

**MODULE 3: STRATEGIES AND TOOLS FOR
INTEGRATING GENDER IN DRR**
Session 1: Overview of Gender Mainstreaming
HANDOUT No. 1
What and Why of Gender Mainstreaming

1. WHY gender mainstreaming DRM?

Disasters result from the combined factors of natural hazards and people's vulnerabilities. These vulnerabilities take the form of physical exposure, socioeconomic vulnerability, and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors, which include poverty, social class, age group, ethnicity and gender relations.

Gender makes a difference....

- 1) Strong evidence from good practices of gender-sensitive DRR worldwide shows that both men and women benefit from a gender balanced approach to DRR – 'men and women' meaning in practical terms, everyone, and by implication, their families, communities, societies and nations. Equal and active participation of women and men in DRR makes it possible to achieve the overarching goal of the Hyogo Framework - building the resilience of nations and communities to disasters, which is essential to achieving the Millennium Development Goals and sustainable

Gender mainstreaming is a global policy...

- 2) The Member States of the United Nations have demonstrated consistent political commitment to gender equality. Over the years this has been emphasized in the UN charter, UN Conventions, Declarations and Programmes of Action. These policy guidelines are mainly based on:

1. *The Universal Declaration of Human Rights (1948);*
2. *Convention on the Elimination of All Forms of Discrimination*

-
- against Women (1979);*
 3. *Agenda 21 (UN Conference on Environment and Development (1992);*
 4. *The Hyogo Framework for Action 2005-2015: Building Resilience of Nations and Communities to Disasters (2005);*
 5. *The United Nations Declaration on the Rights of Indigenous People (2007).*

The Universal Declaration of Human Rights, which affirms the equal rights of men and women, and the Convention on the Elimination of All Forms of Discrimination against Women are together commonly referred to as the international legal framework for the equal rights of women. Under this framework, governments are bound to guarantee men and women equal opportunities in terms of economic, social, cultural, civil, and political rights. State Parties agree to incorporate the principle of equality of men and women in their national constitutions and/or other appropriate legislation, and to ensure, through law and other appropriate means, the practical realization of this principle.

Chapter 24 of the Agenda 21 UN Conference on Environment and Development calls upon governments to make necessary constitutional, legal, administrative, cultural, social, and economic changes in order to eliminate all obstacles to women's full involvement in sustainable development and in public life. Agenda 21 is to be achieved through government policies, national guidelines, and plans to ensure equity in all aspects of society, including women's 'key involvement' in decision-making and environmental management.

The Hyogo Framework states that a gender perspective should be integrated into all DRR policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training.

The United Nations Declaration on the Rights of Indigenous Peoples specially prohibits discrimination against women, providing that all the rights and freedoms recognized in the Declaration be guaranteed equally to male and female indigenous people.

The above instruments have provided a comprehensive legal framework for policy guidelines for promoting gender equality in DRR, which is closely linked with human rights, equality, the environment, and socioeconomic development issues.

Priority areas for action for national governments

To address a gender perspective in DRR requires change in the mind sets and attitudes of policy makers and implementers. Every citizen has a role to play in reducing disaster risk, but governments are best positioned to create an enabling environment for gender equality in DRR. Governments have the primary responsibility for promoting gender equality and building disaster resilience at community and national levels. Higher-level legislators and policy makers should be accountable for making progress in mainstreaming gender into DRR. Report of the ECOSOC (A/52/3, 18 September 1997)

In line with international legal instruments and agreements, Governments must:

Commit to gender analysis and gender mainstreaming through enhanced cooperation and collaboration between Ministries responsible for disaster risk reduction, climate change, poverty reduction and gender issues.

Hyogo Framework for Action Priorities

The **priority areas for action** are in line with the Beijing Agenda for Global Action on Gender-Sensitive Disaster

- Review national policies, strategies and plans and take immediate action to mainstream gender into national development policies, planning and programmes;
- Ensure women and men's equal access to natural hazard early warning systems;
- Establish gender specific data and statistics on impact of disasters, carry out gender-sensitive vulnerability, risk and capacity

assessments and develop gender-sensitive indicators to monitor and measure progress;

- Increase awareness of the public and media on the gender-sensitive vulnerabilities and capacities in disasters and gender specific needs and concerns in disaster risk reduction and management;
- Support research institutions to study the cost-benefit and efficiency of gender-sensitive policies and programmes in disaster risk reduction, climate change adaptation and poverty reduction;
- Secure the linkage between DRR and climate change adaptation from a gender perspective;
- Support gender-sensitive financial risk-sharing mechanisms, including risk insurance and reinsurance;
- Improve disaster preparedness, response and contingency planning from a gender perspective and make them respond to the specific needs and concerns of men and women;
- Increase women's participation in disaster relief coordination and secure equal access to disaster relief assistance between men and women;
- Build and enhance the capacities of professional communities and pertinent national institutions to enable gender mainstreaming into all development sectors.

