efforts of DRR stakeholders to take into account the specific needs of women and girls.<sup>20</sup>

The Law No.45/2019 'On civil protection' provides for a few gender considerations, including the right of women to seek protection and be prioritized in the emergency response for adequate living conditions together with children, the elderly, and persons with disabilities. However, a careful analysis of the law is necessary to assess whether current provisions provide sufficient guarantees to adequately address the priorities and needs of women during emergency situations. Gender analysis is required also for revising secondary legislation, which provides significant opportunities for gender mainstreaming in DRR. Towards this end, the Law No.45/2019 'On civil protection' requires partnership with civil society organizations in the drafting and implementation of policies on risks and disaster mitigation, paving the way for stronger collaboration with specialized women's organizations.

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18 European Commission (2021). Albania Report 2021. See: [https://ec.europa.eu/neighbourhood-enlargement/albania-report-2021\\_en](https://ec.europa.eu/neighbourhood-enlargement/albania-report-2021_en)

19 UN Albania (2020). Albania Post Disaster Needs Assessment. See: <https://albania.un.org/en/46378-albania-post-disaster-needs-assessment-pdna-volume-report-february-2020>

20 Joint Work Plan between the Government of Albania and UN 2020-2021, Outcome 4, Environment and Climate Change.

The fact that women and girls are disproportionately impacted by disasters and threats of climate change is adequately recognized in Albania's first National Strategy on Disaster Risk Reduction 2023-2030 ('DRR Strategy') and its Action Plan, approved on 22 February 2023.<sup>21</sup> The Strategy – in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 (SFF DRR) – aims to guide all future activities and investments on disaster risk management in the country through a comprehensive and inclusive approach. Towards this end, efforts have been made to integrate a gender perspective and to address priorities of individuals who are more vulnerable to disasters, such as women, children, the elderly, persons with disabilities, and LGBTI+ persons. More specifically, the Strategy includes a dedicated objective to ensure awareness raising and resilience building among communities, with a particular focus on gender equality principles (Objective 2). Section 6.4 of the Strategy makes explicit reference to the increased risks that women and other groups face during natural disasters and addresses intersecting forms of vulnerabilities resulting from gender and other factors, such as age, sexual orientation, disability, ethnicity, social and economic status, and others. The document makes important commitments with regards to gender equality, including to:

- ensure that in all phases of disasters risk management and strategic projects the priority needs of women and vulnerable groups, and the impact of disasters on the wellbeing of these groups, is taken into consideration;
- adopt general strategic provisions on gender equality and vulnerability at the local level during the process of preparing and implementing local DRR Action Plans;
- promote women's participation and their leading role during all phases of disaster risk management; and
- ensure gender-responsive budgeting in all projects, schemes, and initiatives that focus on DRR, complemented with a checklist with gender-responsive budgeting criteria.

Despite these important commitments, the DRR Strategy would have benefited from closer alignment with international and EU standards on integrating a gender perspective and applying consistent gender mainstreaming. For example, the gender analysis in Section 6.4 is relatively general and lacks specific information and data on how women are impacted by disasters in the Albanian

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<sup>21</sup> DCM No.94, dated 22/02/2023, as published in the Official Gazette No.31, dated 24/02/2023. See: <https://qbz.gov.al/eli/fz/2023/31/099f9b27-e232-4aa5-ae19-20d532632f74>

context. None of the proposed activities in the Strategy's Action Plan mention or respond specifically to the situation of women/girls and other vulnerable groups. The Action Plan's lack of gender-sensitive indicators is problematic, since such indicators are essential for (i) identifying gender gaps during implementation of proposed measures; and (ii) monitoring the impact of DRR activities on women/girls and vulnerable groups. Thus, it is important that gender expertise and capacity building are provided during implementation and monitoring of the Action Plan to ensure that the Strategy's declared gender equality commitments are effectively operationalized in practice.

The explicit gender-sensitive provisions in the Strategy - in particular the commitment to ensure that general provisions on gender equality and vulnerability are "adopted at the local level" during the process of preparing and implementing local DRR Action Plans - constitute a solid foundation for making DRR management in Albania truly gender-responsive. However, it is important that the term "adopted" used in the Strategy is understood as a comprehensive process where gender equality considerations are integrated throughout the preparation and implementation phases of local plans, in accordance with the recommendations included in this Gender Mainstreaming Guidance. (See section 4 - Main methods and tools for gender mainstreaming).

In March 2023, the national document 'On Disaster risk assessment at the central level' was approved, representing an important step towards strengthening the national civil protection system.<sup>22</sup> The document contains six thematic assessments – one for each of the major risks identified: floods, earthquakes, landslides, technological risks, fires, and infectious diseases. However, neither the core document nor the thematic assessments include gender considerations, address gender equality issues, or make reference to vulnerable groups.

### **Climate change and environmental degradation specifically impact on women's lives and livelihoods**

In Albania, the availability of analyses on how climate change affects women and men differently is limited. According to a survey conducted for the Fourth National Communication (4NC), 39.0 per cent of respondents believe there are differences in men's and women's ability to react to climate change.<sup>23</sup> So far, analysis in this area has focused mainly on agriculture, which is labor-intensive, and women

<sup>22</sup> Approved with DCM No.168, dated 24/03/2023 and published in the Official Gazette No.51, dated 28/03/2023. See: <https://qbz.gov.al/eli/fz/2023/51/182631e0-3d7c-46d8-bee2-6b37acb60a55>

<sup>23</sup> Ministry of Tourism and Environment, GEF and UNDP (2021). Albania's First Biennial Update Report to the United Nations Convention on Climate Change (UNFCCC). See: [https://unfccc.int/sites/default/files/resource/First%20Biennial%20Update%20Report%20for%20Albania\\_EN.pdf](https://unfccc.int/sites/default/files/resource/First%20Biennial%20Update%20Report%20for%20Albania_EN.pdf)

are heavily involved: 40.1 per cent of women compared to 28.7 per cent of men work in this sector.<sup>24</sup> Agricultural production and arable land in Albania are highly dependent on environmental conditions, and they also are the first to be affected by waste treatment processes such as incineration. For example, the decrease in agricultural production recorded in the Verri Village of Fier in Albania was found to be related to the impact the nearby incinerator had on the surrounding arable land. This concern was addressed especially by the women of this area, who felt the direct consequences of the incinerator on their livelihood.<sup>25</sup>

Furthermore, the 4NC survey identified an increase in time-use for main household chores and enhanced violence against women as the main impacts of climate change on women's lives. Women also reported a greater increase in health, physical, and emotional problems following climate-related disasters compared to men. In particular, pregnant women are disproportionately affected by the disruption in access to healthcare following a disaster.<sup>26</sup> In the aftermath of floods, they are more prone to developing bronchitis or infections as they clean up damp houses. Similarly, exposure to high temperatures has adverse effects on pregnant women (teratogenic effect). These gender-specific impacts intersect with those that are related to ethnicity, location (especially in areas with more vulnerable populations), poverty, and migration status.

The waste management cycle is another area where gender differences are prevalent. These differences are defined by women's primary household responsibilities and depend on varying perceptions on what is waste and what is not, and on women's and men's different consumption behaviors. Waste and wastewater treatment processes impact production, industrial pollution, and household behavior with different consequences for women and men. For example, women are more affected by the lack of wastewater treatment and by an inoperative sewerage system as women's contamination risk tends to be greater compared to men's.<sup>27</sup>

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24 INSTAT (2023). Men and Women in Albania 2023. See: <https://www.instat.gov.al/al/publikime/librat/2023/burra-dhe-gra-2023/>

25 Monitoring Network against Gender-Based Violence (2019). Report of civil society organizations for implementation of the Beijing Platform for Action in Albania, Beijing +25. See: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Get%20involved/Beijing-25/Generation-Equality-Forum/CSO-Beijing-Report-Albania-en.pdf>

26 Albania's Revised Nationally Determined Contributions Action Plan (2021). Available at: <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Albania%20First/Albania%20Revised%20NDC.pdf>

27 United Nations Country Team Albania (2020). Common Country Analysis. See: [https://albania.un.org/sites/default/files/2021-02/Web\\_CCA\\_2020\\_final.pdf](https://albania.un.org/sites/default/files/2021-02/Web_CCA_2020_final.pdf)

## Lack of gender mainstreaming and women's voices in climate change policies and measures

Concrete steps for integrating gender equality considerations in climate change policies remain insufficiently addressed by Albanian legislation and national policies. Even though Albania's First Biennial Update Report contains Guidelines on mainstreaming gender equality goals in climate change mitigation and adaptation programs and plans, their reflection in all recent key climate-related laws and policies is pending. This includes the Law No.155/2020 on Climate Change, the National Strategy on Climate Change (NSCC) as well as its two annexes, the National Action Plan on Mitigation (NAPM) and the National Adaptation Plan (NAP), adopted through Council of Ministers' Decision No.466, dated 03/07/2019.<sup>28</sup> In these documents, the language used is largely gender blind, especially in the narrative description, and no dedicated gender-sensitive objectives or actions are defined. Similarly, gender considerations are missing from other adaptation policies and plans, such as the National Strategy for Sustainable Tourism Development (2019-2023)<sup>29</sup>, the National Forest Policy (2019-2030)<sup>30</sup>, and the Integrated Cross-sectoral Plan of Tirana-Durrës Area.<sup>31</sup> The 'Green City Action Plan of Tirana' has a specific section on adaptation and includes a scoring system for assessing the *ex ante* impact of proposed actions against five socio-economic indicators, including gender equality.<sup>32</sup> Information on how gender impact was initially assessed or on the monitoring of gendered impact of actions under this Action Plan over time is publicly unavailable.

