

Gender-Responsive Resilience Building in the Caribbean:

Understanding the role of knowledge, attitudes, behaviours, and practices in coordination mechanisms for climate change and disaster risk reduction



EnGenDER

Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean



A Co-publication Agreement
UN Women and IISD
July 2021



Gender-Responsive Resilience Building in the Caribbean

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Published by the International Institute for Sustainable Development

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Multi-Country Office Caribbean

UN House, Marine Gardens
Hastings, Christ Church,
Barbados

Tel: +1 246 467 6000

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Head Office

111 Lombard Avenue,
Suite 325
Winnipeg, Manitoba
Canada R3B 0T4

Tel: +1 (204) 958-7700

Website: www.iisd.org

Twitter: [@IISD_news](https://twitter.com/IISD_news)

Gender-Responsive Resilience Building in the Caribbean: Understanding the role of knowledge, attitudes, behaviours, and practices in coordination mechanisms for climate change and disaster risk reduction

July 2021

Written by Angie Dazé (International Institute for Sustainable Development [IISD])
and Cameron Hunter (IISD)

About the EnGenDER Project

The KABP analysis is part of the Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project. The KABP analysis was led by UN Women, in collaboration with the International Institute for Sustainable Development (IISD). EnGenDER aims to identify and address any gaps to ensure equal access to DRR, climate change and environment solutions for men, women, boys, and girls, by using national climate change adaptation strategies and policies as entry points.

Acknowledgements

The authors would like to thank the following individuals for their helpful contributions in undertaking this analysis and developing the report: Tonni Ann Brodber (UN Women), Kyana Bowen (UN Women), Renella Thomas (UN Women), Anne Hammill (IISD), Julie Dekens (IISD), Marium Alleyne (UNDP), Meshia Clarke (UNDP), Ayesha Constable (Department of Environment, Antigua and Barbuda), Kemuel JnBaptiste (Department of Agriculture, Saint Lucia), and Ide Sosa (National Climate Change Office, Ministry of Sustainable Development, Climate Change and Disaster Risk Management, Belize).

We appreciate the assistance of the EnGenDER focal points in the target countries, who played an essential role in engaging participants in the research. Ashlea Ambris (Antigua and Barbuda), Diane Wade (Belize), Melissa Morgan (Dominica), Elaine McQueen-Henry (Grenada), Lucina Singh (Guyana), Jeffrey James (Jamaica), Kurt Prospere (Saint Lucia), LaFleur Quammie & Ro-Anne Quashie-Harry (Saint Vincent and the Grenadines), and Gillian Babb & Faryal Rosiek (Suriname).

We are grateful to all stakeholders who took the time to complete the survey and to participate in the virtual validation workshop, for providing important context and useful insights.

EnGenDER is funded by Global Affairs Canada and UK Foreign Commonwealth and Development Office, and implemented by UNDP, UN Women, CDEMA and WFP.

Correct Citation

UN Women and International Institute for Sustainable Development. (2021). *Gender-Responsive Resilience Building in the Caribbean: Understanding the role of knowledge, attitudes, behaviours, and practices in coordination mechanisms for climate change and disaster risk reduction*. A. Dazé and C. Hunter (authors). <https://www.iisd.org/publications/gender-responsive-resilience-building-caribbean>

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Executive Summary

Efforts to build resilience to climate change and disasters in developing countries will not be effective or sustainable if they do not take gender into consideration (National Adaptation Plan [NAP] Global Network & United Nations Framework Convention on Climate Change [UNFCCC], 2019; UNFCCC, 2015; Vincent et al., 2019). Policies, plans, and initiatives must take into account gender differences in roles and responsibilities, access to information, resources, and opportunities, and decision-making power. If they do not, there is a risk that they will reinforce, exacerbate, or create new gender inequalities. At the same time, the process of building resilience to climate change and disasters presents an opportunity to address gender inequalities if a concerted effort is made to take a gender-responsive approach in building resilience. This is recognized in key international agreements, including the Paris Agreement under the UNFCCC and the Sendai Framework for Disaster Risk Reduction (DRR).

A knowledge, attitudes, behaviours and practices (KABP) analysis was conducted by the International Institute for Sustainable Development (IISD), on behalf of UN Women, under the EnGenDER Project. It aims to increase understanding of gender-related perceptions and biases and how they play out in coordination mechanisms for climate change adaptation and disaster risk reduction (DRR) as a basis for determining how they can be challenged at the individual and institutional level. The analysis was developed based on data from nine countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. The participants included representatives of the coordinating ministries for climate change and DRR, institutions responsible for gender equality, and sector ministries involved in implementing climate and DRR actions. The findings and recommendations will be of interest to government representatives and stakeholders working on integrating gender considerations in climate change adaptation and DRR in these countries and beyond.

Key Findings

When it comes to individual knowledge related to gender, we found that:

- **There is confusion around gender concepts.** Many respondents to the survey demonstrated a lack of understanding of key concepts such as equity and equality.
- **Gaps in knowledge of gender issues exist.** Though the majority of respondents believe that gender is very important in the area within which they work, a much smaller number feel that they have a good understanding of gender issues as they relate to their work.
- **Respondents are aware that resilience to climate change and disasters has a gender dimension.** Despite the gaps outlined above, the survey respondents demonstrated awareness that vulnerability to climate change and disasters has a gender dimension.