Risk Reduction adopted by participants from 43 countries at the International Conference on Gender and Disaster Risk Reduction in Beijing, China in April 2009.

Source: UNISDR. (2009). Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines. A Policy Guideline for Gender-Sensitive Disaster Risk Reduction, p.29.

2. What are the gender issues in disaster risk management?

A. PARTICIPATION AND INFLUENCE

- Women report they are excluded from emergency preparedness and response programs. Although the largest and most well resourced elements of risk reduction are typically emergency preparedness and response, grassroots women responded they have not been included in these programs.
- Organized constituencies of women with pro poor DRR practices represent untapped potential. Organized groups and networks of grassroots women represent large constituencies of women who have resilience practices and knowledge which can be mobilized to advance the local implementation HFA. At present, national and state level risk reduction programs lack mechanisms (and mandates) for linking grassroots women's local networks and initiatives to their programming.

B. ACCESS TO INFORMATION

- Information gaps between national programs and grassroots women organizations exist while governments have reported that they have comprehensive DM programs, women consistently stated that they were not aware of disaster management programs at the national level, nor did they understand what resources or entitlements were available through their government programs.
- DRR stakeholders lack a shared definition of effective risk reduction in poor, vulnerable communities. Despite grassroots women's documented role in promoting food and asset security and reducing family and community vulnerabilities to shocks and crises, grassroots women assessed their performance in local DRR as poor in Women's

Views from the Frontline in comparison to government and civil society rankings in the larger VFL study, women gave themselves the lowest scores of any stakeholder group. These findings suggest that information and power holders in risk reduction define effectiveness

differently from leaders of grassroots women's groups who face insecurity and vulnerability in their daily lives. This lack of a shared perspective and definition marginalizes women and prevents women from claiming their own contributions to the DRR.

Source: CBDRM. (2010). Training Manual on Integrating Gender into Community Based Disasters Risk Management: Training Manual. Philippines: CBDRM Training and Manual Circle.

C. DIFFERENT NEEDS

Women and men are differently affected by disasters.

1. Women are prone to vulnerability from poor nutrition and vitamin and iron deficiency.
2. Stress and disruption during natural disasters lead to increase incidence of sexual violence and domestic abuse.
3. Breakdown of community norms and protection may lead to a rise in sexual exploitation.
4. Relief efforts respond to overall population and are based on patriarchal societal structure.
5. Targeted support to women is a good strategy to ensure health and well-being of the whole family/community.

D. DIFFERENT VULNERABILITIES

Gender-based differentiation in disasters and vulnerability: Implications for women

Women and men have different vulnerabilities

CONDITIONS/SITUATION	SPECIFIC IMPLICATIONS FOR WOMEN	EXAMPLES
<p>Direct impacts of sudden onset hazards (floods, cyclones, tsunamis, mud slides etc.)</p>	<p>Women are at greater risk of injury and death due to societal restrictions and gender roles.</p> <p>Swimming is not a skill girls and women are encouraged to learn in some cultures.</p> <p>In some regions women's clothing limits their mobility.</p> <p>In some societies and cultures, Women cannot respond to warnings or leave the house without a male companion.</p> <p>Loss of crops and livestock managed by women (with direct detriment to family food security).</p>	<p>More women die than men from disasters. Statistics from past disasters including the Indian Ocean Tsunami and the 1991 Bangladesh Cyclone have showed women overrepresented in mortality rates.</p> <p>Due to recent floods in Nepal caused by the Saptakoshi River, women report that they cannot feed their children because the river took away their cows.</p>
<p>Impacts of slow onset hazards (drought, desertification, deforestation, land degradation etc.)</p>	<p>Increased workload to collect, store, protect, and distribute water for the household – often a responsibility that falls</p>	<p>In East Africa, it has been recorded that women walk for over ten</p>

	<p>entirely to women.</p> <p>Increased domestic workload to secure food.</p> <p>Increased numbers of women headed households due to men's migration.</p> <p>Women's access to collect food, fodder, wood, and medicinal plants diminishes.</p>	<p>kilometers in search of water, and when droughts worsen some even return home empty-handed.</p> <p>In Senegal much arable land is lost due to erosion. As a result, most of the young people and males migrate to the cities to find jobs leaving women in charge of the households.</p> <p>More women than men rely on forest based products to sustain households. Up to 80% of the population of some developing countries rely on traditional medicine as their primary source of health care. Women often have a more specialized knowledge of wild plants used for medicine than men.</p>
--	--	--

