Women Enabled International Comments on Draft CEDAW General Recommendation on Gender-Related Dimensions of Disaster Risk Reduction in a Changing Climate

Drafted by: Women Enabled International (WEI)
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WEI advocates and educates for the human rights of all women and girls, emphasizing women and girls with disabilities, and works to include women and girls with disabilities in international resolutions, policies, and programs addressing women’s human rights and development. The organizations endorsing this report include organizations of persons with disabilities (DPOs) and those working on the rights of women with disabilities around the world.

I. Introduction

WEI and its partners appreciate the opportunity to provide comments on the Draft General Recommendation on gender-related dimensions of disaster risk reduction in a changing climate (Draft General Recommendation) of the Committee on the Elimination of Discrimination against Women (CEDAW Committee).

According to the World Health Organization and the World Bank, women and girls with disabilities constitute 19.2% of women worldwide, making up a substantial portion of the population. Due to discrimination based on both their gender and disability, women with disabilities experience violations of their rights that are distinct from those experienced by other women and from men with disabilities. Natural disasters, including those caused by climate change, compound the effects of gender and disability discrimination, leading to further human rights violations against women with disabilities, including gender-based violence, denials of needed services, and barriers to accessing justice.

The comments below supplement WEI’s previous submission towards the half-day of general discussion on the gender-related dimensions of disaster risk reduction (DRR) and climate change. In particular, this submission briefly summarizes the issues that uniquely or disproportionately affect women with disabilities in natural disasters, including those caused by climate change and in planning for DRR. This submission then provides specific comments on the Draft General Recommendation about how to ensure further inclusion of women with disabilities and their concerns in this context.

II. Women with Disabilities and Natural Disasters

As discussed in our previous submission, women with disabilities experience unique barriers to exercising their rights in the context of natural disasters and climate change. For instance, the ability of women with disabilities to flee disasters may be compromised due to physical barriers, the inaccessibility of early warning information, and the erosion of support from family members and the community. Family members may also be unable or unwilling to transport women with disabilities following a
disaster, leaving them abandoned in their homes. Gender norms and their effects on women’s social mobility may also hinder the ability of women with disabilities to flee. As the UN Population Fund (UNFPA) notes in its 2015 annual report, focused on humanitarian crises, “[d]eveloping robust early warning systems that are responsive to gender, age, and disability is a crucial way to ensure equitable access to information before a crisis occurs.”

Additionally, services intended to assist those displaced by disasters—including food, clothing, shelter, and financial assistance—are more likely to be inaccessible to women with disabilities. This is because service providers may discriminate against women and persons with disabilities in providing services, women with disabilities may experience barriers to communicating with service providers, states may lack information on how many people with disabilities are affected by disasters, and systems for delivering relief services—which may require traveling to the site of services, accessing services through shelters, or waiting for long periods of time in line—are inaccessible to persons with disabilities. This can result in widespread disparities in accessing emergency resources. For instance, one study in Bangladesh revealed that only 2% of persons with disabilities received clothing and bedding and 1% of persons with disabilities received cash grants, in comparison with 30% and 12%, respectively, of their non-disabled peers, a situation which the study attributed to intentional and non-intentional discrimination, including the need to stand in long lines to obtain services.

Women with disabilities also face disparities in accessing health services, including sexual and reproductive health information and services, following disasters. This disparity exists because women and girls with disabilities face a lack of respect from health providers, encounter stereotypes that infer that women with disabilities are asexual, have to travel long distances and lack accessible transportation to health facilities, and face increased safety concerns when accessing these services. Indeed, a report from the Women’s Refugee Commission found that refugee women with disabilities in Kampala, Uganda reported mistreatment by health care professionals when accessing sexual and reproductive health services, including if they became pregnant outside of marriage, and also reported that family members sometimes forced them to have abortions if they became pregnant or forced them to marry the responsible man or adolescent boy. The World Health Organization recommends that disaster preparations take into account the needs of diverse groups, including women and persons with disabilities, when planning for the delivery of health services, including sexual and reproductive health services.

Furthermore, women with disabilities are more vulnerable to gender-based violence and sexual exploitation, including in the context of natural disasters. Indeed, women with disabilities are at least two to three times more likely than women without disabilities to experience gender-based violence than are other women even before disasters occur. In its thematic report on violence against women and girls with disabilities, the UN Office of the High Commissioner for Human Rights (OHCHR) notes in particular that “[d]isasters compound the social effects of disability, particularly for women and girls, who face other barriers,” due to their social exclusion, limited mobility, and barriers they face in communication, which may make them easier targets for aggressors. When women with disabilities are able to flee following natural disasters, they may have to leave behind mobility and communications aids, a situation that makes them more dependent on others for receiving basic services such as food and shelter and can increase their vulnerability to violence or may lead them to engage in sex in exchange for assistance. When shelters are overcrowded and toilets are inaccessible, poorly lit, or not located inside shelters, this can also exacerbate the risk of violence for women with disabilities. For instance, a report from the Women’s Refugee Commission and the International Rescue Committee on gender-based violence in refugee camps in Burundi found that women with disabilities identified a greater risk of violence near poorly lit latrines or crowded water-gathering sites.