Our analysis of attitudes and behaviours based on the survey data showed:

- **There is some evidence of gender-based bias.** Though results on the attitudinal questions were mixed, there are some aspects of the results that demonstrate gender-based bias. For example, more than one third of respondents do not believe that women and men have the same rights.

- **The majority of respondents consider themselves to be gender equality champions in their offices.** Many indicate readiness to act if they observe discrimination on the basis of gender in their organization (in terms of hiring practices, opportunities for training and advancement, and so on).
- **Respondents indicate they are ready to address sexual harassment in the workplace.** Respondents indicate their readiness to take action if they observed sexual harassment in the workplace—none of the respondents indicated that they would do nothing in this situation.
- **The workplace culture is not always respectful, and women are more likely to feel disrespected.** More than half of respondents indicated that they always or sometimes feel disrespected at work, with women more likely to indicate that they feel they are not respected.

The following emerged regarding internally focused institutional practices:

- **There are gaps in the mechanisms for integrating gender in the institutions responsible for climate change adaptation and DRR.** Less than half of respondents indicated that there is a mandate to mainstream gender considerations in the work of their institution, and just over half indicated that there is a gender department, team, or focal point within their institution.
- **There appears to be a lack of gender balance within the institutions.** Almost half of respondents do not feel that their institution is gender balanced, and two-thirds do not agree that there are a similar number of women and men in senior positions in their institutions. Men are more likely to report that their institution is gender balanced.

Looking at the organizations' interactions with external stakeholders, the responses indicate:

- **On an individual level, respondents are making efforts to integrate gender in their work with external stakeholders.** Almost all of the respondents indicated that they consider gender balance among participants when providing services at the community level, while a large proportion try to ensure there is gender-balanced participation in meetings with non-governmental stakeholders.
- **However, institutional commitments to this are less clear.** Respondents identified a range of barriers to integrating gender in the work of their institution, with a lack of a mandate the most common response, followed by a lack of data/information/analysis, and a lack of expertise.

In terms of awareness and application of policies among survey participants, we found that:

- **Awareness of national gender-related policies and mandates is low.** Approximately one third of respondents indicated that they did not know whether their country has a national gender policy.
- **There are gaps in uptake of institution-specific gender strategies and action plans.** When asked if their institution has a gender strategy or action plan, less than one third responded that it does, and a considerable number of respondents did not know.

Recommendations

The following are recommendations for creating an enabling environment for gender equality within the institutions responsible for climate change and DRR in the target countries, including the coordinating ministries as well as those responsible for priority sectors.

1. **Raise awareness of gender policies and mandates across different institutions.** Though many countries and coordinating institutions for climate change and DRR have gender policies and mandates in place, there is a need to raise awareness of these, to make certain that everyone understands that gender equality is their responsibility, regardless of their role.
2. **Foster a safe and inclusive workplace culture.** A safe and inclusive workplace culture is one where discrimination has been eliminated and all people feel valued and supported. This is most likely to occur through a combination of leadership, dialogue, policy measures, and enforcement.
3. **Promote continuous learning by investing in gender training and mentoring.** Gender training and mentoring, through a continuous learning approach, can help to address knowledge gaps and empower staff to adopt gender-responsive approaches in their work.
4. **Create incentives for positive behaviours and practices related to gender equality.** Positive behaviours and practices can be incentivized, for example, through exemplary leadership and by structuring roles, performance assessment, and compensation in ways that promote gender equality.
5. **Put institutional mechanisms in place to support gender-responsive approaches.** Institutional mechanisms are needed to facilitate collaboration among actors working on climate change, DRR, and gender equality—this could include gender advisors in key institutions or a focal point system.
6. **Build accountability by tracking and reporting on progress, both internally and externally.** Accountability for progress on gender equality is essential. This can be built by establishing systems to monitor, evaluate, and communicate gender balance and outcomes related to gender equality, both within institutions and in relation to programs and services.

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Abbreviations and Acronyms

DRR	disaster risk reduction
EnGenDER	Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean
IISD	International Institute for Sustainable Development
KABP	knowledge, attitudes, behaviours, and practices
NAMA	Nationally Appropriate Mitigation Action
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change

1.0 Introduction

Efforts to build resilience to climate change and disasters in developing countries will not be effective or sustainable if they do not take gender into consideration (National Adaptation Plan [NAP] Global Network & United Nations Framework Convention on Climate Change [UNFCCC], 2019; UNFCCC, 2015; Vincent et al., 2019). Women, men, and nonbinary people experience the impacts of climate change and natural hazards in different ways and have different opportunities and capacities to respond. In many contexts, women—particularly those in marginalized groups—face additional barriers to resilience compared to their male counterparts due to social norms and practices that limit their access to information, resources and opportunities (Arneeth et al., 2019; Oppenheimer et al., 2019; Vincent et al., 2014). Similarly, at the institutional level, women remain underrepresented in decision making related to climate change and disaster risk reduction (DRR), creating imbalances in participation and influence in relevant policy processes (Prebble et al., 2015; United Nations Environment Programme & International Union for the Conservation of Nature, 2018). If these issues are not considered in climate change and DRR policies, plans, and initiatives, there is a risk that they will reinforce, exacerbate, or create new gender inequalities.

