

<p style="text-align: center;"><b>MODULE 3: STRATEGIES AND TOOLS FOR INTEGRATING GENDER IN DRR</b></p> <p style="text-align: center;"><b>Session 3: Gender Programming &amp; Budgeting</b></p>
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**Module 3, Session 3**

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**Background Information**

Disaster reduction is about taking measures in advance, addressing risk reduction, and involving the three cornerstones of sustainable development: environmental protection, social equity and economic growth, to ensure that development efforts do not increase the vulnerability to hazards. **Gender cuts across and is built in for both disaster reduction and sustainable development.** It addresses, in essence, gender equality and balance. The methods of analysis and tools of application should therefore be the same for both processes.

**What responding agencies actually do before, during, and after disasters would matter to both women and men, who may be hurt by gender-blind programming.** For example, “With respect to reconstruction resources or information, or access to health services... Instead, there should be more community-based, inclusive, non-bureaucratic approaches to disaster management, informed by a nuanced gender perspective, understanding and respect for local cultures and the root causes of gender inequality and need of local solutions, enhancing of management and leadership capacities, and links with development theory and practice.” (Briceño, 2002, Gender Mainstreaming in Disaster Reduction, p. 6-8)

**To make DRM programs gender sensitive and responsive, gender advocates and practitioners must have a basic understanding of DRM processes and be able to discern where gender dimensions can be promptly introduced.**

The disaster risk management process is a risk management process for good decision-making, which ensures the best use of limited resources during disasters. It applies the standard principles, process and techniques of risk management to disaster management. Disaster management experts and practitioners apply systematic methods for identifying, analyzing, assessing, and managing disaster risks. The process is iteratively done because new risks may emerge in time and surrounding circumstances may change over time. In essence, the steps in disaster risk management consist of the following: (1) Establish the disaster risk context; (2) Identify the disaster risks; (3) Analyze the disaster risks; (4) Assess and prioritize the disaster risks. (5) Identify options and define concrete actions to address the disaster risks. Actions may take the form of *prevention, preparedness, response, and recovery*. (6) Select the appropriate intervention(s), plan and implement intervention strategies and (7) Monitor, review and communicate.

Among the **possible program activities** in DRM are: (a) Human resource development in disaster risk management process; (b) Collaboration in disaster risk assessment of specific vulnerable communities; (c) Assessment of disaster risk reduction efforts (including development of methods of measure). **Effective preparedness and awareness with bottom-up resilience-building reducing social vulnerability is an important part of DRM programs.** In essence, DRM programs work toward **building disaster resilient societies and communities** to withstand natural hazards and related technological and environmental disasters, and to reduce environmental, human, economic and social losses. *Are women part of the effort to build disaster resilient societies and communities? Is their own resilience as actors and players in disaster risk management being built as well?*

At every step of DRM, disaster practitioners should keep at the back of their mind how women and men are differentially affected by the disaster risk in the particular context, and how women and men can be harnessed as assets and resources in managing disaster risk. Both women and men must be made part of the solution to reducing or eliminating disaster risks as well as in recovery from disasters, and they must equally benefit from successful disaster management efforts.

Ideas on how to factor in the women in DRM can be derived from the experiences during previous disasters. A compendium of 'good practices

and lessons learned' from different parts of the world have been published by UN ISDR to illustrate in real terms how disaster risk management can include gender. These knowledge resources are listed in the references at the end of this module.

For example, it describes the case of the grassroots women of Indonesia who were able to manage the impact of the May 2006 earthquake in Java Island. The women organized themselves in the community and mobilized themselves to run temporary shelters, community kitchens and aid distribution for as long as two months before they could receive external assistance.

“A key lesson from the initiative is that outside agencies often believe that disaster-affected people are not in a position to participate actively in information gathering, assessment or decision making relating to their own relief and recovery. Yet the above example tells us that grassroots women and their communities are in a better position to respond to community needs and to decide on what kind of support a disaster-affected community requires.” (UNISDR, 2007, Gender Perspective: Working Together for Disaster Risk Reduction, Good Practices and Lessons Learned, p. 25).

Knowing the gender issues in the DRM arena through the conduct of gender analysis is a prerequisite to gender programming. The gender issues tell us the specific concerns, vulnerabilities and capacities of the women/men in a specific disaster context. Once these gender issues are identified and defined, they provide clues to gender and development practitioners as to appropriate actions and/or directions for development action. Such actions must be constructed so as to correct the disadvantages that women suffer in disaster settings due to their roles and responsibilities and their vulnerabilities.

The first and fundamental step in gender mainstreaming is gender analysis which creates the knowledge base for planning actions. The next step is to translate these broad directions for action into practical programs. **“Caution should be raised against implementing gender-targeted programming without full and complete gender analysis, since they then may get a non-wished, negative impact.”** (Briceño, 2002, Gender Mainstreaming in Disaster Reduction, p. 6-8)

Gender programming means designing and organizing systematic actions to manage disaster risks, and ensuring that women's concerns and vulnerabilities are taken into account: women are harnessed as active participants in designing the actions. It implies involving the women in the design, implementation and monitoring of such programs for disaster risk management, and making sure that the needs of women and men are addressed so they could benefit from such programs. It is important to stress that gender equality in disaster reduction requires, above all, **empowering women** to have an increasing role in leadership, management and decision making positions.

