

MODULE 3: STRATEGIES AND TOOLS FOR INTEGRATING GENDER IN DRR Sessions 1 - 4

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Abstract

Understanding the basic concepts of disaster risk reduction and gender in the first two modules serves as the building block for this module on Gender Mainstreaming. It will define and provide a perspective on gender mainstreaming and illustrate **how gender can be integrated into the field of disaster risk management**. It will identify gender issues in the process of disaster risk reduction as well as the strategies and actions needed to respond to such issues. It seeks to guide participants toward the preparation of an action plan to integrate a gender perspective into their disaster risk management programs.

General Objective

To make participants appreciate, understand and be able to apply gender mainstreaming as a key strategy in the planning and implementation of policies and programs for disaster risk reduction of governments at both the national and local levels.

Expected Outcome

Participants shall have gained appreciation and understanding of the what, why of gender mainstreaming and its practical application in the total effort for disaster risk reduction by national and local governments.

Core Messages

1. Gender Mainstreaming was established as a major global strategy during the 4th World Conference on Women in Beijing China in 1995 and endorsed in the Beijing Platform of Action. The United Nations General Assembly, in its 23rd Special Session in June 2000, reinforced its importance as a strategy.
2. Gender mainstreaming is the key strategy in promoting gender equality in development plans in the national level of governments. Mainstreaming is the overall strategy for integrating gender into disaster risk management and must be done in all stages of its development – from conception, planning, pre-, during, and post disaster implementation.
3. Disaster risk management is the “mainstream” where gender will be integrated. Gender must be integrated in all stages, namely: pre-; during and post-disaster.
4. Disaster risk reduction is an exercise in governance and management. A gender perspective should be integrated into the entire process for greater efficiency and effectiveness.
5. There are various tools for gender mainstreaming which include gender analysis, gender programming, gender budgeting and gender sensitive monitoring. These tools should be used appropriately at different stages of the management cycle.

Duration: One and a half day or 13 hours

MODULE III SESSIONS (see annex 1)

SESSIONS	TOPICS	SESSIONS
1 Session	Overview of Gender Mainstreaming:	4 Hours

	Application in Disaster Risk Management	
2	Session Gender Analysis	4 Hours
3	Session Gender Programming and Gender Budgeting Illustrative Example: <i>Integrating Gender in Early Warning System</i>	3.5 Hours
4	Session Gender sensitive Indicators Action Planning for Mainstreaming Gender in DRM	2 Hours

MODULE III: STRATEGIES AND TOOLS FOR INTEGRATING GENDER IN DRR

Session 1: Overview of Gender Mainstreaming

The Key Strategy for Integrating Gender in DRR

Learning Objective	To make participants understand the what, why and how of Gender Mainstreaming
Expected Outcome	At the end of the session, participants shall be able to <ul style="list-style-type: none"> • appreciate the notion of gender mainstreaming as the overall strategy for integrating gender in various fields of development, including disaster risk reduction,

	<ul style="list-style-type: none"> • explain the practical steps required in preparing a disaster risk reduction plan that takes into account the gender specific needs of men and women.
Duration	4 Hours
Methods	Power Point presentation, lecture discussion
Training Aids	LCD/multi media projector, white/blackboard, whiteboard pen/multi-colored chalks
Handouts	Handout 1: The What and Why of Gender Mainstreaming
Exercises	Interactive Discussion No specific exercise

LECTURE GUIDE

Gender Mainstreaming is the key strategy for the promotion of gender equality at the National Level.

The Beijing Conference in 1995 established it as a major strategy for development and called for mainstreaming of gender in all critical areas of concern.

The United Nations General Assembly, during its 23rd Special Session in June 2000, underscored and reinforced the importance of gender mainstreaming by following up the implementation of the Beijing Platform for Action.

What is Gender Mainstreaming?

The Economic and Social Council (ECOSOC), defined gender mainstreaming in 1997 as “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 programs in all political, economic and social spheres so that women and men benefit equally, and inequality is not perpetuated”.

The ultimate goal, therefore, is to achieve equality between women and men.

Gender Equality is the main goal of gender mainstreaming.

Empowerment of Women is essential to achieve gender equality.

Gender mainstreaming is not considered as an end in itself but a means to the goal of gender equality. It is an essential strategy, a means by which policies, strategies, plans and activities in all areas of development can be influenced to ensure Gender Equality and Empowerment of Women.

Failure of previous strategies in the ‘70s and ‘80s led to the establishment of gender mainstreaming as a key strategy in development. Special projects during the period did not bring about a change in the status of women. Marginalized activities characterized the participation of women and access to resources and power remained minimal.

Add-on of “women’s perspective” characterized the integration strategy for women involvement into policy development, project design and implementation, and was usually incorporated in the late stages of the planning process when all major decisions have been taken and little real impact could be achieved, thereby contributing to the failure.

Gender Mainstreaming strategy moved from unquestioningly integrating women into the existing development agenda to

changing or transforming the agenda to respond adequately to the realities and needs of both women and men.