At the same time, the process of building resilience to climate change and disasters presents an opportunity to address gender inequalities. This is recognized in key international agreements, including the Paris Agreement under the UNFCCC and the Sendai Framework for Disaster Risk Reduction (DRR). By acknowledging gender differences in the process, efforts can be made to tackle unhelpful social norms, address systemic discrimination, and empower women as agents of change. Women play key roles in contributing to household food and livelihood security, managing climate-sensitive resources, and participating in community organization and leadership. If adaptation and DRR efforts explicitly harness this capacity and apply it to the challenge of building resilience, it can help overcome traditional barriers to women’s participation in decision making. By promoting gender-equitable participation and influence in decision making at all levels, we can enable governments to channel finance and other resources for resilience building in gender-responsive ways, increasing the likelihood that the opportunities and benefits resulting from these processes will be more equitably shared.

This knowledge, attitudes, behaviours, and practices (KABP) analysis was conducted by the International Institute for Sustainable Development (IISD), on behalf of UN Women, under the EnGenDER Project (see Box 1). It aims to increase understanding of gender-related perceptions and biases and how they play out in coordination mechanisms for climate change adaptation and DRR as a basis for determining how they can be challenged at the individual and institutional level. The analysis was developed based on data from nine countries: Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. The participants included representatives of the coordinating ministries for climate change and DRR, institutions responsible for gender equality, and sector ministries involved in implementing climate and DRR actions. The findings and recommendations will be of interest to government representatives and stakeholders working on integrating gender considerations in climate change adaptation and DRR in these countries and beyond.

Box 1. The EnGenDER Project

The EnGenDER Project will support climate change, disaster risk reduction and environmental management interventions in nine Caribbean countries by leveraging sector-level entry points, including those identified through NAPs and Nationally Appropriate Mitigation Actions (NAMAs), specifically supporting implementation and/or upscaling of countries' priority actions. This project will analyze and prioritize the needs of the most vulnerable with respect to climate change adaptation and mitigation in priority sectors toward action in key sectors to increase resilience of livelihoods. EnGenDER will also improve institutional capacities for delivering services effectively to the most vulnerable to accelerate post-disaster recovery and mitigate risk. By using a multidisciplinary and integrated approach, the project also aims to contribute to the achievement of the SDGs.

2.0 Context

The countries of the Caribbean region are already being adversely affected by climate change. Increased warming will further intensify these impacts, endangering ecosystems, infrastructure, and livelihoods (Hoegh-Guldberg et al., 2018). The predicted effects in the region include an increase in droughts and dry conditions, an increase in the intensity and frequency of extreme events, sea level rise, flooding, and erosion (Mycoo, 2017). The vulnerability of the region to the impacts of climate change makes climate change adaptation and DRR essential for Caribbean countries to achieve sustainable development.

Women and men living in the region will experience the impacts of climate change differently; these impacts will also differently affect those living in rural and urban areas (Inter-American Development Bank [IDB], 2020). Progress has been made in the Caribbean toward the realization of gender equality with the passing of legislation against gender-based violence, increased representation of women in elected positions, and the removal of discriminatory laws preventing equal employment opportunities. However, pervasive gender stereotypes and adherence to traditional gender roles still limit the equal participation of women in society in this region (Organisation for Economic Co-operation and Development [OECD], 2020). These gender norms increase vulnerability to the impacts of climate change while also limiting participation in resilience-building activities and processes (IDB, 2020).

Table 1 provides an overview of a few key gender equality indicators in the targeted countries, focusing on aspects related to leadership and decision making. It also includes the Gender Inequality Index score and ranking for each country where this is available. As shown in the table, there are considerable gaps in the data, providing an incomplete picture of the gender balance in decision-making roles in the countries. Further, available data shows considerable diversity in the representation of women and men across countries and at the different levels of decision making.

Table 1. Gender equality in leadership and decision making in the target countries

Country	Gender Inequality Index ¹		Government ministers		Civil service permanent secretaries		Civil service heads of departments		Local government leaders		Year of data
	Score	Rank	F (%)	M (%)	F (%)	M (%)	F (%)	M (%)	F (%)	M (%)	
Antigua and Barbuda	-	-	7	93	62	38	40	60	7	93	2013/ 2014
Belize	0.415	97	10	90	-	-	-	-	-	-	2015
Dominica	-	-	28	72	-	-	-	-	41	59	2013/ 2014
Grenada	-	-	-	-	82	18	-	-	-	-	2014
Guyana	0.462	169	25	75	-	-	-	-	-	-	2015
Jamaica	0.396	88	19	81	56	44	66	34	17	83	2015
Saint Lucia	0.401	90	-	-	-	-	-	-	-	-	
Saint Vincent and the Grenadines	-	-	10	90	-	-	-	-	-	-	2015
Suriname	0.436	105	6	94	-	-	-	-	35	65	2012

Sources: United Nations Development Programme (UNDP), 2019; UN Women Caribbean, n.d.

This KABP analysis aims to look beyond the data, providing a fuller picture of gender-related perceptions and biases and how these influence behaviours and practices at both individual and institutional levels. It also looks at policies, as these shape the organizational culture and approaches to the work of the different institutions.

¹ The Gender Inequality Index score ranges from 0 to 1. The higher the value, the greater the disparities between women and men. The rank is out of 189 countries, from most equal to least.

3.0 Overview of the Methodology

The process of collecting and analyzing the data for the KABP analysis was guided by the framework presented in Figure 1. For the purposes of this study, we defined the different elements as follows:

- **Knowledge** refers to an individual's understanding of gender concepts, issues, and approaches.
- **Attitudes** are beliefs or opinions related to gender.
- **Behaviours** are the ways in which knowledge and attitudes are acted upon in a person's work and their interactions with colleagues.
- **Practices** are the ways institutions conduct their work, both internally and in interactions with external stakeholders.

