



International Strategy for  
Disaster Reduction

# Guidance Note on Recovery

# GENDER



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**IRP** was conceived at the World Conference on Disaster Reduction (WCDR) in Kobe, Hyogo, Japan in January 2005. As a thematic platform of the International Strategy for Disaster Reduction (ISDR) system, IRP is a key pillar for the implementation of the Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters, a global plan for disaster risk reduction for the decade adopted by 168 governments at the WCDR. The key role of IRP is to identify gaps and constraints experienced in post disaster recovery and to serve as a catalyst for the development of tools, resources, and capacity for resilient recovery. IRP aims to be an international source of knowledge on good recovery practice. IRP promotes “Build Back Better” approaches that not only restore what existed previously but also set communities on a better and safer development path and support development of enhanced recovery capacity at regional, national, and sub-national levels with particular focus on high-risk low-capacity countries.

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## **Introduction**

### **Purpose**

There is currently an abundance of documents, plans and policies that address common issues faced in the mitigation, preparedness and relief phases of natural disaster management. Yet for disaster recovery planners and policy makers, there is a limited body of knowledge upon which to build. If individuals, communities and nations are to mitigate the damage and losses and rebuild in a more sustainable and resilient manner, then the availability of knowledge products reflecting the practices and lessons learned is critical. Unquestionably, a wealth of experience and expertise exists within governments and civil society and a growing base of gender and disaster literature exists. However, the majority of these experiences and lessons learned are never documented, compiled, nor shared. Filling this knowledge gap is a key objective of the International Recovery Platform. The Guidance Notes on Recovery: Gender, along with its companion booklets, is an initial step in documenting, collecting and sharing disaster recovery experiences and lessons. IRP hopes that this collection of the successes and failures of past experiences in disaster recovery will serve to inform the planning and implementation of future recovery initiatives.

### **Audience**

The Guidance Notes on Recovery: Gender is primarily intended for use by policymakers, planners, and implementers of local, regional and national government bodies interested or engaged in facilitating a more responsive, sustainable, and risk-reducing recovery process. Yet, IRP recognizes that governments are not the sole actors in disaster recovery and believes that the experiences collected in this document can benefit the many other partners working together to build back better.

### **Content**

The Guidance Notes on Recovery: Gender draws from documented experiences of past and present recovery efforts, collected through a desk review and consultations with relevant experts. These experiences and lessons learned are classified into four major issues:

1. Mainstreaming gender in disaster recovery institutions and organizations
2. Identifying gender specific recovery needs
3. Engaging women in recovery initiatives
4. Facilitating a gender-balanced economic recovery

The materials are presented in the form of case studies. The document provides analysis of many of the case studies, highlighting key lessons and noting points of caution and clarification. The case study format has been chosen in order to provide a richer

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description of recovery approaches, thus permitting the reader to draw other lessons or conclusions relative to a particular context.

It is recognized that, while certain activities or projects presented in this Guidance Note have met with success in a given context, there is no guarantee that the same activity will generate similar results across all contexts. Cultural norms, socio-economic contexts, gender relations and myriad other factors will influence the process and outcome of any planned activity. Therefore, the following case studies are not intended as prescriptive solutions to be applied, but rather as experiences to inspire, to generate contextually relevant ideas, and where appropriate, to adapt and apply.

# A Working Definition of Gender

The word **gender**, often confused with women or sex, refers to the “socially defined roles, behaviours, activities, and attributes that a given society considers appropriate for men and women” (WHO, 2009). Examples of gender-defined attributes might include, “women are natural care-givers” or “men are more aggressive than women”. Gender differs from sex. Where sex refers to the biological and physiological characteristics of males and females, gender refers to how masculinity and femininity are culturally determined.

Several additional gender-related terms and concepts have been employed throughout the document

**Gender relationships:** This refers to social relations based on gender and embedded in societal institutions such as the family, schools, workplaces and governments. These structural power relationships shape social systems, organizations and everyday life, and are supported by values, rules, resource allocation and routine activities (GDN, 2009).

**Gender relationships and power:** Within all gender relationships, a power dynamic exists. Different societies allocate decision-making authority to men and women differently. When core decisions impacting the family and community are predominately made by one gender group, the needs and responsibilities of that gender group are prioritized. This translates to fewer resources and less benefits for the subordinate sex. This power dynamic is deeply embedded within the value system and the structures and processes by which a society is governed. Children are raised to consider these inequities as normal, therefore men and women may fail to recognize that the inequities exist or that they can be changed.

**Gender relationships change over time:** As a society adapts to social, environmental, political, and economic changes, the gender power dynamics may also shift. Changes to the gender relationship can occur from within a society (as when women contest gender-based inequities) or result from external forces. Gender relations also differ between the young and old, and change over time as young people come into adulthood and parenthood. Women and men coming to adulthood in a time of war or peace, or a time of

environmental crisis or stability, often understand gender relationships differently.

### Box 1: Additional Gender related terms

**Gender awareness:** An understanding that there are socially determined differences between women and men based on learned behavior, which affect their ability to access and control resources. This awareness needs to be applied through gender analysis into projects, programs and policies (UNDP, 2007).

**Gender blind:** An approach/strategy/framework/programme may be defined as gender-blind when the gender dimension is not considered although there is clear scope for such consideration. This is often as a result of lack of training in, knowledge of and sensitization to gender issues, leading to an incomplete picture of the situation being addressed and, consequently, to failure (UNEP, 2010).

**Gender equality:** The concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men are identical but that their rights, responsibilities and opportunities will not depend on whether they are born male or female (UNEP, 2010).

**Gender-based analysis:** An analytical tool that uses sex and gender as an organizing principle or a way of conceptualizing information. It is an approach that examines relationships between women and men in order to understand their respective access to resources, their activities, and the constraints they face as women and men. It identifies the varied roles played by women and men, girls and boys in the household, community, workplace, political processes, and economy, whether routinely or in crisis contexts. These different roles usually result in women having less access than men to resources and decision-making processes, and less control over them. Analyzing gender as a factor in hazard and disaster assessments is an example. Gender analysis is also useful for examining disaster management organizations and how they plan and implement disaster recovery initiatives (GDN, 2009).