Important elements in gender mainstreaming include ensuring attention to **gender equality** from the initial stages of development processes; the use of **gender analysis** as first essential step before any decision is taken; a **focus on both women and men** and the relation between; and explicit attention to **gender perspectives visibility**.

If gender perspectives are not visible, it is not gender mainstreaming. **Gender perspectives** must be the center of attention in analyses, policies, planning processes and resource allocations instead of focusing on the number of women participants.

Changes in goals, policies, strategies/actions need to be identified as well as in institutional structures, procedures and cultures.

Achievements since the 4th World Conference on Women have been made but large gaps continue to exist between policy commitments made by governments and their actual implementations.

SESSION GUIDE

1. This session is meant to provide an overview of gender mainstreaming. The presentation should describe the what, why and how of gender mainstreaming. Emphasis should be given to the application of gender mainstreaming in disaster risk management.
2. Module 3 consists of 4 substantive sessions: overview of gender mainstreaming as the key strategy; gender analysis; gender programming and budgeting; action planning and gender sensitive indicators. The facilitators must try to link the sessions and using the management/governance cycle of disaster risk management.
3. This session will open and introduce the module on gender mainstreaming and will provide a perspective on what it is and

how it came about. It is suggested that facilitators review with participants the salient concepts on disaster and gender that led to gender and development. Take off the discussion by reminding participants that the United Nations has taken the lead in the promotion of mainstreaming a gender perspective in development planning. Emphasize this point by highlighting the outcomes of the Beijing conference on women in 1995 and the Beijing Platform of Action, especially the consensus ECOSOC definition of gender mainstreaming and the link with the Millennium Development Goals (MDGs).

4. It must be made clear to participants that gender mainstreaming is not an end in itself but an essential MEANS to achieve its goal of gender equality that can help bring about critical policies, strategies, plans and activities in all areas of development, including disaster risk reduction.

5. A brief view of why gender mainstreaming was established may be in order so participants can internalize better the concept of gender mainstreaming. Review with them the gender biases of the previous session as a link to the establishment.

6. Remind participants that governments committed to heed the UN's call for gender integration in their development plans. In an interactive discussion, ask random participants to share their own experiences in doing this in their respective offices/agencies/organizations. Ask them also what they observe as failures, gaps, inadequacies in the implementation and the reasons for these. It will help ease the introduction of gender mainstreaming in disaster risk reduction. Facilitators can share to participants the achievements since the 4th World Conference on Women but add also the remaining challenges that advocates and experts on gender both inside and out of the UN find. Facilitators can refer to current discourses on gender mainstreaming.

7. Facilitators must remember that this session will lay the ground for the future sessions. Take a look at **Handout 1** for guidance on the concepts and core messages to be imparted to

participants. The progression of concepts begin with an explanation of the general understanding of gender mainstreaming as a strategy and a process of integrating a gender perspective in various fields of development. It is important for participants to realize that disaster risk management is a governance function and that a gender perspective must be an integral part in the discharge of such.

8. Facilitators must endeavor to explain ***why a gender perspective is important in development as a whole and in disaster risk management in particular***. A power point presentation is made available in providing participants with a general perspective of gender mainstreaming.

9. In closing this session, illustrate the management cycle and show how gender must be included at the different stages cycle, i.e. planning, programming, budgeting, implementation and monitoring. Facilitators must discuss the entry points for integrating gender, namely: policy, people, programs, and processes. The GMEF framework of the Philippine Commission on Women (PCW) will be a handy tool in this discussion.

10. Facilitator must emphasize that the process of gender mainstreaming requires the proper identification of gender issues in the arena of development such as disaster risk management. Facilitators must refer to Handout 1 (What and Why of Gender Mainstreaming) for an inventory of common gender issues in the field of disaster risk management. Try to draw the participants to share personal experiences where they witnessed or experienced gender issues in the context of disaster. The next session will delve into the identification of gender issues in greater detail.

11. In sum, this session must impart to the participants the “big picture” on gender mainstreaming, ***‘the what’ and ‘the why’ of gender mainstreaming*** in the context of disaster risk management. The facilitator should state ***how gender mainstreaming is done*** and the ***various tools*** attendant to the process. The succeeding sessions will discuss the most

important tools that participants will need in their application of GMS in DRM.

Reference Materials:

Handout 1: What and Why of Gender Mainstreaming

Basic References:

UNISDR. (2009). Making Disaster Risk Reduction Gender Sensitive:

Policy and Practical Guidelines. Geneva, Switzerland: UNISDR, UNDP, IUCN.

Masilungan, E.O. (2003). Gender (101) GAD Dictionary Transforming Government to Think and Act GAD: A Handbook on Gender and Development Training. Manila, Philippines: National Commission on the Role of Filipino Women (NCRFW).

NCRFW. (n.d.). Gender Mainstreaming Evaluation Framework (GMEF) Matrix. Manila, Philippines: NCRFW.

Suggested Further Readings:

1. UN: Office of the Special Adviser on Gender Issues and Advancement of Women. (2002). Gender Mainstreaming: An Overview. New York: United Nations.
2. Corner, L. (1999, October). PANEL IV- Strategies for the Empowerment of Women: Capacity Building for Gender Mainstreaming. Bangkok: UNIFEM.