The analysis took the perspective that individuals are embedded in institutions that operate in accordance with policies. Our assumption is that individual knowledge, attitudes, and behaviours influence institutional practices (and vice versa), while policies create the environment in which individuals and institutions operate. Underlying all of this is the social and cultural context in the different countries, which falls beyond the scope of this analysis but is present as the backdrop.

Figure 1. Analytical framework for the analysis



As a first step, a policy and institutional mapping was completed for the nine target countries. The mapping identified the key policies and institutions related to gender, climate change, disaster risk management, and priority sectors that were identified for the EnGenDER Project in the target countries (these are listed in Table 2). This provided an overview of the broader context for the analysis.

Next, a survey was developed to collect quantitative and qualitative data on knowledge, attitudes, behaviours, and practices through multiple choice and open-ended questions.² The survey was circulated by the EnGenDER team to stakeholders working on climate change, gender, and DRR in each of the target countries. It was completed by 112 respondents representing all nine countries. The

² The methodology was informed by the following references: OECD, 2020; UNDP, 2017, 2020; World Health Organization, 2008.

respondents to the survey were 74% female, 26% male, all indicating that they are cisgender—their gender identity matches their sex (American Psychological Association, 2015).

In terms of role, 43% identified as having a technical role, while 37% indicated they were in leadership/management. A similar number of women and men indicated they have technical roles (43% of women, 41% of men); however, more men identified as leadership/management—48% vs. 33%. They had a range of different focus areas for their work, including gender, employment and/or social protection, and climate change adaptation. Less than 7% identified DRR as a primary or secondary focus of their work, however. More women than men reported employment and/or social protection as the primary or secondary focus of their work (primary: 13% of women, 0% of men; secondary: 22% of women, 0% of men).

The findings of the survey and proposed recommendations were presented to stakeholders at a virtual validation workshop, where participants had the opportunity to provide input on the recommendations. This feedback has shaped the final recommendations as they are presented in this report. In addition, a small number of semi-structured interviews³ were conducted to explore themes emerging from the survey and to fill information gaps in relation to institutions and policies.

Though a larger sample size and field visits⁴ would have been useful to strengthen the analysis, we believe that the data collected through the survey provides a solid basis for the findings presented in the next section. In this report, we are presenting the findings at the regional level, given that the sample size for each country is too small to draw conclusions. However, we have shared the country-specific findings with stakeholders in the different governments.

³ The number of interviews was limited by the availability of stakeholders.

⁴ The planned methodology included field visits to a sample of countries. It also envisioned an in-person workshop to bring the country representatives together to co-develop the recommendations. Neither were possible due to the COVID-19 pandemic.

4.0 Key Findings

This section presents the key findings of the analysis.

Individual Knowledge, Attitudes, and Behaviours

When it comes to individual knowledge related to gender, we found that:

- **There is confusion around gender concepts.** More than half of respondents to the survey (57%) believe that gender is binary, consisting of women and men, and only 63% recognize that gender is a social construct, not a question of biology. The responses also indicated a lack of understanding of the concepts of equity and equality, with 69% answering the question incorrectly and a further 16% indicating that they didn't know.
- **Gaps in knowledge of gender issues exist.** Though 72% of respondents believe that gender is very important in the area within which they work, and an additional 23% indicated that it is somewhat important, only 21% feel they have a good understanding of gender issues in their area of work. Interestingly, men were twice as likely to report that they have a good understanding of gender issues (38% of male respondents vs. 16% of female). Overall, 61% reported that they have some knowledge of gender issues but feel that there is always more to learn. The biggest knowledge gaps on gender among participants are: applying tools for gender mainstreaming (21%), identifying entry points to address gender issues (21%), accessing gender-disaggregated data (20%), and understanding gender concepts (20%). See Figure 2 for more details.
- **Respondents are aware that resilience to climate change and disasters has a gender dimension.** Despite the gaps outlined above, the survey respondents demonstrated awareness that vulnerability to climate change and disasters has a gender dimension. When asked whether gender is a major factor determining how vulnerable people are to climate change and disasters, 66% agreed⁵ that it is. Almost all respondents (90%) agreed that women and men have different needs and opportunities related to building resilience, while 82% believe that women are more vulnerable than men to climate change and disasters. Most (92%) agree that everyone has a role to play in building resilience.

⁵ Here, and throughout the report, percentages of people who agree or disagree refer to the total number of people who selected either "strongly agree/disagree" or "agree/disagree."

IN THEIR OWN WORDS

Gender differences in vulnerability to climate change and disasters

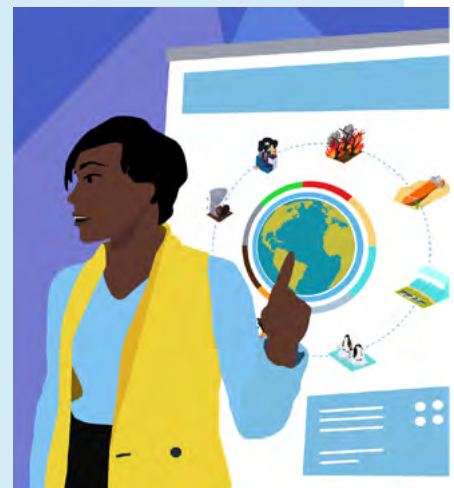


“ Gender is not only about being male or female but is also about roles and responsibilities. Women and girls are more vulnerable to climate impacts, for example, floods and storms, as they are usually the primary caretakers, taking care of elderly parents or young children and so have an additional responsibility in responding and acting during an event.

