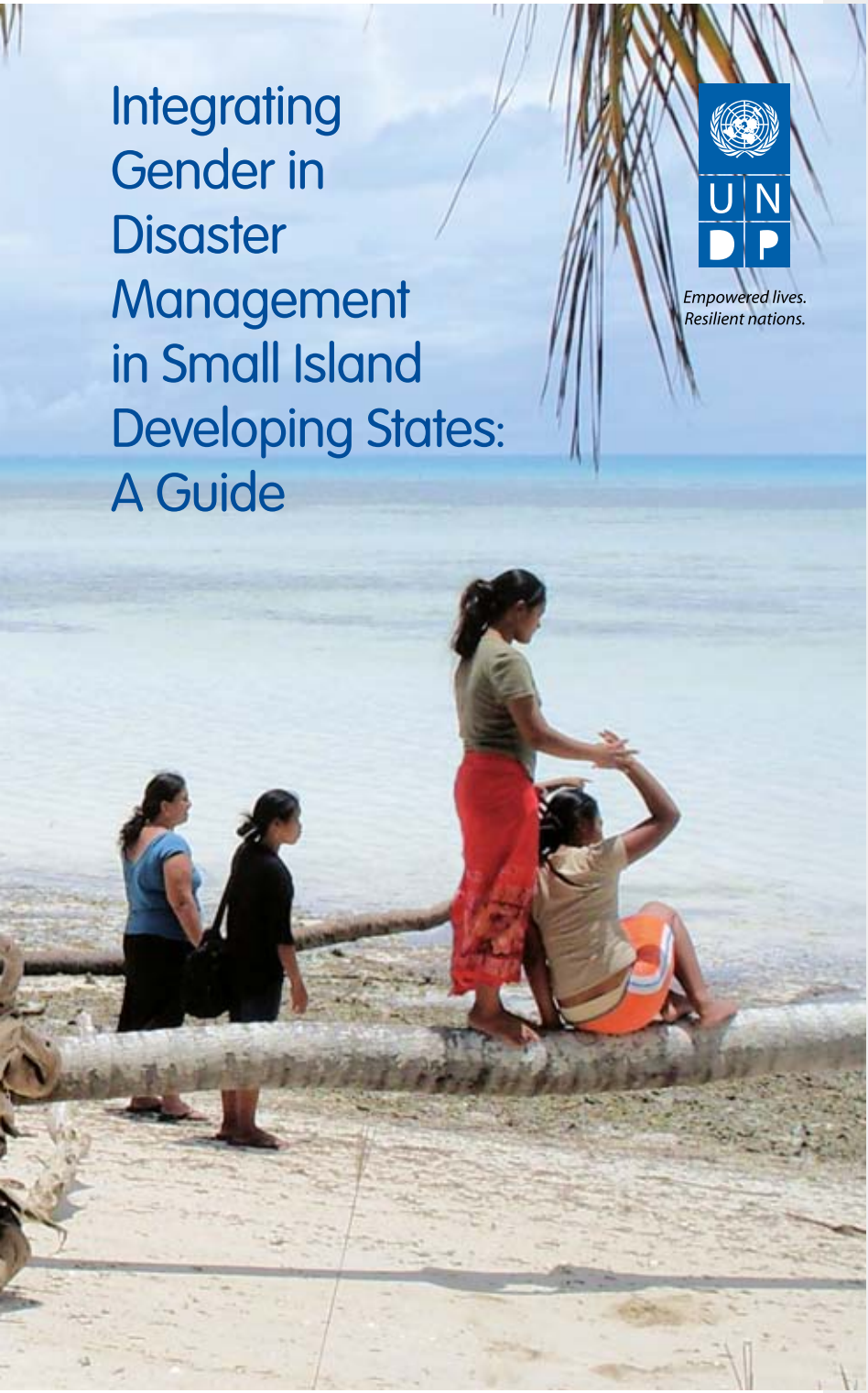
Integrating Gender in Disaster Management in Small Island Developing States: A Guide



Empowered lives.
Resilient nations.

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List of Acronyms

BPoA	Barbados Plan of Action
CBDRM	Community based disaster risk management
CCA	Climate change adaptation
CDEMA	Caribbean Disaster Emergency Management Agency
CDERA	Caribbean Disaster Emergency Response Agency
CEDAW	Convention on the Elimination of All Forms of Violence Against Women
CIDA	Canadian International Development Agency
CRC	Convention on the Rights of the Child
DRM	Disaster risk management
DRR	Disaster risk reduction
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	United Nations Economic and Social Council
EMI	Environmental Management Institute
FEMA	Federal Emergency Management Agency
LDC	Least developed country
MDGs	Millennium Development Goals
MSI	Mauritius Strategy for further Implementation
OSAGI	Office of the Special Advisor on Gender Issues
PICT	Pacific Island Countries and Territories
PPMC	Programme and Project Management Cycle
SIDS	Small Island Developing States
SPC	Secretariat of the Pacific Community
SPDRP	South Pacific Disaster Reduction Programme
SPREP	South Pacific Regional Environment Programme
UNDP	United Nations Development Programme
UNIFEM	United Nations Fund for Women (now UN Women)
UNISDR	United Nations International Strategy for Disaster Reduction
WEDO	Women's Environmental and Development Organization

Prologue

Climate risk management is taking on a new urgency for policy makers, as well as those on the front lines at community level. The connections between climate change and the increased incidence of hurricanes, droughts, massive floods, similar destructive phenomena and the ensuing human and material losses are now becoming more apparent. Caribbean and Pacific countries are Small Island Developing States (SIDS), and so face the vulnerabilities associated with their small size. Residents of remote rural villages and outer islands are particularly threatened.

Climate risk cannot be adequately mitigated or managed without understanding and acting on the basis of how these risks play out on the ground among men and women. As women and men have different socially prescribed roles and therefore to a large extent, engage in different types of activities, and occupy different spaces, the exposure to risk and its impact on women and men cannot be considered or treated in the same manner. If risk management policies and practices are to be effective, there must be sensitivity to these differences in exposure and impact. We must also acknowledge, in the search for solutions, the various coping and adaptation strategies men and women undertake at the local level. For fragile countries and communities living in precarious situations, the way forward requires recognizing and mobilizing the talents and capacities of all, and moving beyond stereotypes.

UN Secretary General Ban-Ki Moon recently noted that “women hold up more than half the sky and represent much of the world’s unrealized potential… they are natural leaders. We need their full engagement.” In the field of disaster risk management and climate change, as in other development sectors, empowering and fully engaging women alongside men will be key to achieving progress.

National disaster managers and regional coordinating bodies such as the Caribbean Disaster Emergency Management Agency (CDEMA) and SOPAC Division of Secretariat of the Pacific Community (SPC) have recently begun to address the gender aspects of climate risk management. However, much work remains to be done in order to consistently incorporate a gender perspective into ongoing disaster preparedness and management in Caribbean and Pacific island communities.

UNDP is facilitating an inter-regional programme to foster south-south partnership between CDEMA, SPC and other regional partners to share best practices and strategies around common climate risk management issues facing SIDS. A critical element of this programme is the gender mainstreaming. Accordingly, this guide has been prepared as a useful tool for disaster managers and practitioners working in small islands states.

The guide seeks to support existing international frameworks that advocate gender equality. In the area of risk management and its relation to development,the defining international instrument is the Hyogo Framework of Action, approved as a result of the 2005 UN's International Conference on Disaster Reduction. The Hyogo Framework holds the "inclusion of a gender perspective and cultural diversity" as cross-cutting principle and considers these to be fundamental for successfully increasing local, national and regional capacities to anticipate and deal with risks, and minimize their impact.

Objective 3 of the Millennium Development Goals – a global consensus framework and statement of commitment – calls on Governments and other development actors "to promote gender equality and women's empowerment."

This guide is intended to be a practical tool for disaster managers and their teams working to build resilience at the community level in small islands and ensure greater equality in the field of risk management. I hope that it will enable you to do your jobs more effectively, giving you a gender lens so that the diverse needs and interests of all their community members can be brought into sharper focus.

Michele Gyles-McDonnough
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Introduction

The Caribbean and the Pacific share common characteristics of island regions — small land mass, limited economies of scale, small populations, remoteness and inaccessibility, and lack of economic diversification — and represent a diversity of languages, cultures and histories. Both regions are highly vulnerable to natural disasters; this vulnerability is now greater due to an increase in extreme weather events such as drought, heavy rains, hurricanes and sea level warming and rise due to climate change and human activity on the ecosystem.

Integrating gender into disaster risk management in Small Island Developing States (SIDS) is supported by the following considerations, as outlined in the Hyogo Framework for Action[1]:

- A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training;
- Disaster-prone developing countries, especially least developed countries (LDCs) and small island developing states, warrant particular attention in view of their higher vulnerability and risk levels, which often greatly exceed their capacity to respond to and recover from disasters.

This guide outlines the vulnerability of SIDS in the Pacific and the Caribbean and explains how gender roles and responsibilities result in differential exposure and impact of disasters. Putting on a "gender lens" means analysing what men and women do in their daily lives, looking at how they interact and what specific needs arise out of this. By understanding gender the disaster manager will be able to:

- save lives by better targeting of beneficiaries
- ensure the effective and efficient distribution and use of resources in the planning and implementation of all phases of disaster risk reduction
- empower women and men to assess risks and undertake actions
- enable participation of both men and women in every phase of the project and programme cycle in the area of disaster risk management.