**Gender mainstreaming:** A strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated" (ECOSOC, 1997).



## Why consider gender?

The roles men and women play are equally essential to the survival and growth of families, communities and societies. Similarities and differences between these roles vary greatly as notions of gender differ from place to place, yet within each gender role there exists specific knowledge, abilities, and responsibilities that contribute to the functioning of society. These roles, and the values and beliefs which form them, determine how men and women prepare for, react to, and recover from a disaster. Both gender differences and gender inequalities influence women's and men's experiences in disasters, including:

- How women and men prepare for and are impacted by a disaster;
- How women and men respond to a disaster;
- How women and men are impacted by disaster assistance;
- How women's and men's recovery needs are recognized and addressed;
- How women and men are provided opportunities to contribute to recovery;
- How women and men contribute can strengthen their resiliency to future shocks and stresses;

As both men and women play a role in sustaining the family and community, assistance that only addresses the needs of men leaves half the population at a distinct disadvantage. This in turn hinders the family and community's ability to recover. Likewise, by not engaging the skills and knowledge of women and men equally, recovery efforts fail to maximize their full potential.

Considering gender in recovery facilitates:

- A more effective response to the needs of individuals, families and communities, by recognizing that men and women may have different recovery needs and assets;
- A more timely and targeted provision of assistance to those in greatest need;

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- A more comprehensive, and thus stronger, recovery, by maximizing the contributions that both men and women can make; and
- An opportunity to promote gender relationships after disasters that improve the resilience of individuals, families, communities, and societies.

Unfortunately, current experience and research point to the fact that the majority of recovery efforts to date still reflect traditional gender stereotypes that largely prioritize the needs and contributions of men. Male biased perspectives dominate policies and intervention processes, often excluding women from equitable compensation and assistance and subsequently placing them at even greater risk of future harm of hazards and disasters. Damage, needs, and vulnerability assessments too often fail to capture the different impacts of disasters and disaster response on men and women. Additionally, the immense contributions women make to recovery too often go unrecognized, while the marginalization of their skills and knowledge limits their opportunities to play a greater role in building back better.

Men as well may be negatively impacted by gender norms and stereotypes. Where society assigns the role of “breadwinner” to men, their inability to provide for the family in the aftermath of a disaster can cause extreme frustration. Furthermore, stereotypes that label men as emotionally strong may inhibit them from seeking support or accepting assistance. Following the 1995 earthquake in Kobe, Japan, officials noted an increase in male “solitary deaths”, in which older men were found dead and alone in their apartments (Kadoya, 2005). . Experts believe that cultural norms prevented men from seeking help and support after housing reconstruction initiatives destroyed their pre-existing social networks. This was also reported of older, poor, African American men in the 1995 Chicago heat wave (Klineberg, 2002).

**NOTE:** Simply being a woman does not make one necessarily more vulnerable than a man. Gender intersects in women’s lives with poverty, caste and class, family status, age, disability, and a host of other factors relevant to disaster risk.

Gender matters to men, boys and girls too. Though research shows that most disaster deaths are female, the combination of social, economic, political, ecological, and other factors which define an individual’s vulnerability may place certain men or boys at greater risk to damage, death and loss.

One of the most heinous gendered impacts of natural disasters is the increase in cases of gender-based violence (See Box 2).With little socially acceptable recourse, some men turn to damaging outlets to escape or vent their frustrations. Following natural disasters, increased rates of gender based violence, alcoholism, and divorce have all been noted

*"The number of country liquor shops ('desi daru') has tripled after the earthquake, says Kanthabai Patil of Ambulga village (Latur district). Rising alcoholism translates into increased domestic violence against women. While the women*

*are candid about this, the men, including village sarpanchs, claim that there is 'no drunkenness' in these villages (Narasimhan, 2003).*

### Box 2: The rise of gender-based violence following natural disasters

#### ***What is the problem?***

Gender based violence is a crucial issue faced by women in virtually all societies. In the aftermath of natural disasters, the rate of violent acts against the female population grows, threatening both their short and long term security. A social audit of the Hurricane Mitch recovery in Nicaragua noted that:

*27% of female survivors (and 21% of male survivors) in Nicaragua told surveyers that woman battering had "increased in the wake of the hurricane in the families of the community." Among community leaders (68% of whom were men), 30% interviewed reported increased battery as did 42% of the mayors (46 men and 2 women) who were interviewed (1999, as cited in Enarson, 2006).*

In 2005, UNDP sponsored a meeting of more than one hundred women from regions affected by the 2004 Indian Ocean tsunami. Women from every country reported that "incidences of rape, sexual harassment and domestic violence were on the increase" (Pittway et al., 2007). Additionally, reports surfaced from Aceh of increased trafficking of women and children following the tsunami.

#### ***What are the impacts?***

The direct and indirect results of gender-based violence have widespread consequences. Women suffer from physical injury, sexually transmitted diseases, and unwanted pregnancies. This greatly limits their physical capacity to effectively manage their increased household, community, and economic activities. A lack of support services and social stigma can leave women to deal silently with long-term psycho-social impacts or face social exclusion and family disruption. Furthermore, the fear of gender-based violence limits women's mobility, decreasing their access to critical resources, recovery assistance, and employment opportunities

#### ***How can it be addressed?***

- Strengthen or rebuild the social support structures and justice systems that typically provide certain levels of security to women.
- Develop policies and enforcement mechanisms to ensure that perpetrators of GBV are legally held to account and penalized.
- Raise awareness of the problem
- Incorporate women's and children's safety concerns into the design and construction of housing, as well as schools, clinics, and other physical infrastructure.
- Make psychosocial support available to men and women.

- Address dangerous coping mechanisms of men, such as increased alcohol consumption, that often lead to gender-based violence.

For further information, please see:

*Guidelines for Gender-based Violence Interventions in Humanitarian Settings.*  
IASC

[http://www.humanitarianreform.org/humanitarianreform/Portals/1/cluster%20approach%20page/clusters%20pages/Gender/tfgender\\_GBVGuidelines2005.pdf](http://www.humanitarianreform.org/humanitarianreform/Portals/1/cluster%20approach%20page/clusters%20pages/Gender/tfgender_GBVGuidelines2005.pdf)

*Gender Based Violence in Sri Lanka in the after-math of the 2004 Tsunami Crisis: The Role of International Organizations and International NGOs in Prevention and Response to Gender Based Violence.* Fisher, Sarah

[http://www.pakdevolution.com/GRB\\_Pub/q10.doc](http://www.pakdevolution.com/GRB_Pub/q10.doc)

*Women's Safety Audits: What Works and Where?* UN-HABITAT

[http://www.unhabitat.org/downloads/docs/7381\\_86263\\_WICI.pdf](http://www.unhabitat.org/downloads/docs/7381_86263_WICI.pdf)