One of the reasons for the lack of a gender perspective in Albania's legal and policy framework on climate change is the absence of interest groups representing women and disadvantaged groups in *ex ante* assessments and during the process of developing policies and programmes related to

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28 The National Strategy on Climate Change is a national policy with a cross-sectoral approach; it has two annexes: the National Action Plan on Mitigation (NAPM) and the National Adaptation Plan (NAP), available at: <https://www.fao.org/faolex/results/details/en/c/LEX-FAOC211874/>

29 Ministry of Tourism and Environment (2019). National Strategy for Sustainable Tourism Development 2019-2023. See: <https://turizmi.gov.al/wp-content/uploads/2019/12/National-Tourism-Strategy-2019-2023-EN.pdf>

30 Available at: <https://www.fao.org/faolex/results/details/es/c/LEX-FAOC204065/>

31 Accessible at: <https://www.yumpu.com/en/document/read/59900990/integrated-cross-sectorial-plan-of-tirana-durres-area>

32 Municipality of Tirana (2018). Green City Action Plan of Tirana. Available at: <https://ebrdgreencities.com/assets/Uploads/PDF/Tirana-GCAP.pdf> (English version); and at: <https://ebrdgreencities.com/assets/Uploads/PDF/Tirana-GCAP-Alba.pdf> (Albanian version).

environment and climate change. Civil society organizations report that even when consultative meetings have been organized - for example, on integrated management of recycled waste - they lack substantial participation of local women and local community-based NGOs.<sup>33</sup> However, representation and active participation of women and disadvantaged groups in these processes is an obligation under the Convention on Access to Information, Public Participation in Decision-making, and Access to Justice in Environmental Issues (Aarhus Convention).<sup>34</sup>

### Lack of gender statistics on DRR, climate change, and environment

Currently, the national statistical system in Albania does not foresee any measurement of disaster risk reduction at national or local level. In cases of disasters, ad-hoc measurements are undertaken (see examples below). The exact methods and tools applied for these measurements have not yet been reflected in the common national framework for disaster risk reduction and its monitoring framework.

**First case.** The first disaster risk measurement undertaken with a gender perspective was conducted after the floods in the South of Albania in 2015. The disaster risk gender assessment conducted by UN Women applied quantitative and qualitative tools.<sup>35</sup>

**Second case.** After the earthquake of November 2019, available secondary data and primary information were collected by various state institutions as well as by private actors (non-administrative sources). In addition, INSTAT conducted structured surveys, such as on building ascertainment, a business survey, and a livelihood survey which was addressed to displaced women and men in hotels and tents. The methodology used by INSTAT was based on the EU Statistics on Income and Living Conditions (EU-SILC) and household budget survey (HBS) as the most consolidated household surveys existing at national level. In case of the November 2019 earthquake, the data-collection method used by INSTAT

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33 Monitoring Network against Gender-Based Violence (2019). Report of civil society organizations on the implementation of the Beijing Platform for Action in Albania, Beijing+25. Available at: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Get%20involved/Beijing-25/Generation-Equality-Forum/CSO-Beijing-Report-Albania-en.pdf>

34 UNECE (1998). Convention on access to information, public participation in decision-making and access to justice in environmental matters. See: <https://unece.org/DAM/env/pp/documents/cep43e.pdf>

35 UN Women - Women's Resilience to Disasters Knowledge Hub (2021). Gender inequality, earthquake and flood impacts in Albania. See: <https://wrđ.unwomen.org/explore/insights/gender-inequality-earthquake-and-flood-impacts-albania>



allows the computation of three specific gender indicators proposed by the UN ESCAP & UN Women working group<sup>36</sup>:

- (i) Number of deaths, missing persons and directly affected persons, disaggregated by sex.
- (ii) Number of people whose damaged dwellings were attributed to disasters, disaggregated by sex.
- (iii) Number of people whose livelihoods were disrupted or destroyed, disaggregated by sex.

**Third case.** During the Covid-19 pandemic, Albania was included in UN Women's global initiative for measuring the socio-economic impact of lockdown. A consolidated methodology was developed and applied uniformly across countries and regions globally, thereby ensuring comparability of data.

## BOX 2

### Summary of main gender issues in DRR and climate change in Albania

- Women face more direct consequences of disasters.
- Disaster risk reduction frameworks do not address gender inequalities consistently and in a comprehensive way.
- Climate change and environmental degradation specifically impact on women's lives and livelihoods.
- Lack of gender mainstreaming and women's voices in climate change policies and measures.
- Lack of gender statistics on DRR, climate change, and environment.

<sup>36</sup> UN ESCAP Statistics Division, IUCN, UNEP and UN Women (2019). Mainstreaming gender in environment statistics for the SDGs and beyond: Identifying priorities in Asia and the Pacific. Working Paper Series SD/WP/10 October. See: <https://repository.unescap.org/handle/20.500.12870/1138?locale-attribute=es>

## BOX 3

### Direct or systemic (indirect) gender discrimination

People often assume that discrimination on the basis of sex or gender comes from a deliberate intention to exclude or disadvantage one sex or gender. Direct discrimination certainly includes such intentional actions, but it also includes decisions made based on biases or stereotypes, where certain characteristics are attributed to an individual based on their sex or gender. For example, assumptions such as “women can’t drive big trucks” or “men don’t know how to look after babies”, or “gay men are not strong” can prevent an individual’s skills, experience and attributes from being considered, resulting in discrimination against them based on perceived gender, sexual orientation or gender identity.

Systemic or indirect discrimination is not widely understood even amongst people who advocate for gender equality. It is often not apparent without a clear gender analysis of the different impacts of an event or policy. For example, a recovery programme based on compensation for owners of land or property sounds fair, but in most cases this would (a) not provide any support for the poorest people and (b) advantage men over women if in that context men are more likely to be named on marital property titles, or men in general hold more assets and therefore obtain greater economic support in recovery. Livelihoods programmes that focus only on formal employment can have the same effect. This is indirect or systemic discrimination, when an apparently neutral policy has the effect of disadvantaging one group, even if this was not intended.

Source: UNDRR (2023), A Review of Gender and the Sendai Framework, United Nations Office for Disaster Risk Reduction (UNDRR), see: <https://www.undrr.org/publication/review-gender-and-sendai-framework>

## 2 GENDER EQUALITY IN CLIMATE CHANGE AND DRR POLICIES IN THE EU ACCESSION CONTEXT

The current climate and environmental crises have prompted the EU to be highly active in reducing its environmental footprint both in the EU and globally, including within humanitarian action. In 2021, the EU adopted a set of proposals known as the 'European Green Deal', which aims to reduce greenhouse gas emissions and make Europe the world's first climate-neutral continent by 2050. The EU pays particular attention to measures and investments to counter climate and weather-related events requiring humanitarian assistance through dedicated programmes and tools, including: (i) a set of measures to reduce loss of lives and resources (disaster preparedness); (ii) an early warning and information system to monitor hazards and events around the world; and (iii) a funding instrument designed to respond to unexpected emergencies (the emergency toolbox).<sup>37</sup>

The European Commission is at the forefront of promoting risk reduction and anticipatory actions. Signatory to the Sendai Framework, the European Commission supports the adoption of a risk-informed approach into all EU policies and programmes. The overarching priorities of EU policy for environment and climate are identified in the Eighth Environment Action Programme (EAP), which builds on the European Green Deal and will be guiding European environment policy until 2030.<sup>38</sup>

The European Green Deal sets Europe on the pathway to becoming the first climate-neutral continent by 2050, while the EU's first-ever Gender Equality Strategy is designed to make gender equality a reality in the European Union. Building synergies between these two strategies is ever more important today to support Europe's recovery from the Covid-19 induced crisis through fostering green and digital transitions in an inclusive way.

Climate change and disasters affect the economic and social rights of both women and men. However, there are gender differentiated impacts that often leave women - including in the EU - with increased risks and vulnerabilities to the effects of climate change. Thus, monitoring the gendered outcomes of climate change policies is important to identify needed reforms to the climate protection system so that adaptation and mitigation responses are gender-responsive and promote gender equality, poverty eradication, and sustainable development.<sup>39</sup> Some of the key EU policy documents on climate change, DRR, and gender equality include:

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37 European Commission (2022). European Civil Protection and Humanitarian Aid Operations, Climate Change and Environment Factsheet. See: [https://ec.europa.eu/echo/what/humanitarian-aid/climate-change-and-environment\\_en](https://ec.europa.eu/echo/what/humanitarian-aid/climate-change-and-environment_en)

38 European Commission (2022). Environment action programme to 2030. See: [https://ec.europa.eu/environment/strategy/environment-action-programme-2030\\_en#related-topics](https://ec.europa.eu/environment/strategy/environment-action-programme-2030_en#related-topics)

39 European Institute for Gender Equality (EIGE) (2016). Gender in environment and climate change. See: <https://eige.europa.eu/topics/environment-and-climate-change>

- the 2009 European Council Conclusions on Climate Change and Development highlights "the human dimension of climate change, including a gender perspective, and that poor people are most at risk, and that their resilience to climate change needs to be strengthened". The document also emphasizes the need to ensure that in developing adaptation strategies "special attention should be paid to gender equality and women's empowerment";<sup>40</sup>
- the 2012 Council Conclusions on Gender Equality and the Environment state that enhanced decision making, qualifications, and competitiveness in the field of climate change mitigation policy in the EU play an important role in the focus assigned to gender issues throughout EU environmental policies;<sup>41</sup>
- European Parliament Resolution of 20 April 2012 on women and climate change (2011/2197(INI)), Publications Office of the European Union, 2012, Luxembourg;<sup>42</sup>
- European Parliament Resolution of 11 September 2012 on women and the green economy (2012/2035(INI)), Publications Office of the European Union, 2012, Luxembourg.<sup>43</sup>