Training workshops for disaster risk managers and practitioners on gender mainstreaming have been held by UNDP and other agencies in the Caribbean and the Pacific. As a result, participants have called for concrete tools to help them identify and integrate gender into their decision-making and actions on the ground in every phase of disaster risk management.

This guide is a response to these calls. It is intended to provide national disaster management personnel working in the SIDS with a tool to strengthen their practice; it is not intended to be exhaustive and should be considered as an aid to complement pre-existing knowledge. It provides an overview and should allow you, the practitioner, to better focus your management of, and decision–making around, disaster situations through considering specific gender needs.

Gender

It is useful to review some of the basic concepts related to gender. The term gender does not replace the term sex, which refers exclusively to the biological differences between men and women; sex is determined at birth and is universal.[2]

Socially constructed

Identifies differences in roles and relations between men and women

Determines responsibilities, activities undertaken, access to and control over resources, and decision-making opportunities

Gender refers to the social attributes, opportunities and relations associated with being male or female in any given cultural or social group.[3] Gender determines what is expected, permitted and valued in a woman or a man in a determined context.[4] Gender relations are not fixed, but can and do change over time.

Gender does not mean "women". However, in most societies the female gender is defined as having less power and fewer opportunities, privileges and rights than the male gender. Given this disadvantaged position in many countries, the promotion of gender equality implies an explicit attention to women's empowerment.

Gender equality means that each gender has equal conditions for realizing their human rights and potential, to engage in political, economic, social and cultural development, and benefit from the outcomes. The Millennium Declaration states that gender equality is both a goal in itself (MDG-3) and a condition to combat poverty, hunger and disease and achieve all other goals. Equality between men and women is seen as a precondition for, and indicator of, sustainable development.[5]

An approach that takes gender into account recognizes that men and women have different priorities and needs and face different constraints, and thus different measures might be needed for women and men. Applying additional supportive measures to "level out the playing field" is known as *gender equity*.

It is important to have a clear understanding of "who does what" within a society. A *gender analysis* helps identify difference between men and women in terms of activities, conditions, needs, and control over resources and access to development benefits and decision–making. Three elements need to be examined:

- **Division of labour**. Men commonly are involved in the productive sphere whereas women often carry the reproductive tasks of caring for children, elderly and the sick, as well as running the household. Differences in social stature, wages or access to decision–making due to a gendered division of labour must be considered.
- **Division of resources**. Access to capital assets and control over resources impacts an individual or household's ability to mitigate the effects of disaster.
- **Needs**. Practical and strategic needs differ greatly between men and women.

Women, girls, boys and men belonging to different socio–economic groups have distinct vulnerabilities, which shape the way they experience disaster and how they recover from it. When disasters occur, the mortality rate for women may be higher because they aren't warned, have not been taught to swim or have behavioral restrictions that limit their mobility in face of risk, such as leaving the house alone.[6] When planning for disaster, one must be able to examine the needs and constraints shaped by gender.

For **livelihoods**, women are usually in charge of planting food crops, weeding, assisting in harvesting, carrying crops from the plantation, marketing food crops and caring for small livestock such as pigs in **Vanuatu** and **Papua New Guinea**. Men engage in land preparation, selecting plantation site, controlling crop income and choosing what to give away and to whom. Export crops are said to be "men's crops".

Fishing, in particular traditional fishing for household consumption and deep-sea fishing for local and international markets, is a male activity in **Kiribati** and **Samoa**. Fishing activities for women are confined to shallow waters where they forage for shellfish, sea worms or sea cucumber for both family meals and road side vending.

In **Caribbean communities**, women play traditional roles related to caring for children and the elderly, preparing household meals, caring for domestic animals in rural communities and fetching water. Although there are few cultural restrictions on women obtaining employment outside of the home, the imperative of domestic responsibilities often mean that women have a double workload.

1 ROOT CAUSES	2 DYNAMIC PRESSURES	3 UNSAFE CONDITIONS	HAZARDS
Adult women are more restricted that men by tradition, religion and belief	Women are held responsible for family welfare — but lack a voice in relevant decision-making and planning activities	Women's exclusion means low priority for household and village preparedness, e.g.	Cyclone Earthquake Tsunami Flood Volcanic eruption Landslide Drought
Adult women have less: • Personal choice • Power to make decisions • Access to money and resources • Opportunity to influence planning and decision-making institutions • Opportunity to influence technology	**Less social power means lack of:** • Strong national voice • Equal voice in setting communityu priorities • Involvement in disaster management planning • Practical knowledge • Appropriate skills • Training	• Vulnerability analysis • Village emergency plan • Household emergency plan • Emergency food, water, fuel supplies and containers • Reserve food supply • First aid • Building standards • Evacuation plan	DISASTER

Gender equality and the progression of vulnerability (source: SPDRP, 2002)

Gender analysis means assessing the vulnerabilities and inequalities between men and women before, during and after a disaster event. It requires collection of sex disaggregated data for baseline and situational analysis. Analysis of this data leads to the development of policies, programs and projects which take account of gender in all phases of design and implementation and close existing gaps. *Gender mainstreaming* is achieved when both women and men's experience are integrated into the design, implementation, monitoring and evaluation of policies and programs in all political, economic and cultural spheres, ensuring that men and women benefit equally.[7]

GENDER DIFFERENCES IN VULNERABILITY AND RECOVERY TO DISASTERS	
Disparities that increase risks for women	**Disparities that increase risks for men**
Higher levels of poverty Extensive responsibilities of caring for others Domestic and/or sexual violence Traditional women's occupations Lack of access to land and resources	Occupational segregation Internalized norms of masculinity Higher risk takers Roles in the family and home
Gender factors that increase resiliency for women	**Gender factors that increase resiliency for men**
Social networks Caring abilities Extensive knowledge of communities Management of natural and environmental resources High levels of risk awareness	Professional and work contacts Technical abilities Limited childcare responsibilities Access to resources

Small Island Developing States

The Pacific

The several thousand islands scattered in the Pacific Ocean between Hawaii and Australia are collectively known as *Oceania* and are subdivided into the culturally distinct sub–regions of *Melanesia*, *Micronesia* and *Polynesia*.

The entire Pacific island region has a total population of approximately 8 million people in a combined island land mass of 525,000 km² surrounded by a sea area of more than 14,000,000 km². The countries are a mix of continental and volcanic islands and low and raised coral atolls. 90% of the land mass and 85% of the region's population are found in Melanesian countries; less than one million people reside in the remaining Pacific island countries and territories. The resource–poor, predominantly atoll countries — Cook Islands, Federated States of Micronesia, Guam, Kiribati, Marshall Islands, Nauru, Niue, Palau, Pitcairn, Tokelau, Tuvalu and Wallis and Futuna — are some of the tiniest nations on earth, yet are scattered over vast stretches of ocean. Kiribati's ocean territory covers an area equivalent to the continental United States.

The Caribbean

The Caribbean region, defined by the Caribbean Sea,[8] extends in a broad arc of over 4,000 km from the Bahamas in the north to Guyana and Suriname in the south, and includes Belize. The countries are widely variable in physical and population size. The most highly populated Caribbean countries are Cuba, (11.4 million), the Dominican Republic (9.6 million) and Haiti (9.0 million). The least populated countries include Saint Kitts and Nevis (40,000), Dominica (72,000), and Montserrat (5,879).

In terms of territory,[9] continental Guyana and Suriname are the largest in the region. Cuba is the largest island country in the region, with a land mass of 110,860 km², followed by the Dominican Republic (48,730 km²) and Haiti (27,750 km²). Montserrat (102 km²) is the smallest island in the region. Haiti is by far the poorest country.

The small island developing states of the Caribbean include Antigua and Barbuda, Aruba, the Bahamas, Barbados, British Virgin Islands, Cuba, Dominica, the Dominican Republic, Grenada, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, the Netherlands Antilles, Trinidad and Tobago, Turks and Caicos, and the United States Virgin Islands.[10]

Issues and Concerns: SIDS

Small Island Developing States (SIDS) in the Caribbean and the Pacific share a number of characteristics which make them vulnerable to external threats. These include:

- Small populations
- Few natural resources
- Limited economies of scale
- Physically/geographically remote from other countries
- Extreme susceptibility to natural disasters
- Undiversified economies
- High levels of outmigration of young adults
- Excessive dependence on international trade
- Vulnerability and sensitivity to global developments and shocks

This combination of characteristics makes the threat of disaster a costly one for any SIDS country, in terms of loss of lives and infrastructure. Recognizing the vulnerability of SIDS and the need to build resilience for sustainable development, a number of small island representatives held a meeting in 1994 resulting in the adoption of the Barbados Programme of Action (BPoA); the BPoA was reviewed at the ministerial level in 1999 and 2005 respectively.[11] The result of the 2005 meeting is known as the *Mauritius Declaration* and *the Mauritius Strategy for Further Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States* (MSI+5).

Climate Change and Disasters: SIDS

Although both the Caribbean and the Pacific produce only a tiny fraction of global greenhouse gas emissions, many of these islands are barely above sea level and are extremely vulnerable to the effects of climate change. Rising sea levels, higher than normal temperatures, and cycles of droughts and floods represent significant challenges to sustainable development and disaster risk reduction in the Caribbean and the Pacific.