*The Global Assessment on Women's Safety.* UN-HABITAT

<http://www.unhabitat.org/pmss/getElectronicVersion.aspx?nr=2848&alt=1>

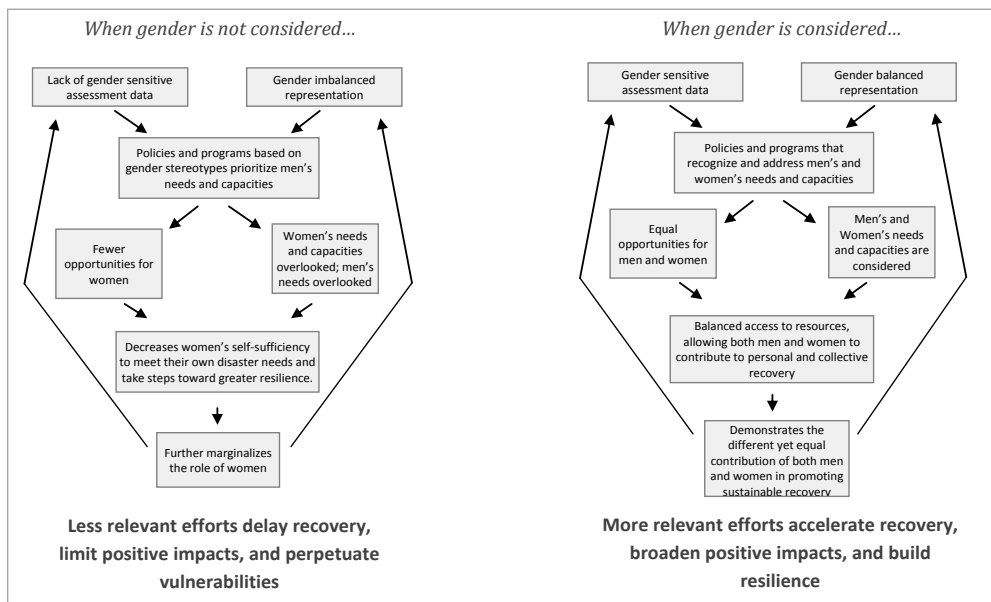
# Gender Issues in Recovery

## Introduction to key issues

Gender issues pervade every aspect of disaster recovery, cutting across all the traditional sectors of common recovery initiatives. How temporary or permanent housing is designed and built, what health services are provided and how, and the type of livelihood assistance provided and to whom, are all issues which affect men and women differently and to which each can contribute. Gender perceptions also directly influence the vulnerability of populations to future disasters. Unless addressed both in recovery efforts and longer term development goals, recovery programs may simply perpetuate the same gender inequalities and corresponding disaster vulnerabilities.

To address gender difference and inequality in recovery and into future development requires looking more deeply at how recovery is undertaken at all levels and to make changes so that initiatives recognize and address the needs of women and men, boys and girls, while drawing on their different skills and knowledge to build back better. This requires a holistic approach that engages all recovery actors and embeds gender in all disaster recovery planning activities, from reviewing national policies to post-disaster evaluations. Box 3 presents a simplified framework which illustrates the need for a multi-faceted approach to addressing gender in disaster recovery (Note that this is not a comprehensive framework of gender in recovery).

**Box 3: Gender influence on the recovery process**



The following sections of this document illustrate how governments and other recovery actors have attempted to apply a gender perspective to the disaster recovery process. The content is categorized into several key issues and corresponding sub-issues, and the case studies and corresponding analysis are presented in boxes. This is not an exhaustive overview of the myriad linkages between disaster recovery and gender issues. Rather it is the first iteration of a larger attempt to collect and disseminate documented experiences in disaster recovery.

Drawing from reports, evaluations, research studies, and consultations, the following four key issues have been chosen for inclusion:

- Mainstreaming gender in disaster recovery institutions and organizations
- Identifying gender specific recovery needs
- Engaging women in recovery initiatives
- Facilitating a gender-balanced economic recovery

## **Issue 1: Mainstreaming gender in disaster recovery institutions and organizations**

Gender biases are embedded in the hierarchies, work practices and beliefs of government agencies and other recovery actors. Gender perspectives influence:

1. How disaster policy is developed;
2. What research and advocacy is undertaken;
3. How norms and standards are implemented and monitored;
4. The representation of women and men in recovery projects and programs;
5. How these initiatives are planned, implemented and monitored.

However, where gender programming in practice exists, it commonly consists of 1) undertaking projects which solely address the needs of women; or 2) adding a “women’s” component to existing programs. This perception of gender as a separate, but isolated issue (a “women’s issue”) still dominates and guides how the majority of actors (governments, donors, I/NGOs, and civil society) incorporate gender into their programming—or not. Some of this may be due to earlier advocacy and efforts to address gender disparities, which focused solely on incorporating women equally into existing political, social, cultural, and economic structures and processes. These earlier efforts, although important steps towards gender equality, resulted in the development of institutional structures such as Women’s Ministries or Women’s Units. Such structures too often remain underfunded and isolated from the mainstream sectors involved in disaster management and development which generally fail to recognize their expertise or resources.

Creating a more gender responsive recovery requires carefully analyzing every sector and dimension of the recovery process and asking such questions as “How will/how has this affected men and women differently? What are the effects on the most marginalized women and girls? What is changing the quality of life for women/men during recovery and why?” Such analysis should take place within initiatives across all sectors, from housing to health and livelihoods to public infrastructure and community rebuilding. This analysis lies at the core of what is commonly referred to as gender mainstreaming.

While progress towards gender equality in disaster recovery has been made in smaller scale commitments by governments and other recovery actors (See Case 1), the need remains for governments and other disaster actors to take a more system-wide approach to ensure gender equality in disaster recovery initiatives. This is particularly important with respect to long-term recovery concerns arising for women and men, boys and girls.

### Case 1: Mainstreaming gender in local communities of Pakistan

Pattan, an NGO with a long history in development and disaster assistance, began work with flood-affected communities in 40 Pakistani villages in 1992. Pattan staff identified weaknesses in flood mitigation and preparedness programs, including an inadequate warning system, absence of community organizations, lack of community participation in flood response, and failure to recognize how disasters affect women and men differently. Pattan set out to improve community flood response by integrating disaster reduction strategies into development policies and projects and incorporating a carefully thought-out gender perspective into its disaster response program.

Pattan began by organizing forums to encourage community participation in projects addressing disaster preparedness, response, and recovery. However, the practice of sex segregation prevented women from joining the forums in most villages. Women asked that Pattan organize parallel women's forums. These forums soon became the primary vehicle for women's representation and participation in disaster assistance projects. Under more routine circumstances, the initiative to organize women may have encountered resistance. However, because of the vital assistance that Pattan provided in the aftermath of the 1992 floods, the community was receptive to the NGO's proposals.

Male staff could not interact with women in the community, so Pattan recruited and trained female staff to ensure women's needs were assessed and addressed. It also offered gender training for its staff and analyzed the gender impact of all of its programs. Women were responsible for distributing food, and households were registered in women's names during distributions to ensure female-headed households and women in polygamous households received assistance.