The EU's most recent Eighth Environment Action (EEA) Programme (2022) recognizes the gender-specific impact of environmental changes. It acknowledges the fact that gender-differentiated roles cause differentiated vulnerabilities of women and men also to the effects of climate change, and that climate change exacerbates existing gender inequalities. The EEA Programme specifically requires gender mainstreaming throughout climate and environmental policies, including by incorporating a gender perspective at all stages of the policy-making process.<sup>44</sup>

40 Council of the European Union (2009). Conclusions on Climate Change and Development. See: [https://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/ec/108622.pdf](https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/108622.pdf)

41 Council of the European Union (2012). Conclusions on Gender Equality and the Environment. Available at: <https://eige.europa.eu/sites/default/files/documents/Council%20conclusions%20on%20gender%20equality%20and%20climate%20change.pdf>

42 See: [https://www.europarl.europa.eu/doceo/document/TA-7-2012-0145\\_EN.html](https://www.europarl.europa.eu/doceo/document/TA-7-2012-0145_EN.html)

43 See: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52012IP0321>

44 DECISION (EU) 2022/591 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 6 April 2022 on a General Union Environment Action Programme to 2030. See: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32022D0591&from=EN>

## BOX 4

### Examples of gender mainstreaming in DRR

According to a 2017 study in **Nepal**, 71 per cent of men received early notification of natural disasters from official sources, while the majority of women, about 51 per cent, received this notification from informal sources and their social circle. To address this and other issues, the Nepal DRR Strategy (2018-2030) requires gender mainstreaming in all policies and practices as well as makes a commitment to promote women in decision-making processes in this field. The strategy also envisages the sex-disaggregation of DRR data and provides a set of strategic activities aimed at protecting and responding to the specific needs of women during natural disasters.

Source: <https://www.preventionweb.net/publication/nepal-national-policy-and-strategic-actionplan-disaster-risk-reduction-and-management>; for more information, see: Practical Action (2017), Gender transformative early warning systems: Experiences from Nepal and Peru, available at: <https://reliefweb.int/sites/reliefweb.int/files/resources/Gender%20Transformative%20Early%20Warning%20Systems.pdf>

During the earthquake in **East Japan** in 2011, many problems arose due to deficiencies in the reserves, assistance, and equipment of operational and rescue centres. Among the main shortcomings were specific assistance for women, as well as the lack of places for breastfeeding, bathrooms, and dressing rooms for women. Consequently, the Japan DRR Plan, adopted in 2016, provides for the obligation to take into account the specific needs of women and men in all aspects of natural disaster management, including prevention, emergency response, recovery, and reconstruction. This plan also requires the participation of women in decision-making fora related to disaster management and reconstruction. In addition to the central level, this obligation extends to local government and DRR plans at the local level.

See: [http://www.bousai.go.jp/kaigirep/hakusho/pdf/H30\\_hakusho\\_english.pdf](http://www.bousai.go.jp/kaigirep/hakusho/pdf/H30_hakusho_english.pdf)

**Finland's National Strategy for Civil Crisis Management**, adopted in 2014, advances the principles of social and gender equality and non-discrimination across all sectors of civilian crisis management. Furthermore, in 2019, while updating its 2016 Climate and Energy Strategy, Finland carried out a gender impact assessment, which showed that the combination of gender, climate emissions, and climate attitudes form a significant cluster of factors: men's activities were found to result in higher emissions, as they tend to work in sectors and make consumption decisions that cause more emissions; women would more readily take climate-friendly measures in private life, as well as at work and in society at large, however, are often not involved in emissions-related decision-making.

See: [https://vnk.fi/documents/10616/1098657/J1014\\_National+Strategy+for+Civilian+Crisis+Management.pdf](https://vnk.fi/documents/10616/1098657/J1014_National+Strategy+for+Civilian+Crisis+Management.pdf); <https://www.iea.org/policies/6367-national-energy-and-climate-strategy-of-finland-for-2030>; and <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202111090956---SI-11-09-2021%20EU%20Submission%20on%20Gender.pdf>





The **Czech Republic's Gender Equality Strategy 2021–2030** stresses the importance of incorporating a gender equality perspective into the agenda of environmental protection and transport policy. The strategy supports research projects that investigate the specific effects of climate change on gender inequality. It also proposes guidelines on integrating gender equality goals into the design and implementation of policies associated with environmental protection. Examples include (i) applying gender equality as a cross-cutting principle in subsidy programmes associated with environmental protection; and (ii) conducting analyses of the differentiated health and social effects which unfavorable environment conditions have on women and men.

See: <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202111090956---SI-11-09-2021%20EU%20Submission%20on%20Gender.pdf> and <https://www.vlada.cz/assets/ppov/gcfe/Gender-Equality-Strategy-2021-2030.pdf>

In drafting **Spain's National Adaptation Plan (PNACC) 2021-2030**, a gender perspective, gender-responsiveness of climate actions, and participatory consultations were essential elements from the beginning of the process. The PNACC mainstreams a gender perspective by including a gender approach as one of the cross-cutting aspects to be considered in the development of all adaptation policies and measures. Firstly, the PNACC vulnerability analysis is based on socio-demographic variables, including gender. Secondly, the PNACC identifies specific lines of action for the integration of a gender perspective into adaptation. Dedicated measures include: (i) the collection of sex-disaggregated data and the development of gender-sensitive indicators; (ii) the consideration of gender-specific differences in accessing information and training, risk perception, environmental behaviors, and lifestyles; and (iii) promoting women's participation in decision-making fora, in recognition of women as agents of change.

See: <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202111090956---SI-11-09-2021%20EU%20Submission%20on%20Gender.pdf> and [https://www.miteco.gob.es/cambio-climatico/temas/impactos-vulnerabilidad-y-adaptacion/pnacc-2021-2030-en\\_tcm30-530300.pdf](https://www.miteco.gob.es/cambio-climatico/temas/impactos-vulnerabilidad-y-adaptacion/pnacc-2021-2030-en_tcm30-530300.pdf)

# 3 LINKING GENDER IN CLIMATE CHANGE AND DRR WITH THE EU GENDER EQUALITY ACQUIS

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**Gender mainstreaming** is a strategy which involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, strategies, budgets, spending programmes, project activities, regulatory measures, administrative functions, and institutional culture, with a view to promoting **equality between women and men**, and preventing and eliminating discrimination.

Gender mainstreaming ensures that policy-making and legislative work are of higher quality, and policies respond more effectively to the needs of all citizens – women and men, girls and boys. With gender mainstreaming, public interventions are more effective, ensuring that inequalities are not perpetuated.

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The main objective of EU programmes in (pre-)accession countries is to support potential Member States to adopt and implement all reforms (i.e., political, institutional, legal, administrative, social, and economic) that are required to comply with EU values and align with EU rules, standards, policies, and practices. The accession criteria (Copenhagen Criteria) include clear preconditions for stable institutions guaranteeing democracy, the rule of law, human rights, and respect for and protection of minorities.<sup>45</sup> Gender equality - as one of the key rule-of-law principles - forms an inherent part of the Enlargement Strategy.<sup>46</sup> Enlargement requires each accession country to adopt the body of common rights and obligations (the EU *acquis*) that are binding for all EU member states.<sup>47</sup> Gender equality is integral to accession and legal harmonization processes by applying the rights-based approach principles of (i) legality, universality and indivisibility of human rights; (ii) participation; (iii) non-discrimination; (iv) accountability; and (v) transparency, in each step of programming, implementation, monitoring, and evaluation of EU-support.

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45 Conclusions of the Presidency, European Council, Copenhagen, 21-22 June 1993. See: <https://www.consilium.europa.eu/media/21225/72921.pdf>

46 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - A credible enlargement perspective for and enhanced EU engagement with the Western Balkans, 2018, p.4. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52018DC0065>

47 See: <https://eur-lex.europa.eu/summary/glossary/acquis.html>

**At EU-level**, the obligation to engage in gender mainstreaming emanates, among others, from:

- the Treaty of the European Union (TEU)<sup>48</sup>;
- the Treaty of the Functioning of the European Union (TFEU)<sup>49</sup> Articles 8 and 10, which mandate the EU and Member States to ensure gender equality goals are mainstreamed in all EU activities;
- the Council Directive 2004/113/EC of 13 December 2004<sup>50</sup>, 'Implementing the principle of equal treatment between men and women in the access to and supply of goods and services';
- the Directive of the European Parliament and of the Council 2006/54/EC of 5 July 2006<sup>51</sup> 'On the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation' (Recast Directive).

Furthermore, gender mainstreaming is clearly reflected in the EU Gender Action Plan III (2021-2025)<sup>52</sup>, and it is integral part of the Regulations of the EU Instrument for Pre-Accession Assistance (IPA III)<sup>53</sup>: **when accessing the EU, candidate countries are required to comply with the *acquis* on gender equality and non-discrimination.**

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48 Consolidated version of the Treaty of the European Union (TEU). Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012M%2FTXT>

49 Consolidated version of the Treaty of the Functioning of the European Union (TFEU). Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012E%2FTXT>

50 Council Directive 2004/113/EC of 13 December 2004 'Implementing the principle of equal treatment between men and women in the access to and supply of goods and services'. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32004L0113>

51 DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL 2006/54/EC of 5 July 2006 'On the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation' (Recast Directive). Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32006L0054>

52 Joint Communication of the European Parliament and the Council: EU Gender Action Plan (GAP) III – An ambitious agenda for gender equality and women's empowerment in EU external action. See: [https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf); EU GAP III is fully aligned with international instruments such as: the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW); the Beijing Platform for Action (BPfA); and UN Council Resolution 1325 'Women Peace and Security' (UNSCR 1325).