Natural disasters, in both regions, are increasing in frequency and intensity due to the effects of climate variability caused by global warming. Environmental degradation, such as the destruction of mangroves and coral reefs, often exacerbates vulnerabilities and can be the factor that transforms a climate extreme, such as a heavy downpour, into a disaster. Predicted sea level rise will lead to a greater occurrence of coastal erosion, storm surges and damage to human settlements.

It has been estimated that, in the 1990s alone, the cost of natural disasters in the Pacific region was about $US2.8 billion dollars,[12] mostly affecting the Melanesian countries. For example, Samoa has reported an average economic loss worth 46% of the annual GDP during disaster years between 1950 – 2004.[13] Cyclone Heta, which devastated Niue in 2004, with wave heights of 13.7 metres. In a typical disaster year, more than 40% of the population is affected in Tonga. Such hazards impose a huge burden on the small economies already struggling to meet their basic needs and aspirations.

Solomon Island	**23 March 2010** Tropical Cyclone, Ului; Evacuations and damage in several villages. No casualties reported.
Fiji	**15 March 2010** Tropical Cyclone Tomas – Category 4; 5000 people evacuated
Tonga	**16 February 2010** Tropical Cyclone, Rene. Major damage to crops, vegetation and buildings
Cook Islands	**11/12 February 2010** Tropical Cyclone Pat. 80% of trees on the island are down. Significant damage to crops and other vegetation. Aitutaki declared a disaster zone. State of emergency in Rarotonga.
French Polynesia	**5 February 2010** Tropical Cyclone, Oli. Hundreds of homes destroyed in Moorea and Tahiti. One fifth of the population without power.
Solomon Islands	**10 February 2010** Flood. Bridges destroyed. 50 houses affected. **11 April 2010** Earthquake. 500 houses damaged or destroyed. NDM Offices says hundreds of people could be homeless.

Many Caribbean countries suffer severe hurricanes and risk of severe floods, earthquakes, landslides and fires caused by droughts. A study of four Caribbean SIDS, conducted by the UN Economic Commission for Latin America and Caribbean (ECLAC) Port of Spain office, shows the loss in terms of life and infrastructure that were suffered in 2004 due to Hurracane Ivan, as an example.[14]

Country	Percent of Population affected	Absolute number of deaths	Number of dwelling places damaged	Percent of housing stock damaged
Cayman Islands	83%	2	13,535	83%
Grenada	79%	28	28,000	89%
Jamaica	14%	17	102,000	14%
Haiti	4%	3000	49,882	4%

In 2007, Hurricane Dean hit Dominica, killing 2 persons, injuring 30 and damaging 1,500 houses.[15] Cuba was lashed by multiple major hurricanes in 2008, with Hurricanes Ike and Gustav wreaking a total of $15 billion in damage in less than ten days. In 2009 the world witnessed the severity of the Haiti earthquake, in which an estimated 230,000 people died, 300,000 injured and 1,000,000 were made homeless.

The economic cost of disasters depends not only on the intensity of events but also on the level of national and community planning for preparedness and response. Damage resulting from disasters extends beyond the event to cause chronic shocks to national economies.

Disaster Risk Reduction & Climate Change Adaptation

The concept of climate risk management — reflecting a more effective integration of climate adaptation with comprehensive disaster management programs — continues to take shape as international, regional and national disaster management agencies recognize the need to implement measures to counter these climate-related disasters. Disaster risk reduction (DRR) and climate change adaptation (CCA) counter-measures possess many similarities, generating momentum to merge the two. Tonga is a good example. With the assistance of the SOPAC Division of Secretariat of the Pacific Community (SPC) and SPREP, DRM and the Climate Change National Action Plan have been combined and a DRM/Climate Change country team has been established.

The Mauritius strategy clearly highlights the link between climate change and natural and environmental disasters (see Annex *The Mauritius Declaration*)

Research[16] shows that the participation of women in decision-making is low in climate policy and its implementation in instruments and measures. Climate protection measures often fail to take into account the needs of large numbers of poor, women, children and elderly members of society, in terms of infrastructure, energy supply, and other facilities and amenities. Practitioners need to be especially vigilant in ensuring that gender is taken into account in their own implementation of disaster risk reduction strategies for the best outcomes possible.

REASONS FOR INTEGRATING GENDER IN CLIMATE CHANGE AND DISASTER RISK MANAGEMENT

- Women and men – in their respective social roles – are differently affected by the *effects of climate change and variability*.
- Women and men – in their respective social roles – are differently affected by clim*ate protection instruments and measures*;
- Women and men differ with regard to their respective *perceptions of and reactions to climate change and variability*;
- Women's and men's contributions to climate change and variability differ, especially in their respective *CO2 emissions*.

Source: UNDP (2009). Enhancing Gender Visibility in Disaster Risk Management and Climate Change in the Caribbean

Gender and Vulnerability: SIDS

Men and women in the Pacific and the Caribbean face challenges that increase their vulnerability to the impact of disasters. This includes poverty, food insecurity, unequal access to decision making and resources and dependent economies —

issues which are common in SIDS. The threat of natural disasters is a constant in the lives of the people of these regions.

Female poverty is of specific concern in terms of disaster management. The worldwide increase in women's poverty is caused by factors such as lower wages, increased workload, insufficient social support systems, violence, meager opportunities for participation in decision–making and limited access to education and productive resources.[17] This poverty exacerbates vulnerability in situations of crisis. Research suggests that the poorest are often the most severely affected by disasters as they have the least resources to buffer against the event.[18] In the assessment of Grenada following Hurricane Ivan, when poverty data is crossed with gender statistics, it is evident that 52% of poor households, with the largest families, were headed by women.

Poverty leaves women more vulnerable and dependent in times of disasters. Access to fewer resources is compounded by responsibilities as the primary caregivers to children, the disabled and the elderly, leaving poor women without time and assistance to prepare adequately for disasters, attend to post–disaster reconstruction or ensure successful recovery.

Rural poverty also requires special consideration in the assessment of natural disasters in SIDS, since, in addition to potential loss of property, rural conditions following a disaster and ability to recover may threaten food security at a household, community and national level.

POVERTY AND VULNERABILITY IN HAITI

The overall incidence of poverty in Haiti is 77%. In rural areas, which are home to 60% of the population, 88% of people are below the poverty line and 67% are extremely poor or indigent. Rural people have a per capita income that is about 1/3 of the income urbanites. The poorest groups of rural people in Haiti are: (i) women who are heads of households; (ii) rural workers who depend exclusively on wage labour; and (iii) landless people. Scarce household and public resources and consequent environmental degradation have resulted in a limited capacity for response on the part of households to recurrent natural crises.

Source: IFAD (2009). Enabling the rural poor to overcome poverty in Haiti. http://www.ifad.org/operations/projects/regions/pl/factsheet/haiti_e.pdf Accessed November 2010.

Female and male livelihoods are both affected by natural disasters; farmers, agricultural workers or fisher folk are some of the worst affected. In both regions, workers in the tourist industry can be negatively impacted by natural disasters, which tend to interrupt the tourist economy and may result in damage to tourist facilities. Post–disaster employment may be centred on re–construction, favouring

male employment. When 90% of the houses were destroyed in Grenada due to Hurricane Ivan (2004), most domestic workers, the majority of whom were women, lost their jobs.[19] The gendered division of labour in a society is made more visible in a post–disaster situation.

In the Pacific, a study[20] on gender and disaster management conducted in four countries — Samoa, Solomon Islands, Fiji Islands and Kiribati — illustrates how issues of gender inequity and development affect the vulnerability of communities to disaster.[21] In these islands, women traditionally hold the responsibility for the physical well–being of their families and the management of households, yet women's lesser social power increases household vulnerability to disaster.

Increased participation in decision–making and defining strategic needs would allow better protection of the community. For example, women are often responsible for water collection, so involving them in setting priorities and making decisions about water supply in terms of location, design and maintenance of facilities would improve the efficiency of this service and serve to mobilize women. Because they hold key social responsibilities, this example highlights the importance of involving women in decision making, particularly in improving disaster preparedness at the household and community level.

Disaster Risk Management Cycle

A disaster is a **serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources**.[22]

Disaster risk management (DRM) is a process for reducing, mitigating or preventing the risk of disaster. It involves systematically incorporating a number of strategies in areas of administration and management, within the community and in institutions and organizations, through policies, programmes and projects to reduce the impact of natural hazards and other threats on people and the environment using structural and non-structural methods.[23] **The main goal of disaster risk management is to reduce the risk of disaster by reducing vulnerability and building resilience within communities, households and individuals**.