Pattan also involved women in housing reconstruction. Traditionally, the house of a married couple was owned by the husband. However, Pattan persuaded communities to register houses constructed with project funds in the names of both wives and husbands. Before construction began, couples signed a contract stipulating that, in the event of divorce or separation, whoever remained in the house had to pay half its value to the former spouse. Interviews with the women revealed that home ownership had dramatically increased women's status in their families and communities and increased their participation in decision-making processes.

Source: *Unsung Heroines: Women and Natural Disasters*. Retrieved from [http://pdf.dec.org/pdf\\_docs/PNAACL189.pdf](http://pdf.dec.org/pdf_docs/PNAACL189.pdf)

**Lesson 1:** Targeted interventions that aim to empower women are coupled with the integration of a gender perspective in all of the organization's initiatives. Gender-fair recovery was promoted not only by the outcome—women's joint ownership of houses, giving them more control over a valuable asset and more say in family and community decisions—but by the process. This NGO integrated gender equality into their working culture by recruiting more



women relief workers, conducting staff gender trainings, conducting gender aware impact analyses of their projects, engaging with women as well as men at the grassroots level, and institutionalizing ways for women's voices to be heard.

**Lesson 2:** Traditional norms that segregate women and men can be respected while mobilizing and empowering women.

**Lesson 3:** A sustained approach was adopted but not a confrontational one. Rather than directly confronting strong gender norms that disempower women - which might well have alienated them from the community - Pattan chose a more indirect and ultimately more effective approach. This was possible due to the high level of trust established through prior work with the community after disasters, demonstrating another outcome of long-term, participatory and community-based work to reduce the risk of disasters.

### ***Sub-Issue 1: Increasing the representation of women in post-disaster decision-making***

The number of women in public decision-making positions has increased considerably over the last two decades. According to UNIFEM, "the proportion of women parliamentarians at the national level has increased by 8 percent in the decade from 1998 to 2008, to the current global average of 18.4 percent" (2010). While such data hints at comparable increases in women's decision-making roles in disaster recovery policy and initiatives, there is very little data indicating that this is or is not the case.

Despite these advances, the fact remains that - from the household and local government, to NGOs, disaster management agencies, national governments and donor agencies - gender equity in decision-making is still the exception rather than the norm. Only when women are actively engaged in the decision-making process and their skills and knowledge respected, can a more balanced representation of needs and potential solutions be realized.

Some governments have made concerted efforts to improve the gender balance of political representation within local governing bodies. The Government of India, for example, has amended its constitution, granting a third of local government seats to women. Increased female political representation at the local level has proven to heighten the attention of issues affecting women and increase their participation in disaster recovery. This is evidenced by the sensitivity to gender in the action plan developed by India in response to the Hyogo Framework for Action (National Disaster Management Division, 2000).

With advocacy support from the United Nations Development Fund for Women (UNIFEM) and other organizations, Acehese women worked with the local and national governments as well as Agency for Rehabilitation and Reconstruction of Aceh and Nias (BRR) to improve their representation and participation in the tsunami recovery efforts (See Case 2).

### Case 2: Strengthening women's representation in government-led recovery of Aceh, Indonesia

“How larger space could be created for women to participate and advance gender equality holistically in the post-tsunami reconstruction” and “how various actors could intervene in ways that would avert neglect, oversight and exclusionary practices that faced Acehese women” were two questions that UNIFEM hoped to answer by supporting the Second All Acehese Women's Congress (Duek Pakat Inong Aceh II) in June 2005. For two days, over 400 women spoke out about problems they had experienced or observed. Chief among these were lack of consultation leading to lack of input when key decisions were taken about relocation and land ownership, lack of gender-targeted relief reaching women equitably, and inadequate protections for displaced girls and women in temporary accommodations.

The agenda was pushed forward in a positive manner that helped ensure buy-in from community and government leaders. Joining provincial women's organisations, NGOs, local universities, and other UN agencies in the Gender Working Group, UNIFEM provided leadership and technical support, including the establishment of agency gender focal points across the region and the appointment of a Gender Advisor to aid BRR, the national recovery agency, in gender mainstreaming.

Realizing gender equality as a cornerstone of effective development, the Indonesian government recognized gender as a key crosscutting issue in the Aceh Recovery Framework (ARF), the province's roadmap to sustainable development, and gender equality was affirmed as a guiding principle of reconstruction and development.

Widely regarded as a strong champion of women's rights, the head of BRR embraced these mainstreaming efforts through public statements and concrete action. One result was the creation of the Gender and Women's Empowerment Unit of the BRR and organisational leadership in implementing the new Gender Policy. Further support was gained in 2000 when a Presidential instruction on gender mainstreaming was issued along with implementation guidelines that provided the legal framework for mainstreaming as an obligation, not a choice

In a strong symbol of support from the Aceh Government, the Women's Empowerment and Child Protection Agency was transformed from a bureau to an independent agency reporting directly to the Governor. Following the tsunami, the agency had advocated for specific and concrete steps on behalf of women and their families, including one-stop crisis centers for survivors of violence, land rights and joint titling, rebuilding of traditional women's houses, and development and strengthening of the capacity of local women leaders. The agency now has a solid strategic plan, trains government officers on gender equality and women's empowerment, and is leading the revitalization of gender-focal points in provincial and district departments.

The Second Women's Congress also helped jumpstart the process of gender-responsive legal reform, beginning the process of advocacy into the legislative process. Local laws

were passed mandating that local parties field women as 30% of their candidates and establishing a 30% quota of women in election oversight committees.

The gender quota is further evidence of increased awareness of gender inequalities in the wake of the tsunami and a new climate of openness for women's empowerment. The first woman to be elected as Vice-Mayor of the City of Banda Aceh in the wake of the tsunami, Illiza Sa'aduddin attributes her election to the tsunami and resulting mobilization of women. Her office reflects this relationship, as exemplified by the new gender advisor, the Gender Working Group formed by the City, a Women's Development Center, a parallel women's city planning process, gender focal points and a five-year planning process for women's empowerment in Aceh. In these and other ways, the new Vice-Mayor strives to make Aceh a "women-friendly city."

Source: Women Building Their Future: Gender Breakthroughs in Post-Tsunami Aceh. Retrieved from [http://unifem-eseasia.org/docs/aceh/gender\\_breakthrough\\_final\\_3Dec.pdf](http://unifem-eseasia.org/docs/aceh/gender_breakthrough_final_3Dec.pdf)

**Lesson 1:** The Women's Congress illustrates the social and political capital which can quickly form when women and women's organization are drawn together and provided a platform to work for positive change.

