

**MODULE 3: STRATEGIES AND TOOLS FOR
INTEGRATING GENDER IN DRR**
**Session 4: Gender Sensitive Indicators and Action
Planning for Integrating Gender in DRM**

Module 3, Session 4

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BACKGROUND INFORMATION

Gender sensitive planning of actions for disaster risk management presumes that a systematic analysis of the gender issues has been completed and that there is adequate knowledge base for formulating action plans. Priorities for DRM actions can be established using data at hand. Where data are not immediately available, case studies that illustrate women's vulnerabilities and capacities can shed light on how gender aspects can be integrated in DRM.

“There are not many such case studies but the UNISDR has compiled a set of case studies to draw the attention of practitioners, policy/decision makers and stakeholders, to the fact that gender inclusive disaster risk reduction is feasible immediately, even in rural community settings where gender insensitivity is generally pervasive...The good practices were, or are, implemented by local NGOs, with support from international NGOs, donors and UN agencies. All practices involve disaster-vulnerable women, reflect the way gender issues in disaster risk reduction are ‘understood’ and offer unique perspectives of and approaches to the subject. ” (UNISDR, 2007, Foreword- Gender Perspective: Working Together for Disaster Risk Reduction, Good Practices and Lessons Learned)

By purposively including women and taking into account their concerns and contributions, a gender sensitive DRRM is expected to make a difference. It **capitalizes on the local knowledge and strengths of women** on the

ground in preventing disasters and adapting to the impact of disasters. For example, “Women produce the most significant part of food in the world. During crises and disaster situations, they develop complex strategies of survival for their families and themselves. They create resilience, and participate actively in reconstruction and normalization processes after a disaster. Strengthening their productive and organizational capacity increases their empowerment in favor of society.” (Oswald-Spring, 2008, Gender and Disasters Human, Gender and Environmental Security: A HUGE Challenge, p. 38)

Further, during crises situations women develop complex patterns of mutual solidarity. After a disaster they often occupy the only available land, often in marginal and risky areas. In forms of survival strategies, they reconstruct shelters from precarious materials (waste) found in landfills and disaster waste areas.

It empowers women and harness women as resources and assets for adapting and mitigating the impact of disasters. “During disasters, studies have shown women are emotionally more stable than men, and when they are properly trained, they provide effective help in reducing human losses and illnesses. After a disaster their active cooperation with authority figures helps to re-establish a speedy return to normalcy.” (Oswald-Spring, 2008, Gender and Disasters Human, Gender and Environmental Security: A HUGE Challenge, p. 39)

Due to unemployment and limited opportunities for income and help, they implement diverse activities. They are forced to collaborate, compromise and utilize half-perished products, and transform them into food in communal kitchens; they organize community activities (kitchen, child rearing, cleaning activities after disasters, etc.); and they visit public authorities and demand assistance, land, housing, and the re-establishment of communications. Still, they often struggle for basic services (electricity, water, access, security, health and community center) and the legalization of recent occupied land and services.

Lack of funds motivates them to fight for public subsidies and poverty alleviation support. Meanwhile, these women still find time for temporary part-time work making handcrafts and domestic tools, selling food, and other re-numerated activities. Last but not least, after a disaster, popular

colonies and provisional shelters are exposed to organized crime and gangs often related to human trafficking. Thus, only neighborhood organizations lead the fight against public insecurity. Major setbacks and problems occur in restoring security, because the local police is frequently involved in many of these illegal actions.

The result of these complex activities empowers women. They are then able to fight against intra family violence and sexual abuses, an outcome that forces women to assume the role as head of household, struggling alone for the future of their children.

Disasters can be an opportunity for women to grow and be empowered as illustrated by the case below:

“Disasters can be great liberators!! While witnessing a very vocal meeting of rural women in village Srirampur, Orissa, about a year and a half after the cyclone of 1999, I was informed by the NGO there (Church's Auxiliary for Social Action) that before the cyclone happened, women would rarely come out and interact on social issues, let alone interact with outsiders. This changed after the cyclone, because relief packages of most NGOs, and even the government, were targeted at, or through, women. That phase really empowered them, made them amenable to interacting on social issues, and also increased their self-esteem and their status within their families and society!