- Risk is expressed by the formula, *Risk = Hazard x (Vulnerability - Capacity).*[24] The risk of disaster occurs therefore, when people are vulnerable and exposed to a range of hazards such as earthquakes, cyclones and hurricanes, drought, toxic spills or civil conflicts. Vulnerability is reduced by enhancing or leveraging the varied capacities of men and women and building resilience.
- Vulnerability is caused by the sum of social, economic, environmental or physical factors which increase people's susceptibility to be adversely impacted by a disaster event. This increases the risk of loss of life and/or property. The more clearly those vulnerabilities are identified and understood, at all levels and within all groups, the more successfully individuals and communities can be better prepared to withstand disaster events.
- Resilience is defined as the capacity of a system, community or society potentially exposed to hazards to adapt, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure. This is determined by the degree to which the social system is capable of organizing itself to increase its capacity for learning from past disasters for better future protection and to improve risk reduction measures.[25]

In order to incorporate gender into disaster risk management, it is important to understand the four phases of DRM Cycle. The pre-disaster phase includes mitigation and preparedness; the post-disaster phase includes response and recovery. Gender analysis related to the vulnerability and capacities of men and women in each phase is necessary to ensure the best outcomes for men and women, boys and girls in the event of a disaster.

DISASTER RISK REDUCTION: FIELDS FOR ACTION

- Risk awareness and assessment including hazard analysis and vulnerability/capacity analysis
- Knowledge development including education, training, research and information
- Public commitment and institutional frameworks, including organizational, policy, legislation and community action
- Application of measures including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments
- Early warning systems including forecasting, dissemination of warnings, preparedness measures and reaction capacities

Pre-Disaster Phase

The main objectives of risk reduction can be summarized:

1. *Mitigation* – Mitigation is defined as a sustained action to reduce or eliminate risk to people and property from hazards and their effects.
2. *Preparedness* – Preparedness can best be defined as a state of readiness to respond to a disaster, crisis or any other type of emergency situation.[26]

Examples of **mitigation** activities:

- Structural activities
  - Retrofitting buildings to better withstand earthquakes
  - Building dams to prevent floods
  - Building retaining walls to protect against landslides
  - Planting forests to buffer against storms
  - Engaging in agricultural mitigation measures (i.e. crop diversification, planting of shelter breaks, food storage programs)
- Non–structural activities
  - Development, review and implementation of legal frameworks that protect the human rights of men, women and children
  - Reviewing legal frameworks to ensure that an enabling environment for structural mitigation requirements are adequately covered (ie. land–use planning, building codes)
  - Training and education to ensure that mitigation programs will be supported and properly implemented
  - Appropriate governance structures to ensure the full participation of men and women in decision–making that affects them

Implementing mitigation programs and activities requires the participation and support of a broad spectrum of players. Mitigation involves, among other public

GENDER ISSUES IN THE PRE-DISASTER PHASE

- Gender norms foster more "risk taking" among men and "risk avoidance" among women, with implications for preparedness and safety in disasters. Women tend to seek out information regarding disasters and pay greater attention to warnings.
- Men and women's roles dictate how they use resources that impact on the environment, how environmental impacts affect their livelihoods differently, and what their risks might be during a natural hazard.
  - In the Pacific, women and men face different environmental impacts depending on where they fish. Coastal erosion will impact upon women's livelihoods since they tend to fish in near-shore areas, while environmental impacts, such as rising sea temperatures, will reduce fish stocks and result in more male unemployment because men engage primarily in deep seas fishing.
  - In the Caribbean, carrying water exposes women and men to health problems. Women's greater use of water for household chores and domestic use, together with their vulnerabilities exposes them to serious health risks. Some women suffered miscarriages because they carry water throughout the nine months of their pregnancy.
- Women are often found in much smaller numbers in formal and informal decision-making bodies and consultations on disaster risk management and climate change adaptation. They are therefore less likely to receive critical information for emergency preparedness and less likely to participate in decision making and policy development in these fields.
- In some communities in the Pacific, the formal risk management sector, such as the disaster management and meteorological services are still dominated by men. On the other hand, NGOs that contribute to risk reduction through environmental management, health and social services, and community-based management have 80% female leadership. In some communities in the Caribbean, more women tend to participate and are represented in neighbourhood campaigns and grassroots mitigation strategies.

and private sector participants, land use planners, construction and building officials, business owners, insurance companies, community leaders and politicians in addition to emergency managers.[27]

Examples of **preparedness** activities:

- Public awareness-raising through education and knowledge dissemination to improve the population's participation in preparedness programmes
- Research to assess vulnerabilities and to identify and assess the magnitude of risks

- Hazard mapping
- Provision of baseline information around bench mark indicators that represent the situation of people, including their demographic, social and economic profiles
- Establishment of early warning systems
- Practice of emergency drills
- Stockpiling food and materials
- Training emergency response teams to handle first aid treatment shelter management and warning systems.
- Development of a community based approach to disaster risk reduction

Gender considerations

Men and women exhibit certain behaviours based on gender norms, socialization, and gender roles and responsibilities; these behaviours may have positive or negative impacts at various stages of the DRM cycle. Men and women may also be affected and treated differently in society, with implications for costs and benefits to individuals and to the communities at each phase of the cycle. The situations would differ based on the cultural practices of communities, and the exposure of men and women to training and education. **A good disaster manager, will pay attention to the differential vulnerabilities and capacities of men and women in the disaster management context in order to achieve the best possible outcomes**.

Post- Disaster Phase

In this phase, the focus is on:[28]

1. *Emergency response* — The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short–term, or protracted duration
2. *Recovery* — Decisions and actions taken after a disaster with a view to restoring or improving the pre–disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk

Examples of **emergency response** activities:

With the onset of the hazard, this phase of the cycle focuses on *relief* activities and coping strategies. All emergency teams at the national and community levels are mobilized to provide immediate assistance for the preservation of life, maintenance of health and the provision of psychological support to those that are traumatized by the disaster. This includes:

- Provision of food, medicine and other limited aid
- Building temporary shelters, setting up of camps, or temporary repair to existing dwellings

GENDER ISSUES IN THE POST-DISASTER PHASE

- During the emergency and recovery stages, women extend their reproductive role from the family to the community with non-remunerative duties such as providing safe spaces for abused women, child care and peer support. They host displaced women and families, meet broader community needs as volunteers, use women's organizations to fundraise and advocate for the needs of vulnerable people to help move their communities forward. It is important not to view women as victims, they also have capacities that can be called upon in response and recovery phases.
- In quantifying the loss in a household, there must exist the understanding that the house is not only a place for living, but also a productive area for women, and plays a key role in their social and economic relations in the community.
- Damage assessments are often blind to gender considerations; financial proposals and recovery programmes/projects tend not to address gender, a fact which contributes to the poorest sectors staying poor on a permanent basis. This absence hinders gender equality, which *directly affects the women* – causing a negative impact on their recovery capacity, while *indirectly affecting the entire community* – since the women assume the majority of the basic social activities implemented by the government in the aftermath of a crisis.
- Traditional gender relations can be reinforced by disasters, and existing inequalities exacerbated, leaving women even more vulnerable to subsequent crisis.
- There are also moments of opportunity for women to challenge prevailing gender norms, e.g. using relief funds to leave an abusive relationship, developing new job skills and gaining self-confidence and leadership skills through collective action to meet women's needs and interests.
- Men and women are affected by loss of employment, housing, crops and assets in the aftermath. Due to the gendered division of labour, women were least likely to obtain immediate means of securing a livelihood, whereas men are usually able to engage in new opportunities for construction work.

- Addressing special reproductive and health needs of women
- Addressing security and safety concerns to prevent violence and sexual abuse of vulnerable persons
- Setting up search and rescue teams
- Caring for children, the sick and the elderly, some of whom may be separated from their own families

The primary focus in the response phase is on meeting the basic needs of the people until more permanent and sustainable solutions can be found.

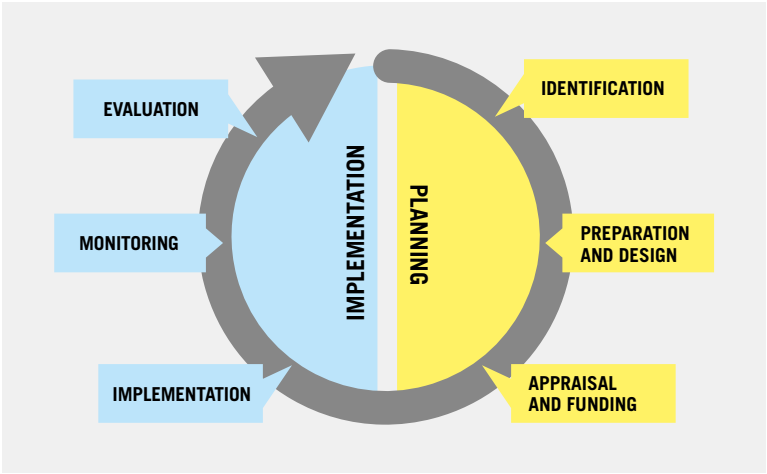
Examples of **recovery** activities:

In the recovery phase, attention is focused on restoring living conditions and livelihoods. Managing recovery requires building national capacities, restoring coping mechanisms, empowering communities and determining root causes and vulnerabilities which make communities disaster–prone.[29] The recovery phase, like the mitigation and preparedness phases, provides excellent opportunities for introducing mechanisms to advance gender equality through gender analysis and gender mainstreaming. Among the activities included in this phase are:

- Mainstream disaster risk reduction in the recovery/development process — strengthen national systems for disaster risk reduction; review existing policy, or develop new policy as necessary; ensure that appropriate information about disaster risk is available; develop specific projects to build capacities in the government and civil society; set up new governance structures or improve existing structures for greater accountability.
- Promote participatory approaches and decentralised planning and programming for recovery — ensure that men and women are involved in the assessment, planning and programming stages of recovery. The role of women in communities and households should be taken into consideration in planning and programming.
- Enhance safety standards and integrate risk reduction in reconstruction and development — conduct damage assessments; repair and rehabilitate damaged social and primary infrastructure utilizing improved building codes and safety standards, including roads, bridges, health facilities, markets, water supply infrastructure, etc.
- Improve the living conditions of the affected communities and sectors — address employment and livelihood concerns, including short-term gender sensitive alternative income generating opportunities; repair and rebuild houses paying attention to improved safety standards; resettle families in safer locations; address housing and land tenure issues; address environmental and water resource issues; address psycho-social issues including post disaster stress.
- Build local and national capacities for increased resilience, risk management and sustainable development — strengthen local level capacities for planning, conducting risk mapping, developing early warning systems through training and simulation exercises.