**Lesson 2:** Even with regulatory mechanisms in place to enable a more gender balanced decision-making process, transformation cannot occur unless supported by a broad array of actors with considerable influence. Advocacy and other awareness-raising measures can help to garner this necessary support.

**Lesson 3:** In addition to the broad constituency advocating for increased women's representation and a more gender responsive recovery program, a strong political will on the part of the government is critical to initiate the process of social change. The leadership shown by the BRR and the Indonesian national and local governments are an excellent example of how governments and recovery agencies can create the space for both women and men to contribute to the recovery and advocate for their priorities.

**Lesson 4:** Attempts to promote gender equality must not be limited to the recovery period alone. Rather the recovery period can be viewed, as in this case, as a window of opportunity for longer term changes

For further information on women's representation in decision-making, please see:

*Participation of Women in CBDP Program: A Critical Understanding*

[http://www.qdnonline.org/resources/Pincha\\_Participation\\_Women\\_CommunityBased\\_DRR.pdf](http://www.qdnonline.org/resources/Pincha_Participation_Women_CommunityBased_DRR.pdf)

*Female workers in Post Disaster Recovery, Case Study: Access, Empowerment and Opportunity in Bantul, Indonesia*

<http://peni.staff.gunadarma.ac.id/Publications/files/1058/Delhi+Business+Review.pdf>

***Sub-issue 2: Putting gender-sensitive disaster recovery policies and programs in place***

Gender norms shape policies and initiatives that provide assistance, recognize entitlements, define objectives, and determine accountability and authority structures. How well they foster the recovery of men and women, young and old, depends on how well their differing realities are understood and valued. When policies and programs are not informed by gender-differentiated data, they often exclude women or sub-group of women. In some cases, they even create new and greater obstacles for women. Box 4 cites several examples of land and housing policies that have negatively impacted women.

**Box 4: Gendered impacts of post disaster land and housing policies**

In Tonga, after a disaster in 2002, any woman whose house was not damaged by the cyclone had to give up her home to a male relative who had lost his house.

Source: IDA at Work Managing Natural Hazards, Reducing Risks to Development, retrieved from: [http://siteresources.worldbank.org/IDA/Resources/IDA-Risk\\_Management.pdf](http://siteresources.worldbank.org/IDA/Resources/IDA-Risk_Management.pdf)

A rapid assessment made by Sri Lankan women's groups after the tsunami showed that 60% of land in Batticaloa was owned by women. This is due to the customary laws practiced in the Eastern Province where land ownership went from mother to daughter. However, the State policy on land allocation only recognises the male head of household as the legitimate owner of land.

Source: Sri Lankan Women's Small but Significant Gains in the Post Tsunami Reconstruction Process. Retrieved from: [http://www.apwld.org/tsunami\\_reconstruction.htm](http://www.apwld.org/tsunami_reconstruction.htm)

Following the 2004 Tsunami, the state government of Tamil Nadu, India admirably implemented a joint ownership policy. Yet without a more careful look into who exactly supported the family, the policy inadvertently excluded single, divorced, and widowed women who were not recognized as "primary household income-earners"

Source: Indian Ocean Tsunami Through a Gender Lens, Retrieved from [http://www.gdnonline.org/resources/Pincha\\_IndianOceanTsunamiThroughtheGender%20Lens.pdf](http://www.gdnonline.org/resources/Pincha_IndianOceanTsunamiThroughtheGender%20Lens.pdf)

***Sub-issue 3: Conducting gender training to raise awareness of policy-maker and planners across sectors***

One of the greatest challenges to developing a more gender responsive approach to disaster recovery is raising awareness of what gender means and how socially defined roles favor one sex while marginalizing the other. Working to make disaster recovery efforts more equitable for men and women requires a critical reflection on social values, perceptions, and behaviors. Gender awareness training is an excellent way to facilitate reflection, expose inaccurate stereotypes and understand the different impacts that disasters and disaster responses have on men and women. Conducted by experienced

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trainers and gender specialists, gender trainings can also equip planners, policy-makers, implementers and beneficiaries, with the knowledge and tools to analyze and develop more gender-responsive policies and programs.

Effective gender awareness training should create an environment in which participants can freely reflect on their own gender assumptions. This self-reflection is critical. Without it, applying a gender approach in practice will prove difficult. Following are a number of important gender awareness training tips, identified by trainers and trainees

### Box 5: Characteristics of effective gender-awareness trainings

- |                       |  |
|-----------------------|--|
| <b>Training Tip 1</b> | Learning to see beyond socially-constructed stereotypes necessitates that an individual question his/her own assumptions. This type of learning requires a participant-centered approach that encourages reflection and discussion of the participants' experiences and perceptions. |
| <b>Training Tip 2</b> | Reflecting on gender within a group can invoke feelings of fear, guilt and anger if not carefully facilitated. The facilitator and participants should collaboratively agree on the objectives and norms encourage open and non-judgmental exchange of ideas.                        |
| <b>Training Tip 3</b> | Facilitated by experienced gender awareness trainers, BOTH MALE AND FEMALE. The nature of the training requires a trainer well-versed in the content and experienced in facilitation.  |
| <b>Training Tip 4</b> | Understanding gender means understanding how men and women perceive what it means to be a man or a woman, and how these perceptions influence social relationships, therefore both men and women should be included.   |
| <b>Training Tip 5</b> | Include real world examples that can help to highlight the roles and values people associate with men and women. Comparisons with examples from other cultures where these values differ can be particularly fruitful.   |
| <b>Training Tip 6</b> | Gender awareness trainings are only beneficial if they lead to change. Good trainings include time for trainees to identify and discuss practical steps they can take to transform their learning into applicable actions within their lives and work.                               |
| <b>Training Tip 7</b> | Focus on particular sectors or activities relevant to participants and examples that relate directly to policy and practice and can be shown to promote broad organizational goals   |
| <b>Training Tip 8</b> | Demonstrate strong male support for trainings through participation of organizational leaders and their institutional  |

support for gender trainings.

**Training Tip 9** Follow up with participants after the training. One training event is generally not enough to enable participants to apply the knowledge and skills learned. Additional guidance and support is important.

**Training Tip 10** Put participatory evaluation techniques in place and use this input from women and men in the design of future trainings

Source: Training of Trainers Manual on Gender Mainstreaming in Disaster Risk Management, Retrieved from <http://data.undp.org.in/GndrMainstreamingDM.pdf>

Government entities responsible for gender equality are excellent resources and commonly possess the expertise to develop appropriate curricula and conduct gender-awareness trainings. Collaborating with non-governmental partners, experienced and skilled in gender awareness-raising, is another option when the appropriate government capacity is limited. Case 3 illustrates government partnerships with UNDP to conduct disaster management related gender trainings in Fiji and Nepal.