-What are the factors, which lead to women's empowerment that is sustainable and gender equitable? The one that clearly stands out is control over resources. The Orissa example is one where the fact that women received the family relief kits, house building grants, loans and memberships, and passed on the benefits to the families made all the difference.

-Self-help income-generating measures following South Asian cyclones started a new social system, wherein the position of women is higher than it ever was. This appears to have been well accepted by everyone. Also important here is the role of an Indian Constitutional Amendment reserving one-third of seats in elected local governments (rural and urban) for women. Though there had been teething problems in the process, there is promise of a very positive impact”. (*Anshu Sharma, SEEDS India Online*

conference, Oct.2001, Panel presentation, Commission on the Status of Women, Sálvano Briceño: Gender Mainstreaming in Disaster Reduction, UNISDR, Mar. 6, 2002, p.7)

“... in Bangladesh, a widow who lost her husband in the 1970 cyclone, formed a Women’s organization in 1985. Because of the loss of her husband, she was encouraged to take action to educate herself and then help prepare the community to face natural hazards. The organization empowers women with knowledge and skills in income generation and saving, health and rehabilitation of disaster victims. This organization was the driving force behind women and children moving to safer areas during the 1991 cyclone. Women moving out of households into cyclone shelters were opposed initially, by male members of the community, but were endorsed soon after, when they had seen the effects.” (Briceño, 2002, Gender Mainstreaming in Disaster Reduction)

When women and men participate in the design of the DRM actions, there is broad based ownership. Although women’s social, economic and political position in many societies makes them more vulnerable to natural hazards, they are not helpless victims. Women are important agents for change, and need to be further strengthened as such. Recognising and mobilising their skills and capacities as social force and channelling it to enhance efforts to protect their safety and that of their communities and dependants is a major task in any disaster reduction strategy.

There is a wide range of actions that can be included in a DRM program. However, many DRM programs have been drawn up without due regard for women’s involvement and participation. In other words, DRM programs are gender blind or gender neutral.

Examples of gender sensitive actions are cited below. These can be emulated or replicated in other contexts, with appropriate nuances in consideration of the immediate circumstances.

Before a disaster

“... research in a Peruvian fishing village focused on forecasting methods and impacts from climate variability, specifically an El Niño-Southern Oscillation [ENSO] warm event. After a strong El Niño event, it was

discovered that the fishermen (all male) had been warned about the upcoming event, and knew that the fishing would be poor to non-existent for the next several months. The women in the village did not receive any warnings about the upcoming conditions, because the climate forecasters issued warnings to those who would be directly impacted. Therefore, the result of the ENSO warm event was increased poverty, unemployment, and harsh economic conditions. The women in the village manage the household budgets. Had they known about the onset of ENSO, they would have saved more household funds and budgeted expenses differently to prepare for the event. For some reason (socio-cultural), the men never discussed the warnings with their wives and continued to "blow their money in bars" without regard to their future situation. . . One of the problems with [male-dominated networks of information] is that women are primarily responsible for gardening/agriculture, securing land-based food resources, and budgeting water resources for household consumption and gardening in these places. **Without access to information, they cannot minimize risks associated with their regular activities.**" (Cheryl Anderson, *Social Science Research Institute, University of Hawaii*, Panel presentation, Commission on the Status of Women, Sálvano Briceño: Gender Mainstreaming in Disaster Reduction, UNISDR, Mar. 6, 2002, p.11)

"We're finding that women farmers (particularly those who are not the head of the household) prefer seasonal climate forecast information to be made available through the extension officer or school, rather than the radio (preferred by male interviewees). The farmers state that in attempting to balance farming, child care and other domestic responsibilities, they are less able to schedule a fixed time to listen to the radio. They also prefer information to be provided on site, in an environment where queries can be handled immediately, and discussion can take place. . . This confirms a growing sense in the climate impacts and applications community that women are a crucially underserved clientele". (Emma Archer, *IRI/PSU/NOAA, USA/South Africa*, Panel presentation, Commission on the Status of Women, Sálvano Briceño: Gender Mainstreaming in Disaster Reduction, UNISDR, Mar. 6, 2002, p.7)

After the disaster, during recovery...