The disaster practitioner can develop plans and programmes to more accurately meet the needs of the targeted beneficiaries by applying a gender lens.

Program And Project Management Cycle In Disaster Risk Management



The Program and Project Management Cycle (PPMC) is a logical sequence of actions to achieve the goal and objectives of any planned programme or project, including those related to disaster management.[30] There are many variations in the cycle; some of the stages may also be joined together or separated, especially in the planning stage.[31] **When gender is integrated into the PPMC, it allows disaster managers to identify and integrate important gender considerations at every stage of planning for a programme or project**. A gender sensitive PPMC allows for careful planning and the targeted use of limited sources to advance gender equality and achieve the best outcomes for men and women.

Gender and the PPMC

Project or progamme planning involves identification, preparation and design, appraisal and funding. Find here definitions of each stage of the cycle and examples of how gender considerations can be included in DRM project planning.

Identification:

At this stage of the cycle problems and their context, as well as the needs and interests of possible stakeholders, are assessed and identified. Ideas for projects are suggested, examined and shortlisted. The outcome is a decision as to which problem(s) will be addressed and how stakeholders will be affected, with the aim of developing a program or project to address this problem.

The identification stage of PPMC should be a highly participatory exercise involving both men and women, as well as primary and secondary stakeholders. There is a lot of scope for conflict between stakeholders in this activity and great skill must be exercised in its facilitation. In a pre-disaster scenario, the involvement of both men and women will allow for a more comprehensive identification of vulnerabilities and program interventions that address prevention and mitigation. In a post-disaster setting, high participation of both men and women will set a more balanced trajectory for dealing with the priorities and needs arising out of the disaster.

Research is an important step in problem identification. Baseline information collected from primary or secondary sources, disaggregated by sex and other key variables should provide insight into the problem, an understanding of the stakeholders involved, and the context in which they operate. Various tools – such as problem analysis, situational analysis, and stakeholder analysis – can be used to analyze this data. Participatory risk assessments, vulnerability and capacity assessment and damage assessments are key methodological approaches that generate information necessary for DRM project design. A gender analysis should be integrated into all of these tools so that the information generated includes the nuanced difference between men and women in terms of vulnerability, capacity, risk perception, impact and recovery.

Identification Stage
PRE-DISASTER TOOLS

1. Situational analysis/ Problem analysis
2. Participatory risk assessments
3. Vulnerability and capacity assessment
4. Stakeholder analysis

Identification Stage
POST-DISASTER TOOLS

1. Situational analysis/ Problem analysis
2. Participatory risk assessments
3. Damage and loss assessments
4. Vulnerability and capacity assessments
5. Stakeholder analysis

GENDER IN PRACTICE:
ANALYSIS QUESTIONS

- What are the social/formal structures within the community? Which men and which women hold the power in this community?
- Who makes up the vulnerable population in the community? What are their demographic characteristics?
- Who owns and controls resources? Who has access to these resources?
- What is the division of labour between men and women?
- What are the different levels of participation and leadership enjoyed by men and women in the community?
- Who makes the decisions?
- What are the cultural constraints and enabling environments that prevent or allow participation by men and women in decision-making and leadership positions?
- Who gains and who loses from processes of development?
- What are the different skills, capacities, aspirations and responsibilities of men and women?
- What is the level of violence in the community, including domestic and sexual violence? How is this being addressed?

Preparation and Design:

In this stage of the project cycle the initial ideas are developed in more detail. A logical framework approach is commonly used to structure project design from start to finish: activities, inputs, expected outputs, timelines, indicators for measuring results and a verification source. External conditions necessary for achieving each objective are also identified. Monitoring and evaluation activities, such as researching baseline information or developing bench mark indicators, are also planned for during the design of the project.

The following table outlines elements to take into account when developing a specific project or programme and possible questions or examples to keep in mind:

Elements in design and preparation	Questions and examples to consider….
The cost of implementing the project	
Methods of procuring material for the implementation of the project	Are procurement procedures transparent and is there gender balance and gender equity in the procurement procedures?
The best method of delivering an output based on cost, sustainability, equitability and stability. This is normally done when communities identify options within a mitigation action plan.	Should the training of community members in early warning systems be done by experts from outside of the community, or should it be facilitated through a partnership of external specialists and trained community members?
Costs and benefits to the stakeholders	Will the success of the project be excessively dependent on the non-remunerative activities of women?
Methodologies for further research	Have focus group discussions with men and women who have a store of traditional knowledge about climate change been held? Has research been conducted to examine gaps identified in the baseline study?
Participatory mechanisms to ensure full participation of primary stakeholders	How to include groups such as children and youth? Children, youth and schools can play an important part in the implementation of early warning systems and the dissemination of information.
Bench mark indicators for monitoring and evaluation	What will these be and how will the information be collected?
External challenges to the project/program implementation	Is there high levels of crime in the area, community seasonal activities or festivals that may prevent full participation of community members in meetings that are necessary for project implementation?

A work plan is prepared, management structures agreed upon and the need for any specialists identified. Gender analysis should be integrated into project and operational design in order to attain equitable outcomes.

GENDER IN PRACTICE:
PROJECT DESIGN

- Actively promote women's dignity and empowerment
- Challenge attitudes that discriminate against women; this should be done in a manner that strengthens the enabling environment for gender equality
- Support women to carry out their responsibilities in their traditional areas of authority Encourage women and men to take on non-traditional gender roles freeing up women to take on more strategic roles and allowing men to share the labour in the reproductive or domestic sphere
- Support women's right to ownership and control of strategic assets such as housing and land, as well as the right to sustainable livelihoods through income generating and remunerative opportunities
- Protect women and children from the likelihood of increased violence following disasters
- Secure male support for programme activities that uphold women's rights and empowerment
- Be aware of the vulnerabilities of different groups such as widows, female heads of households, children, and women and men with disabilities
- Establish mechanisms that enable both female and male beneficiaries to give feedback on all programmes
- Promote activities that are safe and appropriate, which include the participation of children in community-based disaster risk reduction activities

Appraisal and Funding:

Appraisal gives stakeholders an opportunity to review the project design in detail and resolve any outstanding questions. The financial feasibility and potential social, economic and environmental impacts of the project, as well as technical soundness, gender sensitivity and sustainability should be scrutinized.

Further consultation may take place with stakeholders. The primary stakeholders — the men and women in communities — should be made aware of the activities that constitute the project/programme and be given an opportunity to provide feedback. Donor agencies also provide expertise at this stage of the process. Once the project is appraised, it is ready for approval and funding is made available or sought.

Implementation:

Important components of implementing project plans and activities include:

- Strict monitoring to ensure timeliness in the roll out of activities. (e.g. if training activities for the disaster preparedness begins before public awareness and communication is implemented, no one may turn up for training)

- Effective and efficient management of the budget. Budget overruns can result in important components not being completed and a resultant possible increase in the vulnerability of the intended beneficiaries.
- Public awareness and effective communication to encourage maximum participation and cooperation of all stakeholders. Messages should be disseminated within the agreed time frame and using appropriate media. Messages that only use formal media directed at office employees may not reach fishermen and farmers, or women engaged in domestic chores.
- Monitoring to ensure gender-balanced participation in activities and that gender equality is achieved with every output. Monitoring is a continuous process over the lifetime of the project.

GENDER IN PRACTICE:
IMPLEMENTATION

- Are gender concerns being addressed as planned in the project design, during the implementation of activities?
- Are there any emerging or unanticipated gender concerns?
- Does the project implementation team have access to gender expertise as needed?
- Is there gender balance in the participation of primary stakeholders during project activities?

Monitoring and Evaluation:

Monitoring ensures that the intended objectives are being achieved, or activities are being modified as needed to achieve intended goals. Monitoring activities include assessing whether the timelines are realistic, the target beneficiaries are utilizing the outputs as planned and/or if the budgetary allocations are adequate. Identifying gender-sensitive indicators to assess progress and collecting sex-disaggregated data are also a part of monitoring.

A project designed to raise community awareness and improve disaster preparedness can monitor to see if training schedules fit the flow of community work life; if not, the project will fall short of its objectives. Similarly, if the budget allocated for mitigation works is inadequate, or the people are ready to work on a project but no equipment is available for the work to start, the project will also fall short of its objectives. Evaluation may be conducted in the middle as well as the end of the project; the purpose of evaluation is to measure impact in the medium and long term, to ascertain whether the project or programme design was appropriate and to provide feedback on how to move forward. Monitoring and evaluation are complementary activities. A good evaluation depends on information collected during the monitoring process, and the monitoring framework for subsequent phases of the project can benefit from evaluation feedback.