Finally, women with disabilities are likely to be excluded from DRR efforts and preparation for and response to disasters. As the UN High Commissioner for Refugees (UNCHR) notes in its guidebook on working with persons with disabilities in humanitarian settings, “persons with disabilities are at particular risk because they may be invisible, and because they are less able to participate actively in decisions that concern them and are less likely to have their protection needs met.” Indeed, poor information systems
and stigma and discrimination in families and communities\textsuperscript{27} result in inaccurate estimates of the number of persons with disabilities in states,\textsuperscript{28} and, as a result, governments underestimate the need to ensure the participation of persons with disabilities in emergency response plans and to address their basic needs.\textsuperscript{29} Furthermore, women with disabilities face increased barriers to accessing justice for violations of their rights, due to physical and communication accessibility barriers and stereotypes about their credibility as witnesses,\textsuperscript{30} a situation that likely carries over into natural disaster settings. In response to these deficits, UN agencies recommend that states consult with persons with disabilities in preparing for and responding to disasters, including by building the capacity of organizations of persons with disabilities.\textsuperscript{31} Indeed, inclusion in preparation and recovery efforts can have a profound impact on the reintegration of persons with disabilities into the community and also helps mitigate the harms of future disasters.\textsuperscript{32}

III. Specific Comments on the Draft General Recommendation

WEI appreciates the many references to women with disabilities throughout the Draft General Recommendation. These references include the acknowledgement of the intersectional forms of discrimination faced by different groups of women, including women with disabilities, in the context of DRR and climate change,\textsuperscript{33} the need to ensure that women with disabilities, alongside other groups of women, participate in activities related to DRR and climate change,\textsuperscript{34} and the recommendation to ensure that early warning and other information systems related to DRR and climate change are accessible, including to women with disabilities.\textsuperscript{35} We, however, also have several recommendations for ways to better include women with disabilities and their concerns in the context of DRR and climate change throughout the draft.

In particular, the CEDAW Committee should consider adding a paragraph, following paragraph 22 on intersectional discrimination, specifically addressing the issues faced by and the rights obligations towards women and girls with disabilities, as it has in other General Recommendations.\textsuperscript{36} As noted above, women with disabilities constitute nearly one-fifth of the global population of women, and although the current draft lists women with disabilities alongside other groups that may need specific attention in the context of DRR and climate change, it does not comprehensively address the specific and unique issues experienced by women with disabilities. At a minimum, the CEDAW Committee should explicitly reference the CRPD Committee’s General Comment No. 3 on women and girls with disabilities and the CEDAW Committee’s own General Recommendation No. 18 on women with disabilities. It would also be helpful to include a paragraph such as the following:

- Women and girls with disabilities have unique experiences in the context of natural disasters, due to discrimination based on both their gender and disability that is exacerbated in times of crisis.\textsuperscript{37} Their ability to flee natural disasters and their aftermath may be compromised by physical barriers or the inaccessibility of early warning systems. Additionally, women with disabilities may find that essential services, toilet facilities, and shelters are inaccessible to them. Furthermore, women with disabilities face a heightened risk of gender-based violence in post-disaster contexts, due to stigma, discrimination, and their dependence on others to access needed basic services and shelter when those services are otherwise inaccessible. States should take special measures to ensure that women with disabilities are included in disaster risk reduction planning and implementation, as their input into these processes will help anticipate and address the risks they face following natural disasters.

The CEDAW Committee should also consider making amendments to the following paragraphs to better include women and girls with disabilities:

- In paragraph 5, which addresses violence against women, the CEDAW Committee should consider adding a sentence such as the following: Women and girls with disabilities are at particular risk of gender-based violence and sexual exploitation following disasters, due to discrimination based on physical limitations and barriers to communication, as well as the inaccessibility of facilities and needed services and the dependence on others to access those services.\textsuperscript{38}

- In paragraphs 11-17, which enumerate the international frameworks addressing DRR and climate change, the CEDAW Committee should consider including a reference to Articles 6 and 11 of the Convention on the Rights of Persons with Disabilities (CRPD), which address the rights of women
and girls with disabilities and of persons with disabilities in humanitarian emergencies, conflict, and natural disasters, respectively. In particular, Article 11 of the CRPD provides important guidance to states about their human rights obligations to take “all necessary measures to ensure the protection and safety of persons with disabilities in situations of risk.” Furthermore, the CEDAW Committee should consider referencing the CRPD Committee’s General Comment No. 3 on women and girls with disabilities, in which the CRPD Committee describes many of the unique challenges women with disabilities face in the context of humanitarian settings, including disasters, such as the inaccessibility of important information and basic services, an inability to flee emergency situations, and an increased risk of gender-based violence.