**Gender programming** refers to the process of translating policies and plans into concrete and practical programs of action. It establishes priorities, objectives, targets, required human, material and financial resources, time frame, responsible parties, and indicators of success. *The action program is a vital element in work planning. A budget cannot be allocated unless there is a clear and well defined program of action.*

**Gender Budgets** are important to meet the costs of realizing gender equality objectives. Depending on national/local policy and practice, it could take different forms. In the Philippines, there is a law requiring that 5 percent of an agency budget must be used for Gender and Development (GAD) programs. In other countries, the approach is to integrate the GAD plan into agency's mainstream plan so that the GAD program is funded and partakes of the entire budget of the agency. There could also be a separate fund for disaster risk management such as a calamity fund, and within this some resources could be allocated for gender related actions in DRM. This however, is not yet common practice. National authorities are rarely conscious of the need for a specific gender budget in DRM.

Budgets after disasters are normally tight, not accounting for preventive disaster management and resilience-building. Even UN organizations can only provide limited resources for DRR and prevention. ... Where there is scarcity of resources, the responsible authorities may consider engaging in resource mobilization from the donor community and private philanthropists depending on the ground situation at hand.

It is noted however that in the ideal situation where gender is fully integrated into the mainstream, women must equally benefit as men in the budgets appropriated for DRM programs. In other words, the gender

budget of 5 percent, as in the case of the Philippines, does not need to put a cap to the allocations that women can benefit from. In fact, as much as possible, women must benefit from 100 percent of the budget for DRM.

Learning Objective	To make the participants understand the tools of gender programming and budgeting and possible application in mainstreaming gender in DRM
Expected Outcome	At the end of the session, the participants will be able to: <ul style="list-style-type: none"> <li>a) Identify gender sensitive disaster risk management measures;</li> <li>b) Discuss the notion of gender budgeting and how it can be used in disaster risk management;</li> <li>c) Understand how gender is integrated in the Early Warning System as an example of gender programming in DRM.</li> </ul>
Duration	3.5 hours
Methods	Workshop, SLE, lecturette, power point presentation, interactive discussion
Training Aids	LCD/multimedia projector, laptop, guide questions, brown/manila paper, meta cards, markers/pentel pens
Handout/s	Handout 3
Exercise/s	

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## **LECTURE GUIDE**

Disaster risk management measures can be made gender sensitive/responsive by applying the gender mainstreaming approach and the various tools.

Action programs must be based on the gender issues being addressed. Gender issues are to be surfaced using the tool of gender analysis and action programs to respond to the identified gender issues to be designed accordingly. This is illustrated by the example of integrating gender in early warning systems.

Allocation of resources for gender responsive disaster risk management varies from country to country. Gender budgets may exist in some form such as the case of the Philippines which establish that government agencies allocate 5 % of their budget for gender related programs. This can be tapped. Budgetary arrangements depend on the country situation and the degree of political support given to gender programs.

Resources are needed to implement gender responsive disaster risk management measures and they can be drawn from regular budgets and special funds, depending on the country situation. Whatever the resource allocation arrangements, budgets must follow programs of action in gender responsive DRM.

## **SESSION GUIDE**

1. Facilitator introduces the session as another tool in gender mainstreaming. Refer back to the governance/management cycle in the power point presented in Session 1. Say that the first tool they learned in Session 2 is gender analysis. Now you are moving to another tool which will build on the gender issues identified through gender analysis.

2. The facilitator will introduce the activity for Session 3 as follows:

- 1) Review the GALLERY of GENDER ISSUES. Participants will be allowed to hop from flipchart to another. The said gallery is the

output of the session on gender analysis. Following this listing of gender issues, write the action programs which you will propose to undertake in the colored meta cards. Identify the persons or bodies who should be responsible for taking such actions.

2) Write your proposed actions in the meta cards. Use the following color code:

- **Blue** for prevention measures – covers those that provide permanent protection from disasters or reduce the intensity/frequency of a hazard event;
- **Green** for mitigation measures – reduces the hazard event and/or limits its destructive and disruptive effects on the elements of risk;
- **Orange** for preparedness – involves measures taken in anticipation of the disaster event to ensure that appropriate and effective actions are taken during the emergency.

3) Lay down and line up your meta cards on the table for everyone to see. Participants should go around the table to collect the cards pertaining to their assigned area of concern.

4) Group the participants into three sub groups:

- Blue group will collect all the cards pertaining to **Prevention** measures;
- Green group will collect all the cards pertaining to **Mitigation** measures;
- Orange group will collect all the cards pertaining to **Preparedness**.

5) Members of each group will come together and review the cards that they have collected and discuss.