Evaluation also serves to:

- Assess the accuracy of the project in meeting the needs of the intended beneficiaries
- Determine whether there were unintended beneficiaries of the project and unintended outcomes
- Identify good practices based on the implementation of the programme or project
- Identify lessons learnt based on implementation of the programme and project.

GENDER IN PRACTICE:
MONITORING AND EVALUATION

- Were gender-sensitive indicators identified at the start of the project, through a participatory research process?
- Did the project address practical short-term needs as well as longer term strategic needs of both men and women?
- Did women feel that the project made a positive difference to their lives?
- Did the project activities accurately and realistically target men and women?
- Are the project benefits sustainable?
- Did the project increase the workload and responsibilities of women? Men?
- Were there any external factors related to gender that positively or negatively affected the project?
- Did the project contribute an enabling environment for gender equality that would benefit boys and girls?

Checklists

Checklists are tools used to ensure consistency and completeness in carrying out a task. They assume pre-existing knowledge and are seen as an aid to improve effectiveness. These checklists are by no means exhaustive, but should serve to remind practitioners of key questions to ask in order to take gender into account in the DRM cycle. The checklists are arranged as follows:

Pre-Disaster
- Disaster risk reduction (mitigation)
- Preparedness
- Response

Post Disaster
- Relief
- Recovery

Cross-Cutting Issues
- Participation and consultation
- Examples of gender Indicators that may be useful

There is no standard framework for the integration of gender analysis into disaster risk management. Methods vary with organizational programmatic frameworks, the particular field of specialization and the focus of the author. Notwithstanding the diversity, all checklists reinforce understanding that women and men are affected differently due to distinct gender roles and responsibilities.

Pre–Disaster: Disaster Risk Reduction, Mitigation And Preparedness

High levels of exposure and vulnerability increase the risk of disaster. Women and men face variant levels of risk because of their gender differences; they have particular vulnerabilities and coping strategies due to distinct roles and responsibilities. Indicated here are broad areas for gender analysis, which can help to improve programme and project outcomes and increase gender equality in the pre–disaster phase.

Disaster Risk Reduction / Mitigation

Institutional Basis for Implementation

- ☐ Are the priorities of women's organizations represented in coordination mechanisms for DRR?
- ☐ Is analysis and planning for DRR capacity development prioritized equitably for men and women?
- ☐ Is budget allocation for DRR implementation in all sectors and levels prioritized for action that benefits women?
- ☐ Are women involved in participatory community planning processes for DRR? Is there gender balance in responsibility and management of available resources?

Identify and Monitor Risks and Enhance Early Warning

- ☐ Are both women and men involved equally in the development of risk and hazard maps and in the identification of data and indicators for the assessment of gender–specific aspects of risk and vulnerability?
- ☐ Does research, analysis and reporting assess emerging issues that might impact women's risk levels?
- ☐ Is the participation of women encouraged in early–warning systems?
- ☐ Are early warning systems appropriate for, and accessible to, both women and men? This means that communication alerts, media and technology need to be tailored to the preferences and behavior patterns of women and men.

Building a Culture of Safety

- ☐ Does capacity and knowledge building promote a culture of safety among women and men?

- [ ] Do activities and events related to risk target women as key change agents?
- [ ] Are communication means appropriate for women?
- [ ] Are children, both boys and girls, appropriately targeted with risk knowledge through formal and informal channels?
- [ ] Do women have equal access to DRR training and educational opportunities?

Reduce Underlying Risk Factors

- [ ] Are critical safety facilities and infrastructure (e.g. evacuation shelters and emergency housing, water, sanitation, and health systems) resilient to hazards and accessible to both women and men?
- [ ] Do women have adequate privacy and security in the use of social facilities and amenities?
- [ ] Is the importance of support to women and vulnerable groups underscored in the development of sustainable ecosystems and natural resource management, including the planning of land-use to reduce risk?
- [ ] Do the development of sustainable ecosystem and natural resource management plans underscore risk reduction and the importance of support to women and vulnerable groups?
- [ ] Does the development of financial risk–sharing mechanisms prioritize the involvement of women, and are they accessible and appropriate to the needs of women at risk of disaster?
- [ ] Are there awareness programs for women, men and children about the right to live free from violence at home and in the public domain?

Strengthen Preparedness to Respond Effectively

- [ ] Do disaster preparedness and response plans take into account gender–differentiated vulnerabilities and capacities? Are they disseminated to both women and men in languages that they can understand?
- [ ] Are actions to reduce the risks faced by women and vulnerable groups prioritized in disaster preparedness and response plans?
- [ ] Is the importance of women as key change agents promoted and are women fully involved in community disaster management committees and disaster response drills?

Climate Risk Management – Policy

- [ ] Is gender recognized in climate change discussions and research?
- [ ] Do women participate in all decisions related to climate change at all levels?
- [ ] Is there gender mainstreaming in all institutions dealing with climate change?
- [ ] Is sex–disaggregated data collected and published at every level wherever this is possible?
- [ ] Are measureable gender–related targets established and are practical tools that help integrate gender equality in climate protection created and applied?
- [ ] Have gender–sensitive indicators at national and local levels been developed, to be used in national communications and climate risk management projects?
- [ ] Have outreach, capacity building, education and training been designed to take women into consideration? Do they enhance women's access to and participation in disaster risk reduction and climate change adaptation strategies and developmental activities?
- [ ] Do adaptation and mitigation strategies support basic human security and the right to sustainable development?

Preparedness

Policies and Plans

- [ ] Are women's organizations integrated into the political and policy making process and encouraged to use their capacities and expertise to influence decisions in emergency management?
- [ ] Are women and men's traditional knowledge about the environment and climate change utilized in preparedness strategies?
- [ ] Does an integrated national disaster management plan exist? Does it have clearly defined and appropriate roles and responsibilities for:
  - Varying levels of government (local and national?)
  - Community and tribal/village leaders?
  - Civil society
  - Relevant responding agencies

- [ ] Are these roles and responsibilities well understood both by relevant organizations as well as by local communities? Are they adequately resourced?
- [ ] Are the committees established for disaster planning gender balanced?

Risk Mapping and Assessments

- [ ] Are men and women's perceptions of risk considered separately?
- [ ] Is the traditional knowledge of women as well as men taken into consideration when assessing available resources and capacities for reducing vulnerability?

Vulnerability and Capacity Assessment

- [ ] Do risk assessment training programmes and other capacity building activities contain mechanisms to ensure the participation of both men and women?
- [ ] Are women's organizations included when an assessment of the capacities of organizations and institutions is conducted?
- [ ] Are women's capacities considered when assessing resources for risk assessment and the reduction of vulnerabilities?

Early Warning Systems

- [ ] Is appropriate media used to ensure all sections of the population are reached, especially women and children?
- [ ] Are the warning mechanisms sensitive to women's location, needs and abilities?

Awareness & Public Education

- [ ] Have women been included and appropriately targeted by educational campaigns designed to prepare populations for disasters?
- [ ] Have women's talents as informal educators been considered?
- [ ] Are women's heavy domestic workloads considered when designing training and simulation exercises?
- [ ] Are children's capacities taken into consideration when assessing resources for awareness building?

Training

- [ ] Have traditional and non–traditional training programs been developed to increase women's skills and opportunities in disaster management at all levels? This may include leadership training, search and rescue, first aid, data collection, hazard and vulnerability analysis.
- [ ] Is there gender balance in the participation of men and women in capacity building programmes and projects?
- [ ] Are gender specialists and women's organizations included as training partners for capacity building?

Climate Risk Management – Vulnerability Assessment

- [ ] Is government providing climate information related to the livelihoods of men and women?
- [ ] Is this information equally accessible to men and women?
- [ ] Which societal groups and economic sectors are most vulnerable to climate change?
- [ ] Is climate change integrated into relevant sectoral policies, including gender equality policies?
- [ ] Do persons responsible for climate change policies and programmes understand the link between gender and vulnerability?
- [ ] Is this awareness being translated into policy and programme implementation? Are women and gender experts involved in planning for adaptation?

Emergency Response

Mobilization

- [ ] Do women's groups organize women in emergency response activities and general education within households, workplaces, and the community?
- [ ] Is maximum input from women's organizations and their members encouraged? Are women's organizations included in detecting and addressing women's special emergency–related concerns?
- [ ] Are professional and volunteer women provided with orientation and involved in all aspects of response and relief?

Evacuation

- [ ] What evacuation arrangements have been made to cater to the special needs of children, women, the aged and sick?
- [ ] Are evacuation routes cleared and easily accessible to vulnerable groups?

Security

- [ ] What are the specific threats or risks facing women and children in the current environment? Are women or children being targeted for certain violations?
- [ ] What policies and programs are in place to prevent and respond to violence, abuse and exploitation against women and children? Are effective reporting systems in place?

Information and Communications

- [ ] Are women trained in the use and identification of formal and informal communication systems to expedite dissemination of information in a disaster situation?

Tracing – Family Reunion

- [ ] Is there support for the reunification of separated households?