The recovery phase can provide unique opportunities to rebuild better, both structurally and for the development benefit of communities. **A policy**

advocacy project in Aceh strengthened women’s legal rights in the aftermath of the Indian Ocean Tsunami. It illustrates the potential for reducing disaster risk as part of a gender-focused disaster recovery program. The United Nations Development Fund for Women (UNIFEM) funded advocacy activities of the Women’s Policy Network (*Jaringan Perempuan untuk Kebijakan*) in developing a joint land titling policy. Before this initiative, men—as heads of the household—were given exclusive ownership of the land. Recognizing the opportunity to build back better, the Women’s Policy Network took a lead role in advocating for women’s rights through lobbying, seminars, workshops and media campaigns. As a result, the post-tsunami land distribution scheme allows Acehnese women to have their names registered as individual or joint owners in title deeds. (UNISDR, Using political momentum to engender legislation in the reconstruction context. *Gender Perspective: Working Together for Disaster Risk Reduction*, 2007)

“Before, during and after crises, relief groups and government and non-government agencies should endeavor to: *Include women in pre-and post-disaster planning; Keep women safe; Protect girls’ education; Target women’s health needs; Help women become self-sufficient; Ensure equal aid distribution; and Bring women into all decision making processes.*” (Global Fund for Women, 2005, *Caught in the Storm: The Impact of Natural Disasters on Women*)

There are many examples of women’s informal community involvement in disaster reduction. But women are still largely excluded from formal planning and decision-making, and need to be empowered to do so effectively. This is essential to ensure effective disaster reduction policies.

A global framework for DRM has been developed by the UN ISDR such as the International Recovery Platform. Disaster risk management actions can be designed and formulated at every stage, i.e., before a disaster happens, during and after the disaster. The general philosophy is to reduce disaster risk by preparing the population of a given community or geographic locale and taking all precautionary measures possible to reduce the risk of a disaster, and to manage the impacts of the disaster when it happens.

In addition, as one develops the action plan, conscious efforts must be taken to define success indicators. How does one know if the actions taken

or implemented have been effective in reducing risk and mitigating disaster impacts? And how well have they taken gender concerns into account? This is why gender sensitive indicators are needed as early as the action planning although their actual use will happen during the monitoring and evaluation stage. Having the gender sensitive indicators defined as early as the action planning stage, one will have an idea of what kind of data should be generated, collected and compiled for analytical purposes. Specific guidelines on gender sensitive indicators are contained in Handout No. 5: Gender Sensitive Indicators in Disaster Management.

Gender Sensitive Monitoring. Monitoring and evaluation systems could be vital starting points for mainstreaming gender into DRR as they inform the process of reporting on the implementation of the HFA and the MDGs at a national level. M&E systems must factor gender into the program from the start. A full discussion of gender sensitive indicators for DRR is contained in Chapter 5 of the UN ISDR publication entitled Making Disaster Risk Management Gender Sensitive: Policy and Practical Guidelines, 2010.

A matrix of indicators is presented in Chapter 5. Some examples of gender sensitive monitoring for DRR are:

- Multi-sectoral plans, policies and strategies are prepared based on sex-disaggregated data and gender analysis;
- Sex-disaggregated data is collected for all development sectors at national level and included in the CCA/UNDAF and MDG reporting process and in DRR plans and strategies;
- Women's representatives from disaster-affected communities are consulted and they contribute to hazard mapping and vulnerability standards;
- Female scientists, social scientists and economists, with gender expertise, contribute to models that assess vulnerability and coping capacity;
- Sex disaggregated data on vulnerabilities available.