53 REGULATION (EU) 2021/947 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No.466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No.480/2009. See: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32021R0947&from=EN>



At the **international level**, Albania has ratified and endorsed essential international treaties and policy instruments obliging the country to safeguard women's rights and support gender equality:

- the United Nations Convention on the Elimination of all forms of Discrimination Against Women (UN CEDAW)<sup>54</sup>;
- the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)<sup>55</sup>;
- the Beijing Declaration and Platform for Action (BPfA)<sup>56</sup>;
- the United Nations Security Council Resolution 1325 'Women Peace and Security' (UNSCR 1325)<sup>57</sup>; and
- the International Labour Organization (ILO) Fundamental Conventions<sup>58</sup>, as well as C190 concerning the Elimination of Violence and Harassment in the World of Work.<sup>59</sup>

EU Gender Law and EU GAP III are aligned with the abovementioned documents and hence constitute an integral part of the EU accession process.

**At national level**, the Albanian Constitution prohibits discrimination on the basis of gender (Article 18/2).<sup>60</sup> Law No.9970, dated 24/07/2008, 'On Gender Equality in Society'<sup>61</sup> defines the term 'gender mainstreaming'. Law No.10221,

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54 United Nations General Assembly (1979). Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). See: <https://www.ohchr.org/en/instruments-mechanisms/instruments/convention-elimination-all-forms-discrimination-against-women>

55 Council of Europe Convention on preventing and combating violence against women and domestic violence (2011). See: <https://www.coe.int/en/web/istanbul-convention/home>

56 Beijing Declaration and Platform of Action (1995). See: <https://www.unwomen.org/en/digital-library/publications/2015/01/beijing-declaration>

57 United Nations Security Council Resolution 1325 on women and peace and security (2000). See: <https://www.unwomen.org/en/docs/2000/10/un-security-council-resolution-1325>

58 ILO Conventions and Recommendations [Online]. See: <https://www.ilo.org/global/standards/introduction-to-international-labour-standards/conventions-and-recommendations/lang--en/index.htm>

59 ILO (2019). Convention No.190 concerning the Elimination of Violence and Harassment in the World of Work. Available at: [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:C190](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C190); for more information see: <https://www.ilo.org/global/topics/violence-harassment/lang--en/index.htm>

60 Constitution of the Republic of Albania. Available at: <https://www.osce.org/albania/41888>

61 Law No.9970, dated 24/07/2008 'On gender equality in society', as published in the Official Gazette No.125, dated 01/08/2008. Available at: <http://www.osce.org/albania/36682>

dated 04/02/2010, 'On Protection from Discrimination', amended in 2020<sup>62</sup>, obliges public authorities in their entirety to promote equality and prevent discrimination in exercising their functions (Article 7, Protection from discrimination). Furthermore, the law addresses structural and intersectional discrimination, as well as the elimination of privilege.

The National Strategy for Gender Equality (NSGE) 2021-2030, adopted through Council of Ministers' Decision No.400, dated 30/06/2021, through its Strategic Goal IV, establishes the "Application of gender mainstreaming as the main tool of achieving gender equality and gender justice in society".<sup>63</sup> It foresees monitoring of new strategies that integrate a gender perspective, and the allocation of respectively matching budget allocations at central and municipal level. Thereby, the NSGE provides the strategic framework for gender mainstreaming across sectors and levels of governance.

### 3.1 Alignment with EU Gender Action Plan (GAP) III and relevant indicators

As evidenced in documents such as Country Reports and Country Gender Profiles for Albania, significant gaps persist in addressing gender inequality issues and in the application of gender mainstreaming.<sup>64</sup> This applies also to policy areas in which women's unequal status is well-documented and clearly evidenced by administrative data. Underlying reasons include:

- (i) the stereotypical and erroneous conceptualization of a 'standard citizen' who is male;
- (ii) limited gender mainstreaming capacity and skills within the administration;
- (iii) absence of the obligation to conduct policy area-specific gender analysis on a routine basis; and
- (iv) weak reflection of gender equality norms and standards in processes, procedures, and systems of governance.

62 As amended by the Law No.124/2020. See: <https://www.kmd.al/wp-content/uploads/2021/04/Law-on-Protection-from-Discrimination-Albania.-2020.pdf>

63 National Strategy for Gender Equality 2021-2030, published in the Official Gazette No.112, dated 15/07/2021. See: <https://qbz.gov.al/eli/fz/2021/112>; the English version is available at: [https://albania.unwomen.org/sites/default/files/2022-02/WEB\\_Strategjia%20Kombetare%20-%20EN.pdf](https://albania.unwomen.org/sites/default/files/2022-02/WEB_Strategjia%20Kombetare%20-%20EN.pdf)

64 European Commission, EU Country Reports in 2017, 2018, 2019, 2020, 2021, and 2022; UNDP and UN Women (2016), Gender Brief Albania; UN Women (2020), Country Gender Equality Brief Albania 2020.

A further obstacle is posed by the fact that individuals involved in the drafting of policies and programmes find it difficult to precisely pinpoint the main gender inequality issues in their specific area of engagement. As a consequence, the vast majority of policies, plans, and programmes remain without concrete gender equality objectives.

Public policies are expected to work for specific outcomes. Indicators outline the regulatory markers of achievement of these outcomes. With regard to monitoring progress on gender equality, the indicators of the EU Gender Action Plan 2021-2025 (GAP III) serve as valuable guidance.<sup>65</sup> They illustrate what kind of change (i.e., outcomes) in the lives of women/girls and men/boys needs to be achieved and measured in a policy area.

In the framework of Albania's EU accession process, mainstreaming gender equality requires that EU GAP III objectives and indicators are gradually accommodated within the country's policy framework. Towards this end, the below table presents the alignment between (i) the EU Chapter(s) relevant for a particular policy area; (ii) the respective national policy documents which shall accommodate the EU gender equality considerations; and (iii) the specific EU GAP III objectives and indicators which need to be incorporated into national monitoring frameworks.

Collection and availability of gender statistics on DRR, climate change, and environment are at a rudimentary stage in Albania. For this reason, in the below table, possible primary sources of administrative data for establishing the relevant EU indicators are provided in a dedicated column. The alignment is supplemented by the matching gender-related SDG Indicators, which links gender mainstreaming in the EU accession process to gender equality goals at global level.

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<sup>65</sup> European Commission and High Representative of the Union for Foreign Affairs and Security Policy (2020). Objectives and Indicators to Frame the Implementation of the Gender Action Plan III (2021-25), p.27. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020SC0284>

## TABLE 1

Alignment of Chapter 27 with EU GAP III Indicators

Chapter 27 – Environment and Climate Change		
<p><b>Related national policy documents</b></p>	<p>The Intended Nationally Determined Contribution to the achievement of the objectives of the United Nations Framework Convention on Climate Change</p> <p>National Strategy on Climate Change (NSCC) and its two annexes: the National Action Plan on Mitigation (NAPM) and the National Adaptation Plan (NAP)</p> <p>National Integrated Energy and Climate Strategy, as an engagement of the Republic of Albania at the Ministerial Meeting of the Energy Community (December 2017)</p> <p>National Strategy for Sustainable Tourism Development (2019-2023)</p> <p>National Forest Policy (2019-2030)</p> <p>National Strategy for Disaster Risk Reduction 2023-2030 and its Action Plan</p> <p>National document 'On disaster risk assessment at the central level'</p>	
<p><b>Related EU GAP III Overall Thematic/ Impact Objective</b></p>	<p><b>Women in all their diversity influence decision-making processes on environmental conservation and climate change policies and actions</b></p>	<p><b>Primary source of administrative data</b></p>
<p><b>Related EU GAP III Overall Thematic Impact Indicators</b></p>	<p>% of women in managerial positions in all sectoral, climate, environment and civil protection related ministries or institutions, electricity authorities, energy boards, regulating authorities, utilities, renewable energy agencies, etc.</p>	<p>Department of Public Administration (DPA)</p>
	<p>% of women entrepreneurs in the green economy or circular economy</p>	<p>INSTAT</p>

<b>Related EU GAP III Specific Thematic Objectives (Outcomes)</b>	<p>Increased participation of women and girls in all their diversity in decision-making processes on environment and climate change issues</p>	<p>to be determined – further research needed</p>
	<p>Strategies and agreements on climate mitigation, adaptation, disaster risk reduction and sustainable management of natural resources and biodiversity are more gender-responsive, at local, national, regional and international level</p>	<p>to be determined – further research needed</p>
	<p>Women, men, girls and boys, in all their diversity, addressing climate change in their daily lives and preserving the natural environment are recognized and valued</p>	<p>to be determined – further research needed</p>
<b>Related EU GAP III Specific Thematic Indicators</b>	<p>Number of women, men, girls and boys, in all their diversity, activists and environmental rights defenders acting as agents of change on fighting climate change and pursuing environmental justice, at local, national and regional level, disaggregated at least by sex</p>	<p>to be determined – further research needed</p>
	<p>Extent to which women, men, girls and boys and their civil society organisations and activists are able to influence strategies on climate mitigation, adaptation, disaster risk reduction and sustainable management of natural resources and biodiversity, on local, national and regional levels, disaggregated at least by sex</p>	<p>to be determined – further research needed</p>
	<p>Proportion of women in national parliamentary committees dealing with climate action and environment justice</p> <p>...</p>	<p>Parliament</p>