Post–Disaster: Relief and Recovery

In the immediate post disaster scenario, emergency relief should be sensitive to the needs and priorities of various groups of men, women and children. Awareness of the capacities of men and women in this period are important, as well as their coping strategies. During the medium to longer term recovery period further research into the social composition of the affected communities will need to be conducted, to focus on new vulnerabilities as well as any changes in gender roles and relationships. With the provision of assistance, programmes and projects will be identified for reconstruction and future mitigation. The checklists are intended to serve as reminders of gender issues in the area of emergency relief and recovery, including security concerns. Gender considerations for research are also referred to, including damage and loss assessment in the recovery period.

Relief

Ensuring basic needs are met

- ☐ Is there collaboration and coordination with emergency management and development agencies to address the concerns of women?
- ☐ Are professional and volunteer women oriented and involved in all aspects of relief?
- ☐ What are the prevailing attitudes, religious and cultural norms and practices that affect women's ability to contribute to and benefit from assistance?

Damage and Needs Assessment

- ☐ Are women involved in collecting and using information for immediate damage/needs assessment?
- ☐ Is data being collected, disaggregated and analyzed by sex, age and socioeconomic status?
- ☐ What is the age, sex, ethnic and religious breakdown of those who died?
- ☐ What is the age, sex, ethnic and religious breakdown of those who were injured or afflicted with illness?
- ☐ What are the immediate challenges of men and women for returning to activities for sustainable livelihoods?
- ☐ What do both men and women need to be able to return to their livelihood or find an alternative?

Water and Sanitation

- [ ] Is potable water accessible to all members of the community?
- [ ] Is the system of water distribution fair and accessible to vulnerable groups?
- [ ] Are men and women involved in hygiene promotional activities?
- [ ] Have feminine hygiene needs been addressed?
- [ ] Are there separate and secure latrines and bathing spaces for women and girls in order to avoid harassment and sexual threats?
- [ ] Are women's and girls' needs being taken into consideration in the camp/shelter environment to ensure their privacy and dignity?

Food

- [ ] Is the food distribution system women–friendly? Have problems like long queues, lack of female staff or unsuitable distribution hours been addressed to ensure women's access to food? Separate ration cards issued to women can strengthen women's control over food.
- [ ] Are food insecure households or those with special needs been given special consideration such as supplemental feeding programs, specific diet plans and/or additional rations?

Health Care

- [ ] Are health services accessible to all men, women, children and youth, and the disabled? This entails that the community have knowledge about health services available at the basic health unit /hospital/medical camp.

Education

- [ ] What measures are in place to ensure that children get back into classrooms as quickly as possible to promote a quicker return to routine and normalcy? This also helps to protect young people from activities that may put them at risk and also it reduces child caring burden on the mother for part of the day.

- [ ] Are existing capacities (sewing, weaving, carving etc.) not affected by the disaster being utilized? This can lead to a sense of control and self–sufficiency. Local resources can also be identified to run skills training if needed.

Shelter

- [ ] Have shelters for vulnerable groups such as unaccompanied children or female headed households been given special consideration such as location and proximity to facilities and distribution points, security from the threat of violence, special assistance in shelter construction or setting up of location of tents?
- [ ] Has the design and layout of the shelters or campsites been planned in collaboration with community members with input from vulnerable groups? Does it promote a sense of community so that community–based protection can be reinforced?

Distribution of other supplies

- [ ] Is the relief supplies distribution system women–friendly? Have problems like long queues, lack of female staff or unsuitable distribution hours been addressed to ensure access of women?
- [ ] Are there separate queues and schedules for men and women at distribution points? This would reduce women's vulnerability to harassment at distribution points and often results in their inability to access this resource effectively.

Psychosocial care

- [ ] Are psychosocial support initiatives available to the community? These can include child and women friendly spaces, support groups and other coping strategies for dealing with grief, changed life circumstances, violence, parenting skills and understanding and helping children deal with loss and trauma.
- [ ] Do women have a say in the kind of support being offered and are they involved in the management and maintenance of safe spaces?
- [ ] Have specific risks for violence in the context of the affected communities been identified?

Recovery

Employment and Livelihoods

- [ ] Are women involved in the restoration of food and cash crop production?

- [ ] Can a cash–for–care program be instituted to value the importance of women's role in care–giving children, the infirmed and elderly?
- [ ] Do cash–for–work or other livelihood programmes target female–headed households or those women who need to supplement family income because of changed life circumstances e.g. disability/death of earning members of the household? Are these schemes fair e.g. equal wages?
- [ ] Do economic resources (i.e. seeds, tools, relief commodities) and vocational and skills training reach women as well as men? Do the livelihood kits build on local knowledge, capacities, resources of women and men?
- [ ] Do income generation projects develop non–traditional skills in women? (ie. construction) Are vulnerable groups protected from exploitation in the labour market, such as sexual harassment in the workplace or lower salaries for women?
- [ ] Are boys and girls protected from exploitation as child labourers?

Return to/of housing and property

- [ ] Are women involved in the design of improved housing construction?
- [ ] Is the co–ownership of houses by husband and wife in the reconstruction work considered? It may not be always possible, but it might be an effective way to promote gender equality.

Childcare

- [ ] Are childcare and social support services available for women who need to return to work or for those women who participate in livelihood or other training programmes?

Compensation

- [ ] Are all groups represented in recovery operations to ensure non–discriminatory allocation of benefits?
- [ ] Have compensation schemes been thoroughly reviewed, to avoid any potential discriminatory effects? Best practice shows that benefits should be allocated on the basis of support for survivors, rather than compensation for the deceased, and to help compensate for impoverishment due the disaster.

Shelter

- [ ] Are programmes in place to build capacity for camp/shelter management? Are women and men equally represented in management teams?
- [ ] Do women and men participate equally in decision-making at the camp or local level in the recovery period?
- [ ] Are children's needs being taken into consideration in the camp/shelter environment?

Documentation

- [ ] Have vulnerable groups been identified? Are vulnerable groups being registered in a minimally-bureaucratic manner with the free issuing of documents?

Loans and Credit

- [ ] Are women and women's organizations included in loans and credit schemes?
- [ ] Do credit programmes target women headed households or those women who need to supplement family income because of changed life circumstances such as disability or death of earning members of the household?

Access to Utilities and Transport

- [ ] Are women involved in decision-making, prioritization and implementation for the re-establishment of community services?

Psychosocial Care

- [ ] Are programs implemented to care for post disaster psychological needs of affected communities?
- [ ] Do psychosocial services also address men and provide them with acceptable outlets for increased frustration and tension, changes in gender roles, and perceptions of masculinity in the aftermath of a disaster? Special groups of men who find themselves as primary care givers after the death of a spouse can also be identified. Sports, education sessions, involvement in relief services and vocational skills training can be helpful in this regard.

General And Cross–Cutting Issues

These checklists underscore the importance of a participatory approach to redress gender inequality, as well as the need for gender sensitive indicators and sex–disaggregated data to measure and understand the differential impacts of events, programmes and projects on men and women, boys and girls.

WOMEN'S PARTICIPATION IN CBDRM PROGRAMMES

To gain a complete and picture of a community, all members of the community must be represented, including and especially women.

Community Engagement

Identify existing mechanisms to engage communities: In some countries certain protocols are to be followed when engaging communities.

Identify community mechanisms to engage women's participation. Involving local women's organizations will also assist in mobilizing women.

Conduct initial consultation with most influential male and female community leaders on proposed programme. This may include the village mayor, church pastor, the head of village, a women's committee, or pastor's wife, and is important to:

- Explain and gain support for the programme
- Gain approval to proceed
- Reach a consensus on when the programme will be conducted and who will participate

The *quality of participation* by women ought to be discussed and agreed upon at the initial consultation, taking into consideration the following:

Programme is conducted when women are available, consider season, time of day, ie. harvesting season not suitable.

- Catering of workshop meals should not involve female participants.
- Women take a lead role in working groups. Allocate group roles where women are also included as group leaders, scribes or presenters.
- Workshop facilitators should encourage women to share experiences and ideas during plenary and group work sessions.
- Facilitating team includes those with a gender-sensitized training background.

Participation and Consultation

Participatory Approaches

- [ ] Have all stakeholders been involved in the process of identifying options for managing and reducing vulnerability?
- [ ] What support mechanisms have been put in place for the involvement of both men and women?
- [ ] Have men, women and children been involved in the development of hazard and risk maps?
- [ ] How will all members of the community be made aware of systems, plans and activities that are put in place for risk reduction and disaster preparedness?
- [ ] What mechanisms have been put in place to capture the attention of men, women and children in their places of activity within the community?
- [ ] To what extent have the preferences of men and women, based on their gender socialization and cultural contexts, been taken into account to encourage their participation in decision–making around disaster risk reduction activities?
- [ ] What mechanisms exist to ensure that girls and boys participate in disaster reduction activities?
- [ ] What measures have been put in place to ensure equity of benefits as a result of the implementation of disaster reduction programmes and projects?
- [ ] What opportunities have been identified to change structural inequities faced by women, through programme and project activities?

Information Gathering

- [ ] What barriers prevent women and girls from meaningful participation and involvement in decision–making?
- [ ] Is a participatory approach being used?

Reconstruction Policies

- [ ] Are women and women's organizations involved in decision–making?