“Gender sensitive design and the use of gender indicators should be an integral part of program planning, monitoring and evaluation from the beginning rather than an add-on concern. It must be based on an initial analysis of the status of gender relations among various stakeholders

which can then serve as a reference point and baseline against which to measure results.” (UN ISDR, 2010, Making Disaster Risk Management Gender Sensitive: Policy and Practical Guidelines, Chapter 5, p.101)

Indices for measuring the impact of disaster risk and disaster risk management have been developed in Latin America and the Caribbean. Composite indices have been developed for DRM monitoring. However, these indicators represent the vulnerability and risk management in a country but do not necessarily incorporate gender dimensions. In tracking progress in DRM, gender sensitive monitoring must ask questions such as: *How were the women involved in the implementation and monitoring of the DRM program? What contributions did the women make in reducing risk for the household and the community? Did the women build their own capacities to cope with disasters as a result of the DRM program?* Similar such questions can be constructed to determine whether or not women have been effectively engaged in DRM processes.

Learning Objective	To enable the participants to develop and formulate actions for integrating gender in their respective DRM programs
Expected Outcome	At the end of the session, participants will have identified aspects of their country DRM programs where they will integrate gender on return to their organizations
Duration	2 hours
Methods	Power point presentation, interactive discussion
Training Aids	LCD/multimedia projector, white/blackboard, marker/multi-colored chalks

Handout/s	Handouts 3, 4 and 5
Exercise/s	-----

LECTURE GUIDE

Gender sensitive indicators are essential tools for determining if you have succeeded in your mainstreaming gender in DRM programs.

One must establish first the gender sensitive outcomes in the context of disaster risk management. Refer to the Hyogo Framework of Action and identify the desired sensitive outcomes. Then establish the corresponding gender sensitive indicators. (This is shown in Handout 5: Gender Sensitive Indicators in Disaster Management).

The action plans must be based on the analysis of the situation in the homeland of the participants. A situation analysis must show what the gender issues are in the DRM context of the home countries of the participants. There is a gender issue if there are imbalances, disparities or gaps in the opportunities for participation and influence in disaster management actions and in the opportunities for obtaining benefits from DRM interventions.

Programs of action should be designed to address the gender issues in DRM. These should be systematically identified using the tool of gender analysis.

SESSION GUIDE

The Facilitator will introduce the action planning exercise by referring to the illustrative example on Early Warning System discussed in Session 3: Gender Programming and Budgeting. The action plans will be an application of the tools that were presented in Sessions 1-3.

The Facilitator will discuss the concept of gender sensitive indicators and will give examples of such. Inform participants that they should draw up

gender sensitive indicators in their action plans. Encourage an interactive discussion to check whether or not participants appreciate and understand the concept.

Show the template for the action plans which the participants will follow in drawing up their action plans. Refer to Handout 4: Integrating Gender In DRM: Risk Assessment. Explain what information is expected in each of the columns and sections of the template.

Reference Material/s:

Handout 4: Integrating Gender in DRM: Risk Assessment

Handout 5: Gender Sensitive Indicators in Disaster Management

Basic Reference:

UNISDR. (2009). Making Disaster Risk Reduction Gender Sensitive: Policy and Practical Guidelines. Geneva, Switzerland: UNISDR, UNDP, IUCN.

Suggested Further Reading/s:

Oswald-Spring, U. (2008). Gender and Disasters Human, Gender and Environmental Security: A HUGE Challenge. Germany: UNU-EHS.

Briceño, S. (2002, March 6). Panel presentation: Gender Mainstreaming in Disaster Reduction, *Commission on the Status of Women*. New York: UNISDR.

UNISDR. (2007). Gender Perspective: Working Together for Disaster Risk Reduction Good Practices and Lessons Learned. Geneva: UNISDR.

Chew, L., & Ramdas, K. (2005, December). Caught in the Storm: The Impact of Natural Disasters on Women. USA: Global Fund for Women.