- Check if they should belong to your category of measures: prevention, mitigation and preparedness. If some cards do not belong to your area of concern, give them to the group concerned.
- Do the proposed actions respond to the gender issues earlier identified in session 2? Are the proposed actions adequate? Why or why not? If they are not yet gender sensitive/responsive, what adjustments are needed to make them gender responsive? Reformulate to ensure that they are gender responsive.
- Classify the actions according to the following scheme:

#### **A. Gender-sensitive Disaster Risk Management Planning**

- ❖ Risk reduction measures addressing vulnerability and practical and strategic needs of women and men: safety at home, community, workplace; livelihood security; food security; health and nutrition
- ❖ Valuing women's work and contributions; recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families; providing access to and control of resources needed for risk reduction
- ❖ Preparedness for emergency and recovery: ensuring women's involvement in designing early warning systems and family preparedness measures; ensuring women's access to information; addressing particular needs of men and women in emergencies

#### **B. Strengthening of Disaster Risk Management Organization**

- ❖ Recognizing women as disaster risk managers
- ❖ Representation of women in decision-making bodies; women leaders

- ❖ Skills training and capacity development for women for various functions and roles in CBDRM, including life saving skills such as swimming, running, climbing and non-traditional roles
- ❖ DRM orientation and disaster preparedness training with women's groups
- ❖ Gender sensitivity workshops for men and women, boys and girls, elderly
- ❖ Men and women champions for gender equality
- ❖ Parent effectiveness and family enrichment seminars and activities

### **C. Implementation**

- ❖ Recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families in pre-, during, and post-disaster activities
- ❖ Support mechanisms for women's active involvement in DRM (family and community support, support of women's organizations) to avoid overburdening women
- ❖ Support men to assume non-traditional roles in the family community and DRM

### **D. Monitoring and Evaluation**

- ❖ Transparency and accountability
  - ❖ Gendered impact assessment: Is the equal participation of women and men leading to better preparedness and risk reduction? Do men and men benefit equally from DRM?
  - ❖ Documentation of, learning from, and sharing good practices in gender sensitive DRM
- 6) Consider your set of gender sensitive actions. What priority should be given to them?

- 1 Highest priority
- 2 Medium priority
- 3 Lowest priority

7) Imagine your group to be the National Disaster Coordinating Council (or its equivalent in your country). Decide within your group which budget model you will adopt in obtaining resources for your action program:

**Model 1:** *5 % of the agency budget*

**Model 2:** *100 % of agency budget.* This means you will *integrate your proposals into your agency's work plan* and gender sensitive actions will become an integral part of the agency's annual program and budget.

Whatever your decision, discuss the pros and cons. Be prepared to present the results of your discussion.

8) The Facilitator should cluster meta cards according to the categories of prevention, mitigation and preparedness. Facilitator should check if the cards correspond to the definitions of prevention, mitigation and preparedness.

Structural and Non-structural Prevention and Mitigation Measures	Preparedness Measures	Emergency Response and Recovery
Engineering works	Setting up systems for early Warning	Search and rescue
Safe building and design and construction		First aid
Retrofitting		

Coastal wind breaks or shelter belts (planting of coconut trees along the beach), mangrove reforestation		
Safety measures at home, in the community and work places	Evacuation drill	Evacuation
Strengthening livelihood and food security Literacy program	Training on evacuation center management	Evacuation center management
Relocation to safer location	Strengthening and coordination and institutional arrangements	Damage needs assessment
Risk communication and public awareness	Stockpile of supplies and logistics	Immediate repair of community facilities and service
Risk assessment	Contingency planning	Relief delivery
Risk reduction planning		Clearing the debris
Land use planning and zoning		Psychosocial counseling & stress debriefing
Legislation		Medical services
Strengthening institutions and organizations		Recovery after the disaster such as rehabilitation and reconstruction activities (building back better; within the framework of mitigation)

Environmental management; advocacy on disaster and development		
Insurance and micro-insurance		

8) In processing the actions, the facilitator can highlight actions to increase women’s capacities and identify which ones reduce their vulnerabilities.

9) Ask the groups to present their position on the budget model. Try to “provoke” a lively debate.

10) To synthesize the key points on gender programming and budgeting, deliver a lecturette on the subject. Explain the notion of gender budgeting and the models being used.

11) To illustrate gender programming in the DRM, discuss the integration of gender in Early Warning Systems. Refer to the power point on EWS. The Facilitator should link the discussion to the next session on action planning for DRM. This serves as an introduction to the next activity where the participants are to identify specific actions to integrate gender in DRM.

**Reference Material/s:**

Basic References:

UN ISDR. (2009). Making Disaster Risk Reduction Gender Sensitive: Policy and Practical Guidelines. Geneva: UNISDR, UNDP, ICUN.

UN ISDR. (2005, January 18-22). Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters. Kobe, Hyogo, Japan: *World Conference on Disaster Reduction*.

**Suggested Further Reading/s:**