•••	Number of women, men, girls and boys, in all their diversity, participating equally in public planning and consultation meetings on climate action at the local and national levels, disaggregated at least by sex	to be determined – further research needed
	Number of women, men, girls and boys, in all their diversity, participating in events on climate action and environment justice, disaggregated at least by sex and possibly disaggregated by role: participant or speaker	to be determined – further research needed
	Number of proposed-for-adoption climate change adaptation and mitigation policies (including nationally determined contributions), and environment protection strategies and plans (including energy policies/strategies) that include gender equality objectives, in line with the United Nations Framework Convention on Climate Change (UNFCCC) gender action plan	Ministry of Environment
	Extent to which proposed-for-adoption climate change adaptation and mitigation policies, and environmental protection strategies and plans (including energy policies/strategies), are based on a gender analysis of risk, need, demand, barriers, and supply	to be determined – further research needed
	Extent to which climate and environmental policies, strategies, plans are based on risk and vulnerability assessments, and on gender and conflict analysis, of the different impacts of climate change and environmental degradation on women and men	to be determined – further research needed

•••	Availability of quality data in the environmental protection sector, disaggregated at least by sex	Ministry of Interior, Agency for Civil Protection
	Extent to which inclusive disaster risk reduction policies are being implemented	Ministry of Interior, Agency for Civil Protection
	Extent to which women and girls exercise choice and control over opportunities and resources in disaster risk reduction, recovery and reconstruction contexts	Ministry of Interior, Agency for Civil Protection
	Number of women with increased training, financial resources, technology or other resources for sustainable and safe food production, sustainable energy, sustainable transport, and clean water sources, for family consumption or for productive uses	to be determined – further research needed
	Number of women, men, girls and boys equally provided with access to sustainable energy services, disaggregated at least by sex	to be determined – further research needed
	Number of environmental human rights activists who can work freely, disaggregated at least by sex	to be determined – further research needed
	Number of women and girls reached by programmes aimed at strengthening individual resilience and safety in the face of disasters (swimming lessons, emergency drills and exercises, etc.)	Ministry of Interior, Agency for Civil Protection
<b>Gender-related SDG Indicators</b>	Number of deaths, Number of missing persons, and Number of directly affected people attributed to disasters per 100,000 population (SDG Indicators 1.5.1, 11.5.1, 13.1.1) [disaggregation by hazard, geography, sex, age, disability, and income foreseen]	INSTAT

### 3.2 Instrument for Pre-Accession Assistance (IPA) III: gender mainstreaming as per the 'NDICI Regulations'

Albania's reform and accession agenda receives significant financial support through EU funding as well as from EU Member States directly. The EU as primary promoter of equality between women and men in the region has set clear standards, explicitly defined in the European Commission's 'Neighbourhood, Development and International Cooperation Instrument' (NDICI) Regulations, adopted in June 2021.<sup>66</sup> These Regulations apply to EU IPA III actions to be funded and implemented in Albania, and they are explicit on the gender equality requirements:

“[...] Strengthening gender equality and women's empowerment in the Union's external action and increasing efforts to reach the minimum standards of performance indicated by the EU Gender Action Plans should lead to a gender sensitive and transformative approach in all Union external action and international cooperation. At least 85 % of new actions implemented under the Instrument should have gender equality as a principal or a significant objective, as defined by the gender equality policy marker of the OECD Development Assistance Committee. At least 5 % of those actions should have gender equality and women's and girls' rights and empowerment as a principal objective.”

In light of the EU NDICI Regulations, which foresee the target of 85 per cent gender-sensitive actions in the future, the Government of Albania needs to define - in concrete terms - the activities, structures, mechanisms, and establish capacities for implementing gender-sensitive actions as a requirement and precondition for successfully absorbing EU IPA III funds.

### 3.3 The OECD-DAC gender equality policy marker

The OECD-DAC gender equality policy marker<sup>67</sup> is a key monitoring and accountability tool in the context of the 2030 Agenda. Its aim is to identify

66 REGULATION (EU) 2021/947 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No.466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No.480/2009. See: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32021R0947&from=EN>

67 OECD DAC Network on Gender Equality (GENDERNET) (2016). Definition and minimum recommended criteria for the DAC gender equality policy marker. See: <https://www.oecd.org/dac/gender-development/Minimum-recommended-criteria-for-DAC-gender-marker.pdf>



gaps between legal, policy, and financial commitments, and incentivize efforts to close them. Undertaking a gender analysis and pursuing a 'do-no-harm' approach are obligatory for all programs/actions.

Programs/actions that have been screened against the marker, but not found to target gender equality, are classified Score 0. Such a score requires narrative justification. Programs/actions with gender equality as an important and deliberate objective, but not the principal reason for undertaking the program/action, are classified Score 1. Programs/actions with gender equality as the main objective, and fundamental in design and results, are classified Score 2.

The EU NDICI Regulations – which apply to, for example, IPA III Action Documents – make explicit reference to the obligatory application of the common minimum criteria for the three categories of the OECD-DAC gender equality policy marker. They set a target of 85 per cent of all actions classified at least as Score 1, with 5 per cent qualified as Score 2. In practice, a Score 1 classification requires gender responsiveness to be reflected at the level of problem analysis, objectives, indicators, and targets.

#### **Score 1 Definition:**

- Gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/programme.
- The gender equality objective must be explicit in the project/programme documentation and cannot be implicit or assumed.
- The project/programme, in addition to other objectives, is designed to have a positive impact on advancing gender equality and/or the empowerment of women and girls, reducing gender discrimination or inequalities, or meeting gender-specific needs.

## TABLE 2

Minimum requirements for meeting OECD-DAC gender equality policy marker Score 1 criteria

Level	Requirement	Check	Action to be taken to get there
<b>Problem analysis</b>	An analysis of the status, role, position and situation of women/girls and men/boys in relation to the policy area/sector/sub-sector, in which the project/programme/action is embedded, has been conducted	<input type="checkbox"/>	Whenever the gender analysis is inexistent, incomplete, or outdated, commission/undertake a sector- or sub-sector specific gender analysis
	Findings from the gender analysis:		
	- are included in the problem description	<input type="checkbox"/>	
	- are substantiated with numbers (gender statistics)	<input type="checkbox"/>	
	- have informed the design of the project/programme/action	<input type="checkbox"/>	
	The main gender inequality issues specific for the policy area/sector/sub-sector are mentioned	<input type="checkbox"/>	
	The intervention adopts a “do no harm” approach	<input type="checkbox"/>	
	Data and indicators are disaggregated by sex and further identity markers, where relevant	<input type="checkbox"/>	
<b>Objectives</b>	Presence of at least one explicit gender equality objective (e.g., explicitly aiming at achieving gender equality goals), in line with the gender inequality issues described in the narrative analysis	<input type="checkbox"/>	Make gender mainstreaming expertise an integral part of working groups that draft/review documents

<b>Activities</b>	Proposed activities specifically respond to the described situation of women/girls and men/boys, contribute to achieving gender equality outcomes, and prevent discrimination including structural and intersectional discrimination	□	Make gender mainstreaming expertise an integral part of working groups that draft/review documents
<b>Indicators</b>	Any gender equality objective formulated is backed by at least one gender-sensitive indicator, enabling the <ul style="list-style-type: none"> <li>- identification of gender gaps in benefiting from measures</li> <li>- monitoring of the impact of measures/activities on women/girls and men/boys</li> </ul>	□	Align with relevant EU and global indicators (such as SDGs, Eurostat/EU GAP III, and similar)
<b>Targets</b>	Specific values for women/girls and men/boys are set	□	Reflect the aim to close gender gaps/achieve gender equality outcomes when setting target values

The OECD-DAC gender equality policy marker Score 2 classification requires that gender equality is the main objective of the project/programme and fundamental in its design and expected results. Until now, the number of EU IPA-funded actions that classify as Score 2 has remained very low.

### Score 2 Definition:

- Gender equality is the main objective of the project/programme and is fundamental in its design and expected results. The project/programme would not have been undertaken without this gender equality objective.
- The project/programme is designed with the principal intention of advancing gender equality and/or the empowerment of women and girls, reducing gender discrimination or inequalities, or meeting gender-specific needs.

# 4 MAIN METHODS AND TOOLS FOR GENDER MAINSTREAMING

This section contains a selection of EU standardized gender mainstreaming methods and tools to be applied in policy revision, strategic planning of line ministries, programming, budgeting, and similar governance processes. The complete collection of EU standardized toolkits and materials, including elaborate descriptions of specific gender mainstreaming tools, is available on the website of the European Institute for Gender Equality (EIGE), accessible at: <https://eige.europa.eu/gender-mainstreaming/methods-tools>

Specific resources on how to mainstream gender in environment and climate change policies include:

- Organisation for Security and Cooperation in Europe (OSCE) (2009). Gender and environment: A guide to the integration of gender aspects in the OSCE's environmental projects. See: <https://www.osce.org/gender/36360>
- Green Climate Fund and UN Women (2017). Mainstreaming gender in Green Climate Fund projects. See: <https://www.greencclimate.fund/document/mainstreaming-gender-green-climate-fund-projects>
- NAP Global Network (2020). Advancing Gender-Responsive Climate Action Through National Adaption Plan (NAP) Processes. NAP Global Network Synthesis Report, 2019–2020. See: <https://napglobalnetwork.org/wp-content/uploads/2020/05/napgn-en-2020-gender-responsive-nap-processes-synthesis-report-2019-2020.pdf>
- Organisation for Economic Co-operation and Development (OECD) (2022). Gender and the Environment: Building Evidence and Policies to Achieve the SDGs - 5. Towards a joint gender and environment agenda. See: <https://www.oecd-ilibrary.org/sites/68e6cbf4-en/index.html?itemId=/content/component/68e6cbf4-en>
- UNDP (2016). Gender, adaptation and disaster risk reduction. Available at: <https://www.undp.org/publications/gender-adaptation-and-disaster-risk-reduction>