– woman in leadership/management

“ Men and women are affected [by] climate change in different ways. Women and girls are most vulnerable due to their susceptibility to risks of sexual and gender-based violence.

– woman in a technical role



“ The way some people identify themselves may not be accepted by other members of society. This may have a direct or indirect influence on one’s level of vulnerability.

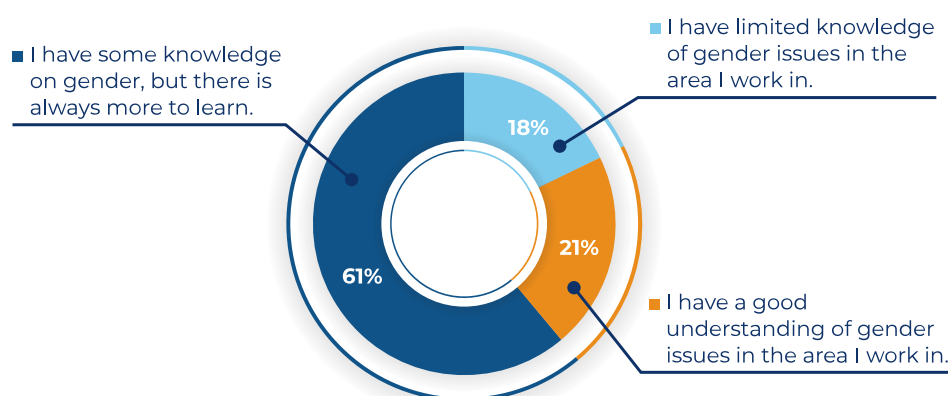
– man in a technical role



“ Based on societal norms, men are taught to be resilient and women are conditioned to be vulnerable.

– woman in a service delivery role

Figure 2. Knowledge of gender issues



Men were twice as likely to report that they have a good understanding of gender issues.

Our analysis of attitudes and behaviours based on the survey data showed:

- **There is some evidence of gender-based bias.** Though results on the attitudinal questions were mixed, there are some aspects of the results that demonstrate gender-based bias. For example, 36% of respondents do not believe that women and men have the same rights, and 42% would not be happy if their direct supervisor was a woman—interestingly, this includes 45% of the women and only 28% of the men. On the other hand, 93% disagree that getting a university degree is more important for a man than for a woman, and 87% do not believe it is more important for a man to work outside the home than for a woman.
- **The majority of respondents consider themselves to be gender equality champions in their offices.** The majority of respondents—83%—consider themselves to always (37%) or sometimes (46%) act as a champion for gender equality in their office (see Figure 3). It is interesting to note that almost half of the men (48%) always consider themselves gender champions, compared to 33% of women. If respondents observed discrimination on the basis of gender in their organization (in terms of hiring practices, opportunities for training and advancement, and so on), more than half (53%) say they would lodge a complaint with their supervisor and/or the human resource department, while 42% indicated they would advocate for a new human resource policy that would eliminate the potential for discrimination.⁶
- **Respondents indicate they are ready to address sexual harassment in the workplace.** It is positive to see that respondents indicate their readiness to take action if they observed sexual harassment in the workplace. If respondents saw a colleague being sexually harassed, the most common responses are as follows: to check in with the person who was harassed to make sure they are OK (65%); to check in with the person who was harassed to support them in taking action (63%); and intervening directly to stop the harassment (60%).⁷ None of the respondents indicated that they would do nothing in this situation.
- **The workplace culture is not always respectful, and women are more likely to feel disrespected.** More than half of respondents (65%) indicated that they always (4%) or

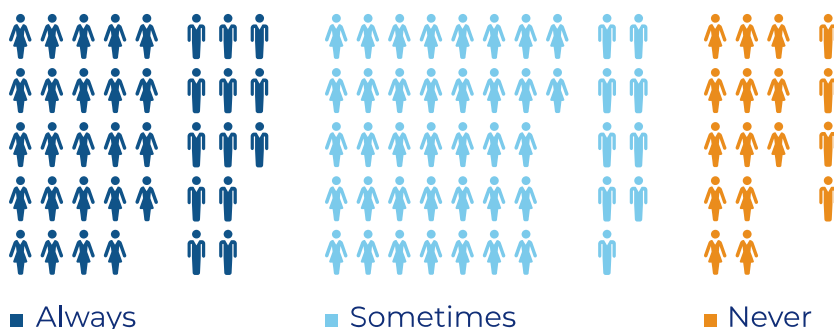
⁶ Note that some of these may be the same people, as there was an option to select more than one action.

⁷ As above, respondents had the option to select more than one action.

sometimes (61%) feel disrespected at work. There are some gender differences in these experiences: 5% of women indicated that they always feel disrespected, while none of the men did. Only 34% of women never feel disrespected in the workplace, compared to 41% of men.

Figure 3. Gender equality champions?

I consider myself to act as a champion for gender equality in my office.



■ Always ■ Sometimes ■ Never

Almost half of men (48%) always consider themselves to be champions for gender equality, compared to 33% of women.

Institutional Practices

The analysis explored participants' perceptions of the practices of their institutions in relation to gender, considering both internally focused practices and those related to the delivery of services and engagement with external stakeholders.