- In paragraph 25(b), when discussing infrastructure and services, the CEDAW Committee should consider adding “including to women with disabilities” in a parenthetical after the word “accessible” to ensure that states keep disability accessibility in mind when planning for these services.

- In the section on Participation and Empowerment in paragraphs 26-30, the CEDAW Committee should consider discussing other reasons why it is important to include women, and diverse groups of women including women with disabilities, in DRR and climate change-related processes. For instance, the CEDAW Committee could mention that women, and diverse groups of women including women with disabilities, have unique experiences in the lead up to and following disasters that help inform comprehensive DRR policy. These experiences include, as noted above, gender-based violence and social and cultural stereotypes that limit their public participation and access to services, among others.

- In paragraphs 31-32, addressing issues surrounding access to justice, the CEDAW Committee should consider including some of the barriers that diverse groups of women, including women with disabilities, experience in accessing justice. Indeed, the CEDAW Committee has recognized that women with disabilities face particular barriers in accessing justice, including physical barriers, and in its General Recommendation No. 33 on access to justice has called on states to “[p]lay special attention to access to justice systems for women with disabilities.” Furthermore, the CRPD Committee in its General Comment No. 3 on women and girls with disabilities has specifically noted that women with disabilities are less likely to be able to access justice following disasters. As such, in addition to asserting that women and men should have their legal capacity equally recognized when accessing justice, the CEDAW Committee should also mention that certain groups of women—including women with disabilities—are more likely to be formally or informally deprived of legal capacity, face stereotypes about their credibility, and encounter physical and communication barriers that further limit their access to justice. The CEDAW Committee should then recommend that states remove any legal restrictions on the ability of women with disabilities to report violence or testify in court, including restrictions based on legal capacity, and take special measures to ensure that justice mechanisms are accessible to women with disabilities.

- In paragraph 34(b), on assessment and data collection, the CEDAW Committee should recommend that states disaggregate data not only based on gender, but also based on other specific characteristics, such as disability, age, ethnicity, and other factors. Concerning disability in particular, the CEDAW Committee should recommend that states consult the work of the Washington Group on Disability Statistics—a body of the United Nations Statistical Commission—which has done extensive work on best practices for gathering data on persons with disabilities.

- In paragraphs 45-47, on the right to health in disaster settings, the CEDAW Committee should consider more directly referencing the requirement that health services, including sexual and reproductive health services, should be available, accessible, acceptable, and of good quality, and that even in times of disaster, states have an obligation to ensure access to a minimum package of essential services without discrimination, including many sexual and reproductive health services. In particular, in the recommendations contained in paragraph 47, the CEDAW Committee should consider adding that health services and information should continue to be financially and physically as accessible as possible, including to women with disabilities, and that states should provide support (such as sign language interpretation, Braille information, and supported decision-making) for persons with disabilities when accessing these services. The CEDAW Committee should also consider amending paragraph 47(g) to ensure that health workers are trained not only in gender-sensitive responses but also culturally-sensitive responses, including responses sensitive to the rights
of women with disabilities as outlined in the CEDAW Committee’s General Recommendation No. 24 on the right to health.51

• In paragraph 54(d), when recommending that states prioritize the reintegration of girls and members of other groups who have not traditionally been valued in education systems, it would be helpful to specifically mention persons with disabilities, and in particular girls with disabilities. Children with disabilities have traditionally been left out of school or put in segregated schools in many countries and may be ignored in the post-disaster settings without explicit mention of obligations towards them.52

• In paragraphs 67-70, addressing gender-based violence, the CEDAW Committee should consider adding a paragraph addressing some of the risk factors that diverse groups of women, including women with disabilities, experience in post-disaster settings. As noted above, some of these factors include the inaccessibility of toilets and shelters, dependence on others to access basic services such as food, clothing, and shelter, and difficulties in accessing justice or reporting mechanisms due to communication barriers or stereotypes about the credibility of women with disabilities, all leading to heightened vulnerability to violence.53
  o Additionally, in paragraph 70(b), discussing accessible spaces for reporting gender-based violence, the CEDAW Committee should consider specifically including that these spaces should be disability-accessible and that justice mechanisms should not only be “confidential, effective and rights-based” but also disability-accessible and non-discriminatory.
  o In paragraph 70(c), on developing partnerships with organizations to combat gender-based violence, the CEDAW Committee should explicitly include organizations of persons with disabilities, and particularly organizations of women with disabilities.