## 4.1 Gender analysis

Gender analysis<sup>68</sup> provides the necessary data and information to integrate a gender perspective into policies, programmes, and projects. As a starting point for gender mainstreaming, gender analysis identifies the differences between

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68 European Institute for Gender Equality (EIGE) [Online]. Gender Mainstreaming - More Tools and Methods: Gender analysis. See: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-analysis#:~:text=As%20a%20starting%20point%20for,power%20in%20a%20given%20context>

and among women/girls and men/boys in terms of their relative position in society, and the distribution of resources, opportunities, constraints, and power in a given context. In this way, conducting a gender analysis allows for the subsequent development of interventions that adequately address gender inequalities and meet the different needs of women/girls and men/boys. The purpose of gender analysis is to identify and address gender inequalities, by:

- acknowledging differences between and among women/girls and men/boys, based on the unequal distribution of resources, opportunities, constraints, and power;
- ensuring that the different needs of women/girls and men/boys are clearly identified and addressed at all stages of the policy cycle;
- recognizing that policies, programmes, and projects can have different effects on women/girls and men/boys;
- seeking and articulating the viewpoints of women/girls and men/boys and making their contribution a critical part of developing policies, programmes, and projects;
- promoting women's participation and engagement in community, political, and economic life;
- supporting better informed, gender-responsive, and effective interventions.

Gender analysis includes consideration of women's particular experiences, roles, and responsibilities, and their level of access to resources and decision-making. Gender analysis also involves acknowledging the historical and social inequalities faced by women/girls and aims to inform the design of policies, programmes, and projects to address – and to remedy – these inequalities.

A thorough gender analysis enables policymakers to understand gender inequalities in a given situation or sector: it describes the current state of contextual situations by gender, and also explores the causes and effects of gender disparities on the target group. Looking at the underlying causes of gender inequalities and discrimination assists in setting relevant and targeted objectives and measures to eliminate gender inequalities. In this way, gender analysis contributes to the improved gender responsiveness of policies and legislation as it provides the basis for ensuring that the needs of all citizens — women, men, girls, and boys — are adequately addressed.

Gender analysis is an integral part of assessing social conditions immediately after a disaster with the explicit aim to improve gender equality and justice

in affected communities. Data and results immediately feed into post-disaster reconstruction to ensure equal outcomes in the re-establishment and strengthening of women's and men's livelihoods. For example, in Albania, following the 2019 earthquake, UN Women undertook a gender analysis to identify key areas of interventions for a gender-responsive recovery programme, which - among other issues - addresses violence against women in earthquake-affected areas. Under the programme, legal aid and other services were provided to women in need, and service providers were trained to respond to violence in crisis situations. In addition, the programme supported women with livelihood and entrepreneurship opportunities. It also engaged in advocacy to ensure women are registered as co-owners of the new houses built under the government's reconstruction programme, in accordance with Albanian legislation.<sup>69</sup>

## 4.2 Gender statistics in DRR, environment, and climate change in the Albanian context

Gender statistics describe or measure gender inequalities. They rely on data on individuals broken down by sex, i.e., collected and tabulated separately for women/girls and men/boys. These sex-disaggregated data reflect the realities of the lives of women/girls and men/boys, and the policy issues relating to gender. They allow for the measurement of differences between women and men on various social and economic dimensions and are one of the requirements for obtaining gender statistics. For monitoring actual progress in gender equality, the concepts, definitions, and methods used in data production and analysis need to be designed in a way that they reflect gender roles, relations, and inequalities in society.<sup>70</sup>

In Albania, gender statistics are published annually in INSTAT's dedicated publication entitled 'Women and Men in Albania'.<sup>71</sup> Its main objective is to make available sex-disaggregated data and gender statistics for the purpose of monitoring cross-sectorial policies with regard to achieving gender equality goals and sustainable development objectives. The publication contains not

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69 See: <https://albania.unwomen.org/en/news-and-events/stories/2020/10/increasing-women-resilience-in-post-earthquake-and-pandemic-recovery-in-albania>

70 European Institute for Gender Equality (EIGE) [Online]. Gender Mainstreaming - More Tools and Methods: Sex-disaggregated data. See: <https://eige.europa.eu/gender-mainstreaming/tools-methods/sex-disaggregated-data>

71 See: <http://www.instat.gov.al/en/themes/demography-and-social-indicators/gender-equality/#tab3>

only administrative data, but also data based on social surveys conducted by INSTAT at the household unit. Alignment of national gender statistics with Eurostat has been a continuous process and is ongoing. In 2021, INSTAT's database was restructured and aligned with Eurostat's methodology and database. All existing administrative data was assessed against Eurostat indicators, while for social surveys, indicators were produced based on a unified methodology. However, for establishing gender statistics on DRR, climate change, and environment, efforts need to be stepped up.

For indicators related to DRR and climate change specifically, the CEDAW Committee recommends the development of disaggregated and gender-responsive indicators and monitoring mechanisms. This enables countries to establish baselines and measure progress in areas such as women's participation in disaster risk and climate change initiatives, as well as in political, economic, and social institutions. Integration and harmonization with other existing frameworks such as the UNFCCC, the 2030 Agenda for Sustainable Development, and the Sendai Framework are essential to ensure a consistent and effective approach to establishing and monitoring national indicators.<sup>72</sup>

The global Sendai Framework for Disaster Risk Reduction 2015-2030 (SFF DRR) establishes a set of 38 indicators to measure progress in achieving global targets and identify global trends in the reduction of risks and losses. However, this list does not include gender as level of disaggregation (yet). To remedy this situation, UN ESCAP, IUCN, UNEP and UN Women jointly initiated indicator refinement and formulation. Among others, Demographic and Health Surveys (DHS) and Multiple Indicator Cluster Surveys (MICS) were identified to serve as an adequate source for capturing relevant intra-household differences and gender-specific data on the level of the individual. Furthermore, alignment between the 38 SFF DRR indicators, relevant SDG indicators, and other existing targets and indicators that request reporting on sex, age, income, and disability disaggregated data was considered.

Specifically for climate change and disasters, the following gender-sensitive indicators have been proposed<sup>73</sup>:

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72 CEDAW (2018). General Recommendation No.37 (2018) on gender-related dimensions of disaster risk reduction in the context of climate change. See: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/068/98/PDF/N1806898.pdf?OpenElement>

73 Work of the secretariat and partners on mainstreaming gender in environment statistics, Seventh session of the ESCAP Committee on Statistics, Bangkok, 26–28 August 2020, Item 3 (b) of the provisional agenda 'Advancing official statistics for the 2030 Agenda for Sustainable Development: initiatives by global, regional and subregional organizations in support of the collective vision and framework for action'. See: <https://www.unescap.org/events/committee-statistics-seventh-session>

- GE15: Number of deaths, missing persons and directly affected persons attributed to hydrometeorological disasters per 100,000 population, disaggregated by sex (similar to SDG indicators 1.5.1, 11.5.1, and 13.1.1).
- GE16: Number of people whose damaged dwellings were attributed to disasters, disaggregated by sex (similar to Sendai indicator B-3).
- GE17: Number of people whose livelihoods were disrupted or destroyed, attributed to disasters, disaggregated by sex (similar to Sendai indicator B-5).

To support the collection of official statistics on the gender-environment nexus, collaboration between UN Women, UN ESCAP, FAO, ILO, IUCN, SPC, UNEP, and UNDRR resulted in the development of the UN Women Data Hub Model Questionnaire.<sup>74</sup> The tool supports countries in undertaking gender-sensitive environment surveys, which enables the computation of the above gender indicators. The questionnaire can be used either for stand-alone surveys, or as a module to be incorporated into other planned surveys. It is suitable for any household survey that compiles information at the individual level and asks separate questions from at least one adult male and one adult female in each household. If used in full, the questionnaire returns more than 200 indicators specifically on the gender-environment nexus.

In addition, the EU Gender Action Plan III provides a considerable list of gender-sensitive indicators in the area of climate change and environment, including disaster risk reduction. Overall, the monitoring of these indicators is at a very early stage, and the formulation of and methodology for these gender indicators encourage further refinement. Dedicated efforts by statistics offices, ministries of environment, and national agencies in charge of civil protection is needed to identify national data sources, explore proxy indicators, compile meta-data, and support the collection and computation of related data.

### 4.3 Gender impact assessment

Gender impact assessment is an EU-standardized method routinely used for *ex-ante* evaluation of legal documents, strategic policy plans, and programmes under implementation.<sup>75</sup> Broader use of gender impact assessment helps

<sup>74</sup> UN Women Data Hub (2022). Model questionnaire: Measuring the nexus between gender and the environment. See: <https://data.unwomen.org/publications/model-questionnaire-measuring-nexus-between-gender-and-environment>

<sup>75</sup> European Institute for Gender Equality (EIGE) [Online]. Gender Mainstreaming - More Tools and Methods: Gender impact assessment. See: <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-impact-assessment/what-gender-impact-assessment>



policymakers and public servants to analyze and foresee the impact on women/girls and men/boys of any important decision under consideration, which helps to improve existing measures and inform decisions regarding budget allocation. The findings of any gender impact assessment should be made available on time, so that legal regulations and related policies can be amended during the design and planning stages.