From an internal perspective, the following emerged regarding institutional practices:

- **There are gaps in the mechanisms for integrating gender in the institutions responsible for climate change adaptation and DRR.** Less than half of respondents indicated that there is a mandate to mainstream gender considerations in the work of their institution. Among these, only 47% say it is mentioned in their job description, terms of reference or other documents that guide their work, and only 26% say it is incorporated in their performance assessment progress. Only 51% indicated that there is a gender department, team, or focal point within their institution; among these, 30% say that they interact with them on an infrequent basis, and 5% say they never interact with them. Only 61% have received training on gender and/or gender mainstreaming. See Figure 4.
- **There appears to be a lack of gender balance within the institutions.** Almost half of respondents (47%) do not feel that their institution is gender balanced, and 66% do not agree that there are a similar number of women and men in senior positions in their institutions. Men are more likely to report that their institution is gender balanced: 69% agreed with this statement vs. 36% of women.

IN THEIR OWN WORDS

What is the biggest barrier to achieving gender equality in your country?



“ The fact that managers and leaders think they are gender neutral, but in fact, they are gender blind.

– woman in a technical role

“ Lack of using data-driven analysis to come up with actual issues [and] being unable to address them in a fact-driven manner.

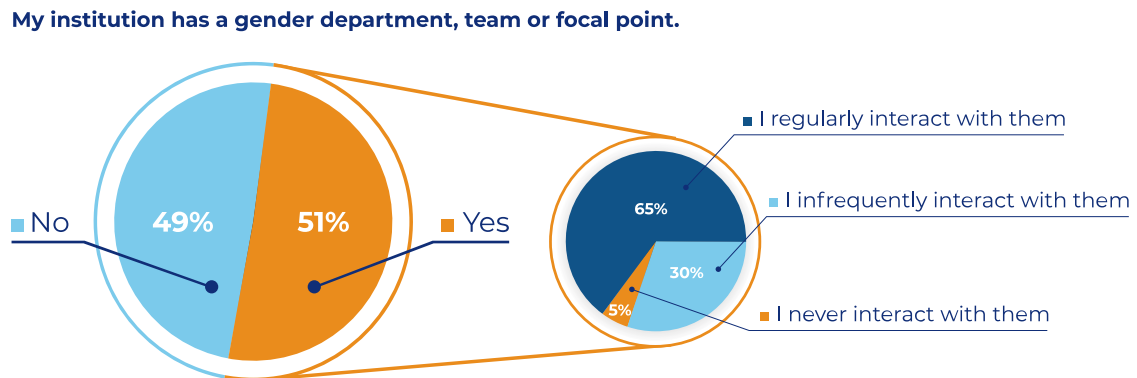
– man in a technical role



“ Misconceptions and patriarchy.

– man in a technical role

Figure 4. Institutional mechanisms for integrating gender



Looking at the organizations’ interactions with external stakeholders, the responses indicate:

- **On an individual level, respondents are making efforts to integrate gender in their work with external stakeholders.** Almost all of the respondents indicated that they always (46%) or sometimes (49%) consider gender balance among participants when providing services at the community level, while 87% always (33%) or sometimes (54%) try to ensure there is gender-balanced participation in meetings with non-governmental stakeholders. Men are twice as likely to report that they always do this—52% of men vs. 26% of women (see Figure 5).
- **However, institutional commitments to this are less clear.** While 58% of respondents indicated that their institution does aim to address gender considerations in its work with communities, 15% indicated that it does not, and the remainder (27%) did not know. Further, respondents identified a range of barriers to integrating gender in the work of their institution, with a lack of mandate the most common response (27%), followed by a lack of data/information/analysis (23%) and a lack of expertise (18%).

Figure 5. Interactions with external stakeholders



Policies

The policy mapping explored the policies in place for gender, climate change, and DRR as well as the integration of these issues in sectors, based on available information. An overview is presented in Table 3. With respect to the integration of gender considerations in policies and strategies related to adaptation and DRR, the policy analysis highlighted a few trends:

- All of the countries except one have a national climate change policy or strategy in place, and the majority of these include some references to gender issues, though in some cases these are limited. For example, gender equality or equity is commonly referenced as a cross-cutting issue or guiding principle in the national climate change policies reviewed. This is the case in Jamaica, where the Climate Change Policy Framework cites gender as a cross-cutting issue, and the document recognizes the need for addressing gender in climate change planning (Government of Jamaica, 2015).
- The four countries that have submitted NAPs to the UNFCCC have made efforts to integrate gender considerations. Suriname, for example, proposes in its NAP that the country's adaptation efforts should reduce gender and social inequities. This is to be accomplished by seeking equitable participation in adaptation planning processes and developing strategies that take into account the needs of both men and women (Government of Suriname, 2019).
- Though three countries have national DRR strategies in place (and an additional one is in progress), there seems to be less attention to gender issues in these documents. One exception is Guyana's National Integrated Disaster Risk Management Plan and Implementation Strategy, which recognizes the need to integrate consideration of both gender and climate change into disaster risk management processes (Guyana Civil Defence Commission & IDB, 2013).
- There is some integration of gender considerations in the plans for priority sectors—for example, Saint Lucia's Sectoral Adaptation Strategy and Action Plans (SASAPs) for priority sectors water, agriculture, and fisheries all include discussion of gender considerations (Government of Saint Lucia, 2018a, 2018b, 2018c). However, this does not seem to be a systematic approach in most countries.