**Case 3: National Gender Trainings in Fiji and Nepal**

***Fiji***

The Ministry of Women, Social Welfare and Poverty Alleviation in partnership with the UNDP conducted “training for trainers” for Gender, Disaster Risk Management and Climate Change.

The training targeted Government ministries working in the areas of disaster risk management, vulnerable communities, and community outreach officers affiliated to these departments.

The objective of the training was to familiarize Government officials and field staff with key concepts associated with gender, disaster risk management and climate change, train community outreach workers as “trainers of trainers” to ensure broad dissemination and application of the knowledge, and promote reflection and analysis of how to improve gender equity in relation to recurring disasters and ongoing climate change in the Pacific island context.

Source: Government of Fiji, Ministry of Information. Retrieved from <http://www.reliefweb.int/rw/rwb.nsf/db900SID/MUMA-7ZW92Q?OpenDocument>

***Nepal***

The national training on mainstreaming gender into Disaster Risk Reduction (DRR) was an attempt to enhance the national capacity to design and implement successful DRR initiatives which will reduce the women’s vulnerability. The overall objective of the national training on mainstreaming gender into DRR was to strengthen the national level

capacity in DRR. The specific objectives were to:

- Develop capacity of participants to understand and analyze gender dynamics between women and men in communities and the capacities and vulnerabilities of women;
- Analyze the policy and practice plans of state and INGO mechanisms from a gender context and link the interventions at each stage of disaster management cycle (using case studies of success stories to cross reference and develop new ways of working);
- Action plans on mainstreaming gender into DRR to be developed by government and INGO participants for review in a year's time; and
- Mainstreaming gender in disaster management communities of practice (networks).

The program was jointly organized by Ministry of Home Affairs, DPNET Nepal, and UNDP with support from the European Union. There were twenty-seven participants from DRR related focal Ministries, NGO's, INGO's and UN System disaster and development practitioners. They have very enthusiastically participated, shared the learned lesson and equipped with more theoretical aspect of DRR.

Source: National Training on mainstreaming gender in disaster risk reduction. Retrieved from <http://www.drrgon.gov.np/en/pdf/Concept%20Note%20Mainstreaming%20GDRR%202008.pdf>

For further information on gender awareness training, please see:

Training of Trainers Manual on Gender Mainstreaming in Disaster Risk Management, UNDP India

<http://data.undp.org.in/GndrMainstreamingDM.pdf>

Gender Sensitive Disaster Management: A Toolkit for Practitioners, Pincha, Chaman

<http://www.eldis.org/vfile/upload/1/document/0812/Gnder%20sensitive%20disaster%20management%20Toolkit.pdf>

Gender Awareness and Development Manual - Resource Material for Gender Trainers

<http://www.undp.org.af/whoweare/UNDPinAfghanistan/Projects/dcse/GenderManuals/Gender%20Awareness%20and%20Development%20Manual.pdf>

Mainstreaming Gender in Emergency Management: Selected Training Resources

<http://www.emforum.org/vforum/gender/TrainingResourceSheet.pdf>

***Sub Issue 4: Using gender analysis tools to review and develop policies and programs across sectors***

Gender analysis helps to identify the different impacts of disaster and disaster responses on men and women and the strategies they use to cope with those impacts. Gender analysis can be as simple as a set of questions such as: *how are women affected? How are men affected? Who controls what resources? What decisions do women make? What decisions do men make? How do their decisions affect each other?* When conducting broader assessments for recovery initiatives or policies, a more complex series of questions and analysis tools will be more beneficial.

Gender analysis provides the basis for long-term recovery planning which ensures that:

- Recovery policies and initiatives do not exacerbate existing hardships;
- More relevant assistance is provided to men and women based on their different needs;
- The valuable capacities of both men and women are utilized and strengthened to facilitate a stronger recovery; and
- The resiliency of individuals, families and communities is strengthened against future disasters.

Box 6 provides a list of key points of entry and suggested questions one might ask throughout the policy/program design and implementation process.

**Box 6: Sample set of steps for gender analysis of policies and programs**

**Step 1** Defining Outcomes:

- What does the agency want to achieve with this policy or program? How might the objective fit into the stated commitments to social, political and economic equality, and international obligations?
- Who will be affected? How will the impact of this policy/program be different for women and men, girls and boys, elderly women and men, or other sub-groups of women?

**Step 2** Gathering Data:

- What types of data and statistics are available with respect to women?
- What other types of gender-specific and sex-disaggregated data are available regarding other designated minority groups: ethnic minorities, persons with disabilities etc.?



**Step 3** Conducting Research:

- How does the objective of the research address the differential experiences of women and men as they relate to the policy/program?
- With respect to proposed governmental policies/programs, in what ways are gender considerations incorporated into their research designs and methodologies?

**Step 4** Analyzing Options

- Analyzing different policy/program choices means determining how each option might disadvantage or provide advantages for women and girls. In what ways does each option have different consequences on women's and men's social, political and economic situations?
- Which option has innovative solutions and/or creates opportunities to address gender issues? What solutions have already been identified by NGO's who work directly with women at the grass-roots level?

**Step 5** Making Recommendations:

- Based upon an analysis of who would be most affected by which policy options, how can recommendations be made to inform policy makers and planners of the potential challenges and positive contributions which a particular option might have?
- In what ways could such recommendations draw upon the knowledge of the local NGO community, academic institutions and think-tank institutions?

**Step 6** Implementing Policy/Program

- Are government entities, responsible for gender equity, involved in the implementation?
- Have men and women been given a chance to participate in technical fields and decision-making?
- Have men's or women's unpaid workloads increased beyond what was initially predicted?

**Step 7** Evaluating Impacts:

- Have gender equality concerns been incorporated into the evaluation criteria?
- What empirical indicators and other data will be used to measure the effects on women and men?
- Will information about the policy/program be publicly available and accessible

to men and women from diverse communities?

- Does the policy/program incorporate a gender perspective in addressing the social, political and economic implications it will have on both women and men?

Adapted from: The Centre for Comparative and Public Law's Gender policy analysis memorandum. Retrieved from [http://www.hku.hk/ccpl/research\\_projects\\_issues/cedaw/gendermemo.html](http://www.hku.hk/ccpl/research_projects_issues/cedaw/gendermemo.html)

As disaster recovery primarily focuses on people, gender analysis can be applied to any activity that will potentially impact males and/or females. The gender frameworks used to evaluate existing and potential policies and programs will differ, depending on the issue they intend to address, the stakeholders involved, and the existing policy environment. Annex 2 provides a detailed list of several common gender analysis frameworks and links to further information. Whatever the framework, it is important that it is applied throughout the entire process. Case 4 illustrates how gender analysis was applied to training curricula in post-tsunami Sri Lanka.