Location and Accessibility

- [ ] What would help increase women's access to resources?

Security and Complaint Mechanisms

- [ ] Is there a system whereby physical or sexual violence can be reported? Does that mechanism protect the privacy of the complainant? Is it known to most women and children?
- [ ] Is there a system to hold offenders accountable? In cases of serious violence such as physical assault or rape, it would be important that camp management, protection and health services are in communication.
- [ ] Is there an establishment of transparent mechanisms to investigate complaints?
- [ ] Is there an awareness and effort to prevent abduction and trafficking? This entails that the community especially women and children have a clear awareness and understanding of how to report abuse. It is important that their anonymity and safety be ensured.
- [ ] Are there programs and policies responding to and preventing interpersonal and community violence?

Formulating Gender–sensitive indicators for risk and vulnerability assessments

The appropriate formulation of gender–sensitive indicators is linked to substantive knowledge of social issues relevant to disaster risk management and climate change. Community members are most familiar with the social issues that affect them. This is one of the reasons why a participatory approach to obtaining data is vital. When undertaking risk or vulnerability assessments, some areas of data are essential for targeted project/programme design and implementation. Here are template questions for risk assessment and vulnerability analysis with specific examples to illustrate the need for gender analysis.

Information for Risk Assessment

QUESTION	EXAMPLES
What is the nature of the risk to men, women and children? ☑ Loss of life ☑ Injury ☑ Separation from family ☑ Loss of livelihoods ☑ Illness ☑ Violence ☑ Loss of homes ☑ Psycho-social trauma ☑ Contraction of disease ☑ Separation from and loss of family ☑ Loss of housing	(i) Men, women and children face loss of life, injury and separation from their families for reasons having to do with their gender roles and responsibilities. (ii) Men's jobs may put them in dangerous environments when a natural hazard strikes, ie. fishermen out at sea with no early-warning systems. (iii) Women face increased morbidity due to increases in the burden of care based on their gender roles. (iv) Women also face death and injury if their mobility is reduced in a disaster situation due to their role as care givers. (v) Fishermen, farmers, shopkeepers and artisans who are self-employed face loss of equipment and tools associated with their livelihoods. (vi) Women and men face job losses due to destruction of their places of employment, especially in the tourist industry. (vii) Poor female heads of households, disabled men and women, and children in poverty stricken households face greater risks due to the inadequacy of resources and poor housing conditions. (viii) Young girls in some societies may also have fewer survival skills to face a disaster because of cultural norms which keep them inside of the home. (ix) Women and children may also be at risk of violence, including sexual violence during a disaster.

Information for Vulnerability Analysis

QUESTION	EXAMPLES
What is the nature of men, women and children's vulnerabilities? ☑ Poverty ☑ Crime ☑ Violence - interpersonal or community ☑ Malnutrition ☑ Low levels of education ☑ Exclusion based on gender/ Marginalization ☑ Disability ☑ High teenage fertility rates ☑ Unemployment ☑ Poor housing conditions	(i) A high proportion of men and women in the community are unemployed. (ii) High levels of crime in the community and a high proportion of young men who are in prison; (iii) Low levels of education among young men leading to high crime rates and low levels of community solidarity and cohesion; (iv) A high proportion of young men with disabilities due to conflict; (v) High proportion of poor female-headed households with poor housing conditions; (vi) High levels of fertility levels in general and teenage fertility in particular, leading to high household dependency ratios; (vii) Elderly men and women with reduced mobility; (viii) Gender norms in a community or society which exclude women from decision-making and leadership roles; (ix) Gendered division of labour that exclude women from higher paying jobs (x) Many outer island communities have low numbers of men due to outmigration flows to seek paid employment.

To build a profile of a community and understand the social characteristics of its members, examples of some core indicators necessary for undertaking this task are provided here.

Information for Community Baseline Information

AREAS FOR ANALYSIS	SUGGESTED RESEARCH QUESTIONS
☑ Demographic profile of the community	What is the sex, age, ethnic, and religious distribution of the community? What is the fertility rate? What is the adolescent fertility rate? What are some of the cultural norms and practices of ethnic groups within the community with regard to gender roles and relations? What is the ratio of men and women living in this community?
☑ Household characteristics of the community	What is the composition of households? How many households are headed by males/females? What is the size of households?

AREAS FOR ANALYSIS	SUGGESTED RESEARCH QUESTIONS
☑ Labour force information	What percentage of men and women are employed? Unemployed? What sectors do men work in? Women? What is the occupational stratification of men and women? What percentage of women is in the Agriculture sector? Business owners? What percentage of women are landowners? What is the employment status of household by sex?
☑ Socio-economic status and economic issues	What proportion of households are below the poverty line? What is the poverty status of heads of households by sex?
☑ Level of education	What percentage of the male and female population are educated? To what level?
☑ Health characteristics	What is the mortality rate and causes by sex? Which illnesses predominate among men and women in this community? What are the infant and child mortality rates? What is the maternal mortality rate? What is the incidence and prevalence of HIV and AIDS by sex? What facilities and resources exist for people living with HIV and AIDS? What facilities and resources exist for reproductive health care? What access and facilities exist for victims of domestic and sexual abuse? What access and facilities exist for persons with physical and mental disabilities?
☑ Violence	Who is vulnerable to violence, why and where? What functioning, trusted and accessible support systems and protective factors are available? What are the specific risks for violence within the context of the community?
☑ Crime information	What are the crime rates in the community by types of crimes? Who are the main perpetrators of crime? Who are the main victims?
☑ Media, Information and Communication technology	What are the main means of communication within the community? Mobile phones, telephones, television, newspapers, radio? What access do women have to information? What access do men have to information? What access do children and adolescents have to information?
☑ Housing characteristics	What are the main housing construction type and materials used? What building codes exist? Are they enforced? How is water accessed in the community? What forms of sanitation and garbage disposal exist in the community?

AREAS FOR ANALYSIS	SUGGESTED RESEARCH QUESTIONS
☑ Land characteristics	What is the land tenure system in the community? How are land resources used? How many households reside on customary, freehold, leased, government, church or employers land?
☑ Community Assets & Resources	What infrastructure or assets are there in the community? Which of these are community assets and resources? How are they managed? Who has access to these resources?
☑ Disaster history	What were the recent disasters? How frequent are disasters striking? How did they impact on the different social groups or on the community as a whole? What are the significant changes to the community following each of these recent disasters? Coastal erosion or flood-prone areas may affect future land-use planning arrangements. Are there existing hazard maps?

Annex - The Mauritius Declaration

The *Mauritius Declaration* reaffirms the continued relevance of the BPOA, as well as the validity of a number of other international agreements which all contain frameworks for reducing the vulnerability of SIDS and building resilience through sustainable development. These include:

- The Rio Declaration on Environment and Development
- Agenda 21
- The Johannesburg Plan of Implementation; and
- The Millennium Development Goals

Within the Mauritius Declaration are statements with special, direct and immediate importance to the goal of gender equality. These include the following:

- Recognition of the need for good governance (statement 11)
- Recognition that particular attention should be given to building resilience in SIDS, including through technology development, capacity building and human resource development (statement 12)
- Recognition that women and youth, as well as the civil society are playing a key role in promoting sustainable development activities in small island development states, and encourage them in their efforts (statement 15)
- Reaffirmation of SIDS commitment to creating a world fit for children (statement 16)
- Recognition of the increasing incidence of health issues, particularly HIV and AIDS which impact disproportionally on women and youth (statement 17).

The *Mauritius Strategy* represents an update, and reinforcement of key concerns and strategies originating from the BPoA, as well as an identification of new and emerging concerns. Each of these 20 sections represent an opportunity to integrate gender analysis into the implementation of the strategies identified:

1. Climate change and sea-level rise
2. Natural and environmental disasters
3. Management of wastes
4. Coastal and marine resources
5. Freshwater resources
6. Land resources
7. Energy resources
8. Tourism resources
9. Biodiversity resources
10. Transport and communication
11. Science and technology
12. Graduation from least developed country status
13. Trade: globalization and trade liberalization
14. Sustainable capacity development and education for sustainable development
15. Sustainable production and consumption
16. National and regional enabling environments
17. Health
18. Knowledge management and information for decision-making
19. Culture
20. Implementation

Additional Print And Web Resources

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6. Women's Environmental and Development Organization, - WEDO(2008). *Changing the Climate: Why women's perspectives matter*
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UNDP partners with people at all levels of society to help build nations that can withstand crisis, and drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in 177 countries and territories, we offer global perspective and local insight to help empower lives and build resilient nations.

The Caribbean Risk Management Initiative (CRMI) project is a knowledge network designed to promote best practices and build capacity in the region in the fields of risk management and climate change adaptation. CRMI aims to provide a platform for sharing the experiences and lessons learned between different sectors, languages and cultural groups across the Caribbean in order to facilitate improved disaster risk reduction. CRMI acknowledges the support of various donors such as: the Italian Ministry of the Environment, Land and Sea; Norway s Ministry of Foreign Affairs; Spain UNDP Trust Fund; the UNDP s Gender Thematic Trust Fund (GTTF); and UNDP core funding from the Regional Bureau for Latin America and the Caribbean (RBLAC) and the Bureau for Crisis Prevention and Recovery (BCPR).

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