Table 2. National-level policies, plans, and strategies⁸

Country	National gender policy or strategy	National climate change policy or strategy	Second NDC submitted to UNFCCC	NAP submitted to UNFCCC	National DRR strategy or plan	Plans for priority sectors	
Antigua and Barbuda					☑	Infrastructure	☑
						Finance	☑
						Protected areas	☑
Belize	☑	☑				Agriculture	☑
						Water	
						Coastal communities	
Dominica	☑	☑			In progress	Agriculture and Fisheries	
						Health	☑
						Social Protection	☑
Grenada	☑	☑	☑	☑		Food Security (Agriculture)	☑
						Disaster Management	
						Health	☑
Guyana	☑	☑			☑	Agriculture	☑
						Health	☑

⁸ Information on national climate, gender, and DRM policies is based on best available information at the time the report was developed. Information on second NDCs is based on the documents available on the [NDC Registry](#), while information on NAPs is based on documents available on [NAP Central](#), both as of May 31, 2021.

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Country	National gender policy or strategy	National climate change policy or strategy	Second NDC submitted to UNFCCC	NAP submitted to UNFCCC	National DRR strategy or plan	Plans for priority sectors	
Jamaica	☑	☑				Transport	☑
						Agriculture	☑
Saint Lucia	In progress	☑		☑		Water	☑
						Agriculture	☑
						Fisheries	☑
Saint Vincent and the Grenadines		☑		☑	☑	Agriculture	☑
						Water	
Suriname	☑	☑	☑	☑		Agriculture	☑
						Water	☑
						Energy and Forestry	☑

Though more work is needed to realize systematic and comprehensive integration of gender considerations in policies and plans for climate change and DRR, each country has entry points where these issues can be addressed. The fact that most of the countries are still in the process of developing NAPs and updating their NDCs also presents an opportunity to take a gender-responsive approach in these processes in line with the UNFCCC's Gender Action Plan and, where they exist, national gender policies and strategies. Efforts to implement the Sendai Framework on Disaster Risk Reduction may also present opportunities to apply a gender lens. Countries that don't yet have a national gender policy document in place could learn from their peers who have been implementing such policies for a number of years.

In terms of awareness and application of policies among survey participants, we found that:

- **Awareness of national gender-related policies and mandates is low.** Approximately one third of respondents (34%) indicated that they did not know whether their country has a gender policy. Among those who responded that a gender policy is in place in their country, 43% have not read it. However, all who had read it indicated that it did apply to their work.
- **There are gaps in the uptake of institution-specific gender strategies and action plans.** When asked if their institution has a gender strategy or action plan, only 32% answered that it does, while 19% did not know. For those that responded that their institution does have a gender strategy or plan in place, 25% indicated that they have not read it, while 8% indicated either that it does not apply to their work, or they don't know if it does.

5.0 Recommendations

The following are recommendations for creating an enabling environment for gender equality within the institutions responsible for climate change and DRR in the target countries, including the coordinating ministries as well as those responsible for priority sectors. The recommendations have been informed by the analysis of survey data, as well as the virtual validation workshop and, in some cases, relevant literature.

1. Raise awareness of gender policies and mandates across different institutions.

Though many countries—and even specific coordinating institutions for climate change and DRR—have gender policies and mandates in place, there is a need to raise awareness of these to ensure that everyone understands that gender equality is their responsibility regardless of their role. There are a number of aspects to this:

- All staff should be made aware, when they join, of the gender policies and mandates that apply to their work. This may differ in terms of the content—i.e., roles that involve providing services to external stakeholders would be subject to different guidance than someone in human resources, for example.
- The implications of gender policies and mandates should be systematically reviewed at key decision points, such as in the development of a new policy or plan or during budget processes, to remind staff that these requirements are in place and what they mean for the work of the institution.
- When developing guidance for the institution, to guide planning, budgeting, or implementation of programs, the gender-related mandates should be integrated, to ensure they become part of regular practice.
- Sector ministries and coordinating institutions should compile learning and communicate this to national institutions responsible for gender to inform updates of gender policies and mandates, ensuring that they are in line with current thinking, good practices, and international standards.

2. Foster a safe and inclusive workplace culture.

A safe and inclusive workplace culture is one where discrimination has been eliminated and all people feel valued and supported. This is most likely to occur through a combination of leadership, dialogue, policy measures, and enforcement. Actions may include:

- Focusing on individuals as people, not just public servants. Leaders should demonstrate empathy and vulnerability, build personal relationships, and model a healthy work-life balance to establish a supportive workplace environment. Definitions of success may need to be re-evaluated to take into account people's goals and responsibilities outside work, as well as in the workplace (Arthrell et al., 2019).
- Creating time and space for reflection and discussion among team members about their experiences with discrimination and how they view the culture in the institution. This type

of dialogue must be facilitated in a respectful manner, ensuring that all staff feel safe to voice their perspectives without fear of personal or professional repercussions.

- Facilitating targeted dialogue for women and men to tackle differing experiences and perceptions. For example, discussions could unpack beliefs around masculinity and femininity or perceptions of women in leadership, exploring how these play out in the workplace. Such discussions must recognize that not all people of the same gender have the same experience and allow space for these differences.
- When negative behaviours or biased practices are observed, they should be dealt with swiftly and in a transparent manner, ensuring that employees understand that there are negative consequences to discrimination in the workplace.
- Policies should be continuously reviewed and updated to reflect good practices with respect to gender equality and social inclusion in the workplace. This includes the full suite of policies related to hiring, benefits, leave, and so on, ensuring the removal of barriers to a gender-balanced and diverse workforce.