• In paragraph 71(b), addressing the participation of women in dissemination and reporting on natural disasters, the CEDAW Committee should consider adding “diverse groups of women, including women with disabilities,” in line with other sections of the Draft General Recommendation.

Thank you again for the opportunity to provide comments to the CEDAW Committee on this Draft General Recommendation. Please do not hesitate to contact us at the emails below should you have any questions or require additional information on any of the comments addressed herein.

Sincerely,

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1 This submission addresses the situation of women and girls with disabilities throughout the lifecycle. As such, any reference to “women with disabilities” should be interpreted to include girls with disabilities unless otherwise indicated.


For instance, when flooding impacted Satkhira, Bangladesh, men with disabilities had more social mobility than women with disabilities due to cultural norms. Men with disabilities were allowed to be physically carried by anyone in the evacuation and could seek shelter in a neighbor’s home, but it would be not be considered acceptable for women with disabilities to flee to neighbor’s homes or be carried by just anyone in an evacuation. SIGHTSAVERS, DISABILITY, DISASTERS, AND EMPOWERMENT: EVIDENCE FROM QUALITATIVE RESEARCH IN A DISABILITY INCLUSIVE DISASTER PREPAREDNESS PROGRAMME (2015), available at http://www.sightsavers.org/wp-content/uploads/2015/12/Bangladesh-strategy-document-report-download.pdf.

UNFPA, Shelter from the Storm, supra note 7, at 82.


UNFPA, Shelter from the Storm, supra note 7, at 47.

Id. at 108.


Id. at 84.

United States Agency for International Development (USAID), UNITED STATES STRATEGY TO PREVENT AND RESPOND TO GENDER-BASED VIOLENCE GLOBALLY (Aug. 2012), available at http://www.state.gov/documents/organization/196468.pdf. It is worth noting that no global data exists on the incidence of such violence, and studies draw on different sources of data.

UNFPA, Shelter from the Storm, supra note 7, at 48-49.


Fred Smith, et al, Disability and disasters, supra 6, at 6 & 8.


Fred Smith, et al, Disability and disasters, supra 6, at 7.

Id. at 4.

Id.

Id. at 5.


Fred Smith, et al, Disability and disasters, supra note 6, at 9.


Id., ¶ 25(b).

Id., ¶ 44.
For example, the CEDAW Committee has previously recommended through its General Recommendation No. 18 on disabled women that states provide information about the special measures they have taken to ensure the rights of women with disabilities, including “to ensure that they have equal access to education and employment, health services and social security, and to ensure that they can participate in all areas of social and cultural life.” CEDAW Committee, General Recommendation No. 18: Disabled women (1991), available at http://www.ohchr.org/EN/HRBodies/CEDAW/Pages/Recommendations.aspx. In its other General Recommendations, the CEDAW Committee has also frequently included paragraphs and provisions describing abuses against women with disabilities and making recommendations targeted at ensuring their rights. See, e.g., CEDAW Committee, General Recommendation No. 24: Article 12 of the Convention (women and health), (20th Sess., 1999), in Compilation of General Comments and General Recommendations Adopted by Human Rights Treaty Bodies, ¶ 25, U.N. Doc. HRI/GEN/1/Rev.9 (Vol. II) (2008), available at http://www.ohchr.org/EN/HRBodies/CEDAW/Pages/Recommendations.aspx; General Recommendation No. 33, supra note 28, ¶ 16(g); General Recommendation No. 34 (2016) on the rights of rural women, ¶¶ 14, 15, 39(a), 43(a) & 43(h), U.N. Doc. CEDAW/C/GC/34 (2016), available at http://www.ohchr.org/EN/HRBodies/CEDAW/Pages/Recommendations.aspx.


UNFPA, Shelter from the Storm, supra note 7, at 48-49.


CEDAW Committee, Gen. Recommendation No. 33, supra note 30, ¶¶ 13 &17(g).

CRPD Committee, Gen. Comment No. 3, supra note 3, ¶ 49.


See, e.g., CRPD, supra note 39, art. 31.


CRPD Committee, Gen. Comment No. 3, supra note 3, ¶¶ 40 & 42; Gen. Comment No. 2, supra note 46, ¶ 40; CEDAW Committee, Gen. Recommendation No. 24, supra note 36, ¶¶ 7 & 25.
See CEDAW Committee, *Gen. Recommendation No. 24*, *supra* note 36, ¶ 25 (“States parties should take appropriate measures to ensure that health services are sensitive to the needs of women with disabilities and are respectful of their human rights and dignity.”); *see also* CRPD Committee, *Gen. Comment No. 3*, *supra* note 3, ¶ 43; *Gen. Comment No. 2*, *supra* note 46, ¶ 40.


53 *See, e.g.,* UNFPA, *Shelter from the Storm*, *supra* note 7, at 48-49.