“Gender impact assessment can be applied to legislation, policy plans, policy programmes, budgets, concrete actions, bills and reports or calls for research. Gender impact assessment methods do not only have to be applied to policy in the making, they can also be applied to existing policies. They can be used in the administration as well as by external actors; in both cases they require a considerable amount of knowledge of gender issues.”<sup>76</sup>

In the framework of the GIZ-run SANECA Project, the standard EU *ex-ante* Gender Impact Assessment tool was recently adapted to the Albanian context, with special focus on mainstreaming gender equality goals into several of the so-called EU ‘Internal Market Chapters’ (i.e., specifically Chapters 1, 3, 20 and 28).<sup>77</sup> In Kosovo, the Agency for Gender Equality – operating under the Prime Minister’s Office - prepared a dedicated Gender Impact Assessment Manual in 2019, supported with funding from Sweden.<sup>78</sup>

#### 4.4 Gender-responsive budgeting in climate change and DRR

Gender-responsive budgeting (GRB) is a key process to incorporate a gender perspective in planning. It “seeks to ensure that the collection and allocation of public resources is carried out in ways that are effective and contribute to advancing gender equality and women’s empowerment”.<sup>79</sup> It is important

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<sup>76</sup> Council of Europe (2004). Gender mainstreaming: Conceptual framework, methodology and presentation of good practices. See: <https://rm.coe.int/1680596135>

<sup>77</sup> GIZ (2022). Gender Mainstreaming in the Internal Market Chapters of the Acquis - Guidelines and Tools. Accessible at: [https://pubhtml5.com/qzcc/xxqq/Gender\\_Mainstreaming\\_in\\_the\\_Internal\\_Market\\_Chapters\\_of\\_the\\_Acquis/3](https://pubhtml5.com/qzcc/xxqq/Gender_Mainstreaming_in_the_Internal_Market_Chapters_of_the_Acquis/3)

<sup>78</sup> Republic of Kosovo Gender Equality Agency (2019). Gender Impact Assessment Manual. Available at: <https://abgj.rks-gov.net/assets/cms/uploads/files/Publikimet%20ABGJ/Gender%20Equality%20Impact%20Assessment%20Manual.pdf>

<sup>79</sup> UN Women Asia and the Pacific [Online]. Gender Responsive Budgeting. Available at: <https://asiapacific.unwomen.org/en/focus-areas/women-poverty-economics/gender-responsive-budgeting>, 1st para.

to note that gender-responsive budgeting is not about having a separate budget for women, nor does it mean to just increase spending on programmes for women. Examples of how to apply gender-responsive budgeting when mainstreaming gender in the policy area/sector are<sup>80</sup>:

- ✓ Design objectives and activities to address gender gaps identified and include them in programme documents, plans, logical frameworks, financing agreements and budgets.
- ✓ Allocate resources for gender awareness raising and gender mainstreaming capacity building at all levels and in ways that are adapted to the needs of different target groups, such as policy-makers, programme staff, women and men beneficiaries, staff of relevant local institutions, service delivery institutions, and women/girls/men/boys from marginalized communities.
- ✓ Design and budget for participatory and gender-sensitive monitoring processes.
- ✓ While securing finance for the implementation of gender-responsive adaptation actions, consider private sector engagement in actions on climate change and gender.

Depending on the extent to which a country has integrated adaptation in budgets, gender-responsive budgeting may be applied at the level of the overall budget for the country, ministry, or subnational authority. If integration of adaptation is still in progress, then a gender-responsive budgeting process can be undertaken for specific allocations or programmes related to adaptation. This may involve actions such as (i) reviewing gender analyses and adaptation priorities identified in the national adaptation plan to determine gender-differentiated needs; (ii) undertaking a gender impact assessment of budgets; and (iii) reviewing spending on adaptation with a gender lens.<sup>81</sup>

## 4.5 Gender-responsive public procurement

Gender-responsive public procurement (GRPP) is procurement that promotes gender equality through the goods, services, or works being purchased. This means that buyers and suppliers (i) examine the impact of all contracted

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80 European Commission (2020). Thematic Brief: Gender and climate change and disaster risk reduction; NAP Global Network (2021). Advancing Gender-Responsive Climate Action Through National Adaptation Plan (NAP) Processes.

81 NAP Global Network & UNFCCC (2019). Toolkit for a gender-responsive process to formulate and implement National Adaptation Plans (NAPs). Available at: <https://napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/>

activities on women's and men's needs, interests, and concerns; and (ii) design and deliver contracts in a way that reduces inequalities. GRPP does not necessarily entail higher costs but does require knowledge and capacity.<sup>82</sup>

Public procurement/outsourcing to private companies which hire external labor can positively impact local employment in general, and women's employment opportunities in particular. Clauses that refer to obligatory social deliverables (e.g., the share of locally contracted workers per category; the share of women to be employed; the obligation to reduce gender inequalities; adherence to gender equality principles; and similar) can be integrated in the calls for proposals of funding programmes, or in the terms of reference of public procurement procedures. Such gender clauses can also be included in calls for contractors to be hired for policy support services. This will ensure that projects and services receiving funds have gender capacity on board, respond to the different needs of women/girls/men/boys, and contribute to achieving gender equality.

The European Commission explicitly states in its Gender Equality Strategy for 2020–2025 that “[t]he Commission’s guidance on socially responsible public procurement will fight discrimination and promote gender equality in public tenders”.<sup>83</sup> As one of the first deliverables of the Strategy, the Commission proposed binding measures on pay transparency under the draft directive on pay transparency, which specifically addresses equal pay and the pay gap in the context of public procurement (in Article 21). On 24 April 2023, the European Council adopted new rules on pay transparency through the **Pay Transparency Directive**. Under the new rules, EU companies are required to share information on salaries and take action, if their gender pay gap exceeds five per cent. The directive also includes provisions on compensation for victims of pay discrimination and penalties, including fines, for employers who break the rules.<sup>84</sup>

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82 European Institute for Gender Equality (EIGE) [Online]. Gender Mainstreaming - More Tools and Methods: Gender-responsive public procurement. See: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-responsive-public-procurement>

83 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – A Union of equality: Gender equality strategy 2020–2025, COM(2020) 152, 5.3.2020. Available at: [https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX %3A52020DC0152](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0152)

84 DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL to strengthen the application of the principle of equal pay for equal work or work of equal value between men and women through pay transparency and enforcement mechanisms, 2021/0005(COD), 11 April 2021. See: <https://data.consilium.europa.eu/doc/document/PE-81-2022-INIT/en/pdf>

Other examples of GRPP include, e.g., Switzerland, where any company that does business with the government is required to pay male and female staff equally. In Spain, the Public Procurement Law includes various gender equality clauses that refer to different phases of the procurement procedure, from contractor selection to the execution of public contracts. Anyone with a conviction for violating workers' rights, including any conduct that violates the right and opportunities of women - such as discrimination or harassment - is not entitled to sign contracts with public sector organizations. Companies with more than 250 employees that have not implemented gender equality plans are also prohibited from participating in public procurement contracting.<sup>85</sup>

UN Women promotes additional methods which benefit the economy, such as (i) championing procurement rules that privilege bids from women-owned businesses; and (ii) the promotion of companies beyond the common business circles, thereby widening the spectrum of employment opportunities and creating new markets.<sup>86</sup>

For detailed EU Guidance on GRPP see: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-responsive-public-procurement>.

## 4.6 Gender-sensitive monitoring and evaluation

Gender-sensitive monitoring and evaluation is used to reveal whether a programme addresses the different priorities and needs of women/girls and men/boys. The aim is to assess whether it has the intended (but also any unintended) impact on gender relations, and to determine the gender aspects that need to be integrated into monitoring and evaluation systems. Effective gender-responsive monitoring and evaluation needs to include both qualitative and quantitative data that measure the impact on gender relations. Without sufficient data, a meaningful analysis of the impact on gender equality is very difficult. This implies that all data should be collected, presented, and analyzed at minimum in a sex-disaggregated manner.<sup>87</sup> Results and insights from gender-sensitive monitoring and evaluation also feed into the policy cycle: they identify those aspects for which inclusion of explicit gender equality objectives and indicators are required at the planning stage.

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85 UNODC (2020). The Time Is Now: Addressing the Gender Dimensions of Corruption. See: [https://www.unodc.org/documents/corruption/Publications/2020/THE\\_TIME\\_IS\\_NOW\\_2020\\_12\\_08.pdf](https://www.unodc.org/documents/corruption/Publications/2020/THE_TIME_IS_NOW_2020_12_08.pdf)

86 UN Women (2017). The Power of Procurement: how to source from women-owned business. See: <https://www.unwomen.org/en/digital-library/publications/2017/3/the-power-of-procurement>

87 European Institute for Gender Equality (EIGE) Thesaurus [Online]. See: <https://eige.europa.eu/thesaurus/terms/1217?lang=en>

Monitoring and evaluation (M&E) frameworks of climate change adaptation remain a challenge in general. However, a number of actions can be taken to ensure that M&E systems for national adaptation processes effectively integrate gender considerations. As a starting point, involving gender actors in the development of M&E frameworks can help to address key issues and build on existing data. Progress indicators for adaptation processes must include indicators of gender equality and women's empowerment, while frameworks for evaluation should examine both gender-differentiated vulnerabilities and the impacts of adaptation actions on women, men, nonbinary individuals, and women and men from marginalized groups. Finally, the collection of sex-disaggregated data is essential to allow for differentiated vulnerability assessments, gender analysis, and tracking equal participation in and benefiting from adaptation investments.<sup>88</sup>

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<sup>88</sup> NAP Global Network and UNFCCC. (2019). Toolkit for a gender-responsive process to formulate and implement National Adaptation Plans (NAPs). Available at: <https://napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/>

# 5 KEY RECOMMENDED ACTION FOR DRR AND RELATED ENVIRONMENT AND CLIMATE CHANGE ACTION

Conducting gender mainstreaming interventions includes capacity building for undertaking gender analysis, as well as the active involvement of gender mainstreaming specialists throughout the design, implementation, and monitoring of strategies and policies. Moreover, already existing policies under implementation should also be examined for their gender responsiveness (i.e., assessing how well they address gender inequalities in the sector/policy area). If needed, these policies then have to be revised, in order to mainstream gender equality goals within sectoral strategies, and embed them in the structures, systems, and processes of all institutions involved.