#### Case 4: Gender Analysis of Capacity-building program in Sri Lanka

In March 2005, the UNDP Sri Lanka Tsunami Recovery Unit undertook an initiative to increase gender-awareness among capacity building institutions in Sri Lanka by helping integrate gender-specific aspects into the training curricula of a key capacity building institute, the Institute of Bankers Sri Lanka (IBSL).

The IBSL, a leading training/capacity development organization serving the development sector, had been entrusted with strengthening the capacities of microcredit organizations, rural marketing organizations, skill development organizations and women's groups to provide livelihood recovery services to tsunami-affected women and men.

It was observed that the IBSL regular training curricula initially had no gender sensitivity, and the IBSL training resource team and programme coordination team, comprised of all men lacked awareness of and exposure to gender issues, especially in a disaster context. Therefore IBSL and UNDP worked together to make the training curricula and methodology more relevant to the different needs of women and men. Additionally, skilled gender resource persons were identified and allocated to the training team.

The IBSL training curricula included accounting, book keeping, human resources management, and the issues related to identification and liaison with the clients. To make the training programmes more gender-sensitive, IBSL and UNDP integrated specific issues relative to women entrepreneurs, such as:

- Accessing credit due to lack of collateral and access to productive resources;

- Identifying gaps in their ability to prepare business plans; and
- Managing prejudices and social acceptability at marketing and decision-making levels as well as among formal institutions.

To increase the impact of the project, IBSL and UNDP invited key national-level trainers from other national and local institutions to collaborate in the gender analysis and improvement of IBSL curricula.

The initiative addresses gender blindness in development and disaster risk reduction; it raises awareness of gender and risk reduction issues among individuals and organizations in the immediate and long-term; it leads to the involvement of women as resource persons at the decision-making level, and it creates more opportunities for women entrepreneurs in disaster-prone areas.

The training programmes convey the messages to a range of organizations and individuals in the development and DRR sectors. Additionally, the initiative provides women with more space to participate, develop businesses, be part of credit and insurance schemes and expand their livelihood options. This will help reduce their risks to disasters and enhance their capacities.

Further, the initiative leads to a gendered understanding of development and DRR concepts, how they are applied on the ground and how gender based differences can lead to discrimination, marginalization and increased vulnerability. Therefore, it is an important step towards changes in long-term gender relations at institutional and application levels which aim to influence decision makers and the public through fundamental gender & DRR messages.

Source: Gender perspective: Working together for disaster risk reduction, Retrieved from [http://www.unisdr.org/eng/about\\_isdr/isdr-publications/09-gender-good-practices/gender-good-practices.pdf](http://www.unisdr.org/eng/about_isdr/isdr-publications/09-gender-good-practices/gender-good-practices.pdf)

**Lesson 1:** In contrast to the general practice of including women as 'trainees' or 'beneficiaries,' this initiative mainstreams gender into the training curriculum itself. Therefore not only do women participate, but the trainings recognize and address specific issues that women face.

**Lesson 2:** Infusing gender sensitivity into the programming of a national capacity building organization creates the potential for a cascading impact on client organizations. If this is the intention, then additional gender-related technical support may be required for the client organizations.

**Lesson 3:** A key lesson learned from the initiative is that members of the IBSL management team need to be led to act as advocates for mainstreaming gender into DRR. To encourage similar initiatives in the future, there is a need to monitor the programme for its impact and support it further with capacity

development resources. The initiative offers scope to integrate gender issues into nationwide credit and insurance schemes -- as a risk reduction measure through the IBSL resource team.

**Lesson 4:** The training built upon and strengthened women's livelihood capacities which are critical in disaster recovery. A comprehensive approach was adopted which increased awareness of women's productive labour and issues raised by disasters relevant to small business recovery and sustainability. All training programs should recognize the role of women as producers and all economic recovery curricula should incorporate gender modules on the lives and livelihoods of women and men, respectively.

**Lesson 5:** Targeting financial institutions for gender sensitivity can be a very good strategic move for better understanding the economic constraints of women and addressing the needs of women in disasters.

For further information on Gender analysis frameworks and processes, see Annex 2.

***Sub Issue 5: Sustaining an enabling and positive environment for gender mainstreaming***

Creating policies and programs that promote gender equality across sectors is an important first step in gender mainstreaming. However, even the best designed gender mainstreaming program can fail due to the multitude of barriers. Without incentives in place to ensure that programs are gender responsive, the work of integrating gender issues into initiatives may fall to just a few committed individuals or fail due to lack of sustained material support. This is especially a concern in the field of disaster management where resources are often scarce.

To overcome this, organizational workplace cultures must sustain the values and practices of gender mainstreaming. Human resource policies must reflect commitment to gender mainstreaming and demonstrate gender equality in practice. A sound policy and institutional framework for implementation and monitoring create the enabling environment for mainstreaming gender concern in disaster recovery. But this by itself may not be adequate. It may be necessary to develop an incentive structure for recognizing the good work done by an office or an individual. Case 5 presents an excellent example of how one branch of the Chilean government has developed incentives to further strengthen its efforts to mainstream gender in its operations.

Case 5: Incentives to gender-sensitive programming in Chile

Management Improvement Program (Programa de mejoramiento de la Gestión, or PMG) of the Chilean government is an example of successful gender mainstreaming in public policy. This program works as a group incentive linked to institutional performance: all staff of a public institution receives a bonus of up to 4% of their salaries

if the institution attains programme management targets which had been approved by the Ministry of Economics. The PMG of each institution is prepared considering a group of common areas for all the institutions of the public sector, including those considered essential for effective and transparent management. These together constitute the Framework Program.

Since the year 2000, this mechanism has been applied on the basis of a matrix that identifies the following areas of management improvement in the institutions: human resources; quality of care; planning, control, and integrated territorial management; and financial management. In 2002 a fifth area was incorporated, namely gender planning. The PMG proposal is presented yearly, together with the budget proposal, to the Ministry of Economics. The incorporation of a gender planning component into the PMG implies the introduction of the gender approach in the budgetary cycle. This makes it possible to integrate gender considerations in the routine and habitual procedures of public administration, permanently introducing modifications into the daily dynamics of the institutions and their standardized procedures. Thus, public institutions have to incorporate this dimension into all their strategic products, making it possible to allocate the public budget in a way that responds better to men's and women's needs, and contributes to the reduction of gender inequalities.