<p>Lesser access to early warnings and lower ability to respond</p>	<p>Warnings in many cases do not reach women.</p> <p>Women lack adequate awareness how to act upon warnings.</p> <p>Women lack life saving skills such as swimming and climbing.</p> <p>Women tend to take the responsibility of carrying children and elderly to safety.</p> <p>During the 2006 tsunami, more women died than men – for example in Indonesia and Sri Lanka, male survivors outnumber female survivors by 3 or 4 to 1.</p> <p>Lower land and other asset ownership</p> <p>Less control over production and markets.</p> <p>Less ability to adapt to ecological changes, resulting in crop failure.</p> <p>Loss of income.</p> <p>Fewer than 10% of women farmers in India, Nepal and Thailand own</p>	<p>In Malawi, the value of assets owned by male headed households is more than double that of female-headed households. Male-headed households are more likely to own agricultural assets.</p>
---	---	--

	land.	
<p>Lower income</p> <p>Greater vulnerability in the face of shocks such as food shortages, crop failure, disasters.</p>	<p>Women earn only 70-80% of the earnings of men in both developed and developing countries.</p> <p>Women have less access to secure and better paid jobs in the formal sector. They are mostly occupied in the informal sector, making less money, with less employment security.</p>	
Lower levels of education	Hampers women's access to information, and limits their ability to prepare and respond to disasters	876 million people in the world are illiterate, of whom two-thirds are women.
Lower levels of participation at decision making bodies	Women's capacities are not applied, their needs and concern are not voiced and they are overlooked in policies and programmes.	<p>Women are poorly represented in decision making bodies.</p> <p>Sociocultural norms and attitudes bar women's participation in decision-making.</p>
Poor access to resources	Women suffer inequitable access to markets, credit, information and relief services resulting in less	Analysis of credit schemes in 5 African countries found that women

	ability to recover from disaster losses.	received less than 10% of the credit given to men. Women face more difficulties in accessing credit, as they do not possess assets for collateral.
--	--	---

It is important to recognize that women and men also have specific needs and vulnerabilities. A project in the Andaman and Nicobar Islands recognized these differences via a Participatory Vulnerability Analysis that gave women space for awareness raising, sharing experiences, skills-training and forming women’s groups. During this analysis, women expressed their needs and as a result ActionAid supported collective swimming and fishing classes, and training in financial and economic management (UNISDR, 2007).

NOTE: Being gender sensitive is about women and men. But because women’s particular needs have been neglected and continue to be neglected and their contributions to DRM I not recognized, there is a focus on women in gender sensitive disaster risk management.

Source: Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines, A Gender-Sensitive Risk Assessment, pp. 37-41.

3. HOW OF GENDER MAINSTREAMING.

Recommended approaches

A set of complementary approaches should be used to mainstream gender perspectives into DRR.

- A rights-based approach should be the overall guiding approach to mainstreaming gender perspectives in DRR. It opens the way to upholding

the full range of human rights of men and women in socioeconomic development processes.

- The gender and development approach is needed in order to re-examine, from a gender perspective, the socioeconomic and political institutions and policies that affect development for women and men. *“Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”*⁴

- A participatory approach is needed for ensuring equal and gender-sensitive participation of women and men in risk analysis, leading to better policy-making and programme design.

- The DRR approach is needed to bring multiple stakeholders together to address gender mainstreaming through political, technical, social, developmental and humanitarian processes (Please see disaster risk reduction framework page). socioeconomic development.

The current gender relations between men and women in disaster risk reduction have everything to do with the roles and responsibilities women and men have at home and in society. These roles result in different identities, social responsibilities, attitudes, and expectations. Such differences are largely unfavourable to women and lead to gender inequality cutting across all socioeconomic development, including differences in vulnerabilities to disasters, and different capacities to reduce risk and respond to disasters.

- Crucially, women’s limited access to information and knowledge inevitably increases their disaster vulnerability and risk, and that of their families.
- While women’s vulnerability to disasters is often highlighted, their role in fostering a culture of resilience and their active contribution to

building disaster resilience has often been overlooked and has not been adequately recognized. Women are largely marginalized in the development of DRR policy and decision-making processes and their voices go unheard.

Source: UNISDR. (2009). Making Disaster Risk Reduction Gender Sensitive: Policy and Practical Guidelines A Policy Guideline for Gender-Sensitive Disaster Risk. Geneva, Switzerland: UNISDR, UNDP, IUCN, p.25-28.

Module 3 GR DRR