<p>MODULE III: STRATEGIES AND TOOLS FOR INTEGRATING GENDER IN DRR Session 2: Gender Analysis</p>
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<p>Learning Objective</p>	<p>To make participants understand the</p>
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	concept and process of gender analysis as a vital tool in gender mainstreaming
Expected Outcome	At the end of the session, participants will be able to explain the concept and process of gender analysis as a pivotal tool in gender mainstreaming
Duration	4 hours
Methods	Power point presentation, interactive lecture/discussion
Training Aids	LCD/multimedia projector, white/blackboard, marker/colored chalks
Handouts	Handout 2
Exercise	1) Identifying Gender Biases in Disaster Risk Assessment 2) My Disaster Vulnerability and Capacity Diary Structured Learning Exercise (SLE 1):

LECTURE GUIDE

Gender mainstreaming begins with the identification of gender issues and concerns. A methodical way of identifying gender issues is done through a process called gender analysis.

Gender analysis is a process and a tool. It refers to the process of identifying gender issues in various fields of development such as disaster risk management.

It entails the examination of **sex-disaggregated data** to determine if there are disparities and inequalities between males and females on specific areas of development concern such as the amount risk and magnitude of vulnerability and degree of coping capacity of individuals and households.

To be able to perform gender analysis in the context of disaster risk management, the analyst must have a good grasp of disaster risk management and gender.

There are various gender issues in DRM and these have been identified by researchers and practitioners. An inventory of such issues is in Handout 1 that serves as a guide and checklist for detecting if these issues are present in various situations. Development workers must however identify the salient gender issues and concerns in the specific situation where they wish to intervene.

SESSION GUIDE

1. The first step in gender mainstreaming is to perform gender analysis which seeks to identify gender issues in the context of disaster risk management. Such issues should be identified before, during and after a disaster. The presentation highlights the identification of issues in hazards, vulnerability and capacity assessment.
2. The session begins with a Structured Learning Exercise (SLE 1) *My Disaster Vulnerability and Capacity Diary*, to promote internalization of the subject matter. Form groups of two or three, depending on how big the training group is. Better to have small groups for maximum participation. The intention is to trigger the conversation in dyads or triads and to prime the participants toward the topic in Exercise.

3. The SLE is meant to be a lead-in into the succeeding activity in Exercise 1. Cultivate an atmosphere of willingness to share experiences and ideas. Use the occasion to recall concepts they were supposed to have learned in the previous modules on basic concepts of disaster and disaster risk management.
4. Critical concepts are hazards, vulnerability and capacity. This session should elicit personal experiences of participants in disaster risk management to facilitate their internalization of why gender must be integrated in disaster risk management.
5. The exercise is meant to drive the participants into taking stock of personal experiences of disaster and analyzing personal vulnerabilities and capacities. The SLE segues into the workshop which uses a table to plot personal vulnerabilities and capacities. In the process, the exercise should lead to the identification of gender issues. Facilitators are advised to link SLE 1 to the exercise on gender analysis. A checklist containing questions to determine if there are existing gender issues in DRM.
6. In Exercise 1, the participants should go through the motion of reviewing their perceived risk of disaster, personal vulnerability and capacity to cope with disasters. This process is to be applied with different groups as the object of analysis, i.e. men their households versus women in their households; men in their communities versus women in their communities. This process should help participants extract the presence of gender issues in disaster risk assessment.
7. Facilitators must tell participants to *“review the hazards and risks in your community. Using the **checklist** for gender sensitive risk assessment, identify the **gender issues**. Explain and give examples. Share in plenary session.”*
8. During the plenary session, ask participants to share and discuss gender issues in DRM that they have identified. Presenters should explain why they believe there is a gender issue and what disadvantages are being endured or encountered by either males or females in a disaster context.

This plenary session is extremely important in making participants acquire the knowledge and skill of identifying the presence of gender issues in particular development contexts.

Remember that the “mainstream” in this activity is DRM where a gender perspective must be brought in.

9. Wrap up the discussion by crystallizing what makes an issue a gender issue. And summarize the various gender issues brought to fore in the discussion.

Reference Material/s:

Basic Reference:

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

Suggested Further Reading/s:

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*.

<p style="text-align: center;">MODULE III- STRATEGIES AND TOOLS FOR INTEGRATING GENDER IN DRR Session 3 Gender Programming and Budgeting</p>
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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
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Expected Outcome	<p>At the end of the session, the participants will be able to:</p> <ul style="list-style-type: none"> a) Identify gender sensitive disaster risk management measures; b) Discuss the notion of gender budgeting and how it can be used in disaster risk management; c) Understand how gender is integrated in the Early Warning System as an example of gender programming in DRM.
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	

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:

MODULE III- STRATEGIES AND TOOLS FOR INTEGRATING GENDER IN DRR

Session 4: Gender Sensitive Indicators and Action Planning for Integrating Gender in DRM

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	-----
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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.