## TABLE 3

Priority actions for integrating gender equality goals into DRR and related environment and climate change action<sup>89</sup>

Main Gender Issues	Priority Actions
<p><b>Women face more direct consequences of disasters</b></p> <p>...</p>	<ul style="list-style-type: none"> <li>☑ During emergencies ensure that quality infrastructure and critical services are available, accessible, and culturally acceptable for all women and girls on a basis of equality.</li> <li>☑ Following disasters, ensure immediate reduction of further risks, including measures to prevent gender-based violence in shelters/camps (e.g., through improved external walling, internal partitions, and providing lockable doors for improved shelter safety and privacy, especially in collective shelters, the location of latrines in safe/lighted areas, sufficient lighting, and security in the area).</li> <li>☑ Support women's right to (co-)ownership and control of strategic resources such as housing and land.</li> <li>☑ Ensure follow up on the UN Albania PDNA gender recommendations.</li> <li>☑ Undertake a gender analysis and gender impact assessment prior to the reconstruction of housing and infrastructure to ensure women's and men's differentiated needs and priorities are taken into account from the design to the construction stage.</li> </ul>

<sup>89</sup> Recommendations are based on those brought forward in various resources, including: ITC ILO Gender Climate Change and Disaster Reduction - Thematic Brief; Kavasa D. and D.E. Giuli (2014), Gender Guidance Note on Energy and Environment in the Eastern Neighbourhood; EIGE (2016), Gender in environment and climate change; Council of Ministers (2020), Albania Post-Disaster Needs Assessment; CEDAW General Comment No.37 on Gender-related dimensions of disaster risk reduction in the context of climate change, 2018; Ministry of Tourism and Environment, GEF and UNDP (2021), Albania's First Biennial Update Report to the United Nations Convention on Climate Change (UNFCCC); Albania's Revised Nationally Determined Contributions Action Plan (2021); NAPs Global Network (2021), Advancing Gender-Responsive Climate Action Through National Adaptation Plan (NAP) Processes; UN ECOSOC (2022), Commission on the Status of Women, Sixty-sixth session, 14-25 March 2022, 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: agreed conclusions; and UNDRR (2023), A Review of Gender and the Sendai Framework.

<p>•••</p>	<ul style="list-style-type: none"> <li>☑ Ensure transparency in the distribution of recovery funds, especially when distributed as cash, and ensure resources are equitably provided to women and men.</li> <li>☑ Compensate women for their additional burden of unpaid labour post-disaster (e.g., after the earthquake).</li> <li>☑ Provide specifically women with support dedicated to replacing household goods and furnishings, as these items are linked to women's chores, home-based enterprises, and income-generating activities.</li> <li>☑ Establish dedicated funds for the rapid re-establishment of women's small and home-based enterprises.</li> <li>☑ Prioritize the recovery of schools, social and children's services, and safe houses, to ensure that women can retain their employment.</li> <li>☑ Maximize opportunities, after a disaster, to improve social conditions, i.e., improving gender equality and justice.</li> <li>☑ Use post-disaster reconstruction to re-establish women's and men's livelihoods and strengthen the resilience of communities.</li> <li>☑ Enable women's access to financial products they may need for re-establishing their livelihoods, such as through adjustments of eligibility criteria and requirements.</li> <li>☑ Ensure participation of women and men in public discussion on environmental awareness, climate change, and DRR through the involvement of and consultations with civil society and women's associations.</li> </ul>
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**Disaster risk reduction frameworks do not address gender inequalities consistently and in a comprehensive way**

- ☑ Enhance gender mainstreaming capacity and skills of all individuals involved in drafting DRR and adaptation frameworks by using publicly available international guidance and conducting dedicated training.
- ☑ Gather and use data (quantitative and qualitative) on the gendered nature of disaster risk and how gender inequality is a risk driver that can be reduced through gender responsive DRR programmes and actions, including risk assessments and needs assessments.
- ☑ Provide national and local gender equality mechanisms and entities responsible for policies on climate change, environmental and disaster risk management, and reduction with adequate human and financial resources to ensure that a gender perspective is integrated into the design, implementation, and evaluation of relevant policies, programmes and projects.
- ☑ Plan and conduct gender-sensitive disaster risk assessment to analyze hazards and vulnerabilities of women and men.
- ☑ Use the results of gender-sensitive disaster risk assessments to inform policies on disaster preparedness and mitigation, disaster response, and disaster recovery.
- ☑ Identify and eliminate all forms of discrimination, including intersecting forms of discrimination, against women in disaster risk reduction legislation, policies, programmes, plans, and related activities at national and local level.
- ☑ Integrate the causes and consequences of climate change, environmental degradation, and disaster risk reduction into educational curricula at all levels.
- ☑ Develop lifesaving and life skills education with child-friendly and age- and gender-appropriate materials and messaging, and enhance curricula with child-centered, project-based learning on DP/DRR.
- ☑ Develop and establish early warning systems that equally reach both women and men across the country, including in remote areas.
- ☑ Ensure effective participation of women organizations and women community leaders in the development, implementation, and monitoring of DRR strategies, policies, and legislation at national and local level.

**Women are more vulnerable to the impact of climate change and environmental degradation**

- ☑ Engage in studies and data collection to assess the gender-specific impact of climate change and environmental degradation on women and men across sectors.
- ☑ Promote the use of a gender perspective in the collection of data and information, the identification of problems, and the formulation of solutions to ensure that the needs of both women and men are recognized, documented, and addressed.
- ☑ Consistently address existing gender inequalities and power disparities between women and men.
- ☑ Ensure equal benefits for women and men resulting from adaptation and post-recovery investments and grants.
- ☑ Build and strengthen the resilience and adaptive capacities of all women and girls in the context of climate change, environmental degradation, and disasters through the financing and provision of sustainable infrastructure and public services, social protection, and decent work for women.
- ☑ Enhance and/or develop the adaptive capacity of communities and ensure that the knowledge of local women and men farmers is used as a valuable entry point for localized adaptation.
- ☑ Address constraints to women's and men's employment and entrepreneurship in sustainable agriculture, energy efficiency, and clean power generation, taking into account the potential of ecosystem-based approaches and nature-based solutions, with gender-sensitive and age-inclusive social protection and care at the center.
- ☑ Include women in training sessions on adaptation measures and ensure that the practices promoted do not place an extra physical burden on women.

**Lack of gender mainstreaming and women voices in climate change policies and measures**

- ☑ Promote gender equality and women's participation, representation, and leadership on all levels of climate change, environmental and disaster risk reduction decision-making bodies and processes, and set specific targets and timelines to achieve gender balance.
- ☑ Strengthen capacities of institutions to integrate a gender equality perspective into the development and implementation of laws, policies, and programmes on climate change adaptation and mitigation, biodiversity conservation, sustainable natural resource management, disaster risk reduction, as well as into needs assessments, forecasting and early warning systems, and disaster prevention, preparedness, response, relief, rehabilitation, and reconstruction plans.
- ☑ Conduct gender analyses at sectoral level and reflect findings and recommendation in relevant national and local strategic documents.
- ☑ Support and fund gender research and analysis to determine the specific linkages between gender equality, the empowerment of all women and girls, and climate change, environmental degradation and disasters, with the aim to inform policies and programmes.
- ☑ Promote gender-responsive budgeting in DRR, DRM, and climate change.
- ☑ Collect, document, and promote best practices in addressing gender equality in DRR and climate change.
- ☑ Develop and pilot gender-sensitive climate change adaptation projects at local level with a focus on agriculture, forestry, land use, and energy.
- ☑ Increase the meaningful participation of women in leadership and decision-making roles, and in significant numbers, as key actors in local and national government, to ensure their needs and interests are met and to help ensure that DRR for everyone benefits from access to the best human resources and capacities in each context.



<p>•••</p>	<ul style="list-style-type: none"> <li>☑ Ensure inclusive and gender-equitable stakeholder involvement in adaptation processes, including by partnering and collaborating with women’s rights organizations and women community leaders.</li> <li>☑ Engage women stakeholders and gender advocates in the process of monitoring action plans related to the National Strategy on Climate Change (NSCC), the National Action Plan on Mitigation (NAPM), and the National Adaptation Plan (NAP).</li> </ul>
<p><b>Lack of gender statistics on DRR, climate change, and environment</b></p>	<ul style="list-style-type: none"> <li>☑ Strengthen the capacity of statistical/data production offices and government institutions to collect, analyze, disseminate, and use data and statistics on climate change, environmental degradation and disasters, including data disaggregated by income, sex, age, ethnicity, marital status, migration status, disability, geographical location and other characteristics relevant in the national context.</li> <li>☑ Identify the primary administrative sources for DRR-related gender data in responsible institutions.</li> <li>☑ Pilot the UN Women Data Hub Model Questionnaire for surveys on measuring the gender &amp; environment nexus (2022); alternatively, incorporate the UN Women Data Hub Model Questionnaire as a module into other planned surveys undertaken by INSTAT.</li> <li>☑ Determine the institutions and mechanisms to coordinate data collection on DRR, climate change, and environment.</li> </ul>



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