3. Promote continuous learning by investing in gender training and mentoring.

Gender training and mentoring, through a continuous learning approach, can help to address knowledge gaps and empower staff to adopt gender-responsive approaches in their work. This includes:

- Regular training for staff on gender concepts, mandates, and the implications for their work and their collaboration with others. Such trainings should be targeted to the roles and responsibilities of particular staff members. In some instances, gender-specific trainings may also be appropriate.
- Ensuring that gender trainings go beyond the basics to address more nuanced issues such as unconscious bias, intersectionality, and issues around inclusion of underrepresented sexual orientations, gender identities and/or expressions, and sex characteristics.
- Mentoring programs, to support advancement by early-career staff of underrepresented genders and social groups. Mentoring may also be appropriate to provide ongoing support to individual staff or teams in changing practices related to gender equality and social inclusion, both internally and in interactions with external stakeholders.

4. Create incentives for positive behaviours and practices related to gender equality.

Positive behaviours and practices can be incentivized, for example, through exemplary leadership and by structuring roles, performance assessment, and compensation in ways that promote gender equality. This may include:

- Modelling of positive behaviours and practices by those in positions of leadership. The behaviour of leaders sets the tone for how teams operate, the conduct that is appropriate, and what is valued within institutions. Leaders can push the gender equality agenda forward, actively working to eliminate discrimination and demanding continuous improvement in behaviours and practices.
- Providing authentic examples of how progress toward gender equality in an institution leads to a more positive work environment for all, as well as better outcomes for the institution. Sharing such examples can help individuals recognize how putting the principles of gender

equality into practice can create tangible improvements for all employees and external stakeholders, regardless of their gender.

- Including gender-related aspects in job descriptions, with responsibilities tailored to roles. For example, senior managers should be responsible for building gender-balanced teams, while technical roles should be tasked with ensuring gender is mainstreamed in their work.
- Performance assessment processes should incorporate indicators that are linked to gender-related responsibilities. Further, gender-related behaviours and practices can be assessed using input from managers, colleagues, and supervisees through an anonymous feedback process that provides space for raising concerns about discrimination or inappropriate behaviour.
- Compensation packages must be based on equal pay for equal work, regardless of gender identity or sex. Salary increases should be tied to performance assessment that takes gender-related responsibilities and actions into account, as described above. Leave policies, including for parental leave, should be designed in ways that recognize care responsibilities and that enable staff to balance career advancement and family.

5. Put institutional mechanisms in place to support gender-responsive approaches.

Institutional mechanisms are needed to facilitate collaboration among actors working on climate change, DRR, and gender equality, including both government ministries and non-governmental stakeholders. These mechanisms may include:

- Temporary working groups or committees established to enable collaborative development of a particular policy process or plan, such as a NAP or an updated gender policy.
- Mechanisms to facilitate ongoing access to gender expertise across ministries, departments, and agencies, for example, through a focal point system or the creation of new positions for gender advisors in key institutions.
- Incorporate gender experts in the institutional structures for implementing climate change and DRR policies and programs to ensure that gender-related principles and commitments are carried through to implementation.
- Platforms for exchange of experience with gender-responsive approaches across different institutions, with those that are further ahead sharing lessons learned and effective approaches with others who are earlier in the journey.

6. Build accountability by tracking and reporting on progress, both internally and externally.

Accountability for progress on gender equality is essential. This can be built by establishing systems to monitor, evaluate, and communicate gender balance and outcomes related to gender equality, both within institutions and in relation to programs and services. Actions in this area may include:

- Tracking and reporting on gender balance within government institutions, including disaggregation by role and level, both domestically and for international commitments.
- Systematic collection of disaggregated data (by gender, age, etc.) for all investments of the institution, including training, programs, and services.

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- Gender analysis of externally-focused policies and programs to track differential outcomes from the delivery of programs and services at the institutional level, as well as unintended negative effects of policies and programs on external stakeholders.
- Establishing internal monitoring and evaluation systems that incorporate feedback from a diverse range of people, including those in underrepresented groups, to understand how institutional cultures and practices may perpetuate exclusion (Arthrell et al., 2019)—an example would be a survey of staff of the institution.
- Sharing disaggregated data and gender analysis across institutions, including with the institutions responsible for gender.

6.0 Conclusions

While there are positive signs, there is still progress to be made to achieve gender equality in the Caribbean. This analysis provides insights into the areas where such progress is needed from the perspective of institutions involved in the coordination and implementation of climate action and DRR. In the public sector, awareness of the need to be gender responsive in the delivery of programs and services is growing; however, in some cases individual attitudes and behaviours perpetuate gender biases that affect the workplace culture. Further, mandates and responsibilities for integrating gender in the work of different institutions are not always clear to the people tasked with implementing them.

For institutions to be effective in promoting gender-responsive action to build resilience to climate change and disasters, they must work to eliminate discrimination and ensure gender balance in decision making within their own organization. This requires continuous investments in training and mentoring, as well as dialogue and reflection processes, to understand and address biases and develop an inclusive workplace culture. It also requires accountability mechanisms for promoting gender equality at both the individual and institutional levels. With more gender-balanced and inclusive institutions, the potential for achieving equitable outcomes from investments in resilience building grows.

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