The implementation of this incentive mechanism constitutes an important innovation, in view of the fact that for the first time a concept of gender equity is integrally associated with budgetary management in Chile. (This important innovation goes beyond previous examples of gender-responsive budgeting that have tended to be limited to budget diagnosis). Also, for the first time staff members must include in the analysis of each result produced by their service, considerations about the usefulness of these products, the way to get to the people who need them, and how to improve them. Furthermore, it makes it possible to correct possible inequities in the delivery of the products of the Ministries and Services and to make public policies more efficient and effective. This is because this mechanism demands considering the needs of the beneficiaries and optimizing the attainment of the objectives proposed by the projects. Thus, to the extent that there is an increase in the number of programs with a gender approach, there is also a significant increase in the public budget assigned to women.

Source: WHO Commission on Social Determinants of Health. Retrieved from [http://www.who.int/social\\_determinants/resources/csdh\\_media/wgekn\\_final\\_report\\_07.pdf](http://www.who.int/social_determinants/resources/csdh_media/wgekn_final_report_07.pdf), pp. 89-90

**Lesson 1:** Gender is integral, not marginal, to overall planning process. Explicit commitment to gender is necessary throughout the entire process, rather than incorporating it as a supplemental, or 'cross cutting' concern.

**Lesson 2:** Financial incentives can prove successful but they may not be powerful motivators alone. Making gender a part of the budgeting process, establishing quotas for gender equitable hiring, and creating and enforcing gender-specific

policy to reduce discrimination are also essential measures. Combined with financial incentives, these provide the more holistic approach necessary for change.

**Lesson 3:** Regular and institutionalized assessment/follow up allows for agencies and organizations to measure the impacts of their efforts, learn from their successes and failures, and adapt or embrace new processes and tools for continual improvement.

For additional information on creating an enabling environment, please see:

*Engendering Organizational Change: A Case Study of Strengthening Gender Equity and Organizational Effectiveness in an International Agricultural Research Institute.* Merrill-Sands, Deborah; Fletcher, Joyce; Acosta, Ann; Andrews, Nancy; Harvey, Maureen

<http://www.worldbank.org/html/cqiar/publications/gender/gender21.pdf>

*Gender and Budgets Overview Report.* Balmouri, Helena

[www.eldis.org/vfile/upload/1/document/0708/DOC19156.pdf](http://www.eldis.org/vfile/upload/1/document/0708/DOC19156.pdf)

For further general information on mainstreaming gender in disasters, please see:

*Gender Mainstreaming in Disaster Reduction, UNISDR*

<http://www.crid.or.cr/crid/PDF/Docs.%20PDF/ISDR%20CSW%206%20March%2002-vers2.pdf>

*Women, Gender and the Hyogo Platform for Action, Gender and Disaster Network*

<http://www.qdnonline.org/Sourcebook>

*Socio-Economic and Gender Analysis for Emergency and Rehabilitation Programmes.* SEAGA

<ftp://ftp.fao.org/docrep/fao/008/y5702e/y5702e.pdf>

*The Gendered Terrain of Disaster: Through Women's Eyes.* Enarson, Elaine

[http://www.qdnonline.org/sourcebook/chapt/doc\\_view.php?id=7&docid=388](http://www.qdnonline.org/sourcebook/chapt/doc_view.php?id=7&docid=388)

*Mainstreaming Gender into Disaster Recovery and Reconstruction.* Dimitrijevic, Anna

[http://www.gender-climate.org/pdfs/Beijing%20-%20Mainstreaming%20Gender%20into%20Disaster%20Recovery%20and%20Reconstruct\\_.pdf](http://www.gender-climate.org/pdfs/Beijing%20-%20Mainstreaming%20Gender%20into%20Disaster%20Recovery%20and%20Reconstruct_.pdf)

*Gender Manual. A practical guide for development policy makers and practitioners.* Derbyshire, Helen

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<http://webarchive.nationalarchives.gov.uk/+http://www.dfid.gov.uk/Documents/publications/gendermanual.pdf>

*Gender Tool Kit - instruments for gender mainstreaming. Swiss Agency for Development and Cooperation*

[http://www.ddc.admin.ch/en/Home/Themes/Gender/General\\_and\\_thematic\\_tools/General\\_tools](http://www.ddc.admin.ch/en/Home/Themes/Gender/General_and_thematic_tools/General_tools)

*Gender and Post-Crisis Reconstruction. A Practitioner's Handbook. UN-HABITAT*

[http://www.unhabitat.org/downloads/docs/5500\\_35498\\_Gender%20Update%202.pdf](http://www.unhabitat.org/downloads/docs/5500_35498_Gender%20Update%202.pdf)

*Gender mainstreaming in practice. A handbook. UNDP*

<http://europeandcis.undp.org/gender/show/67D31763-F203-1EF9-B1365C5F0A4ED633>

## **Issue 2: Identifying gender specific recovery needs**

Identifying the different needs of men and women, although seemingly simple and straightforward, is still one of the greatest obstacles to the sustainable recovery of women, families, and communities. Even as recently as the 2004 Tsunami, evaluations have found that,

*“Inadequate data availability... contributed to the cumulative disadvantage of those who were marginalised on several accounts, such as women from scheduled castes or from minority ethnic or religious groups, or those with disabilities” (ADB, United Nations, World Bank, 2005).*

While data alone is not sufficient for gender analysis/gender awareness in planning, it is certainly necessary. Engaging women in defining their own needs and developing information sharing mechanisms that facilitate communication with and between women are two more ways to bring gender specific recovery needs to the forefront of policy making and planning.

### **Sub Issue 1: The need for gender-specific data**

When assessment data do not capture activities of men and women, policies and decisions are formed on assumptions that fail to consider women’s roles and economic contributions. Several examples that illustrate how gendered assumptions can misinform recovery initiatives are presented in Box 7.

#### **Box 7: Gendered impacts of post disaster land and housing policies**

- An Oxfam Nias project initially undervalued the extensive role women play in rubber production, in addition to their domestic and reproductive roles, as they fill in for men fishing or earning off-farm income.
- International Organization for Migration (IOM) discovered through focus group interviews that in some areas men make the decisions on whether their children will be vaccinated and were against it: they feared evil spirits would be injected into their children. Socialization was then expanded to include men. After men were involved, more children were brought for immunization.
- The Food and Agricultural Organization (FAO), after several months in the field, discovered that the decision to stock and farm shrimp in tambaks (fish ponds) is often made by women. Further exploration by gender specialists showed that risk evaluation was done at the family level - that women controlled local aquaculture expenditures and that they would not invest in something new without a cost/benefit analysis. FAO and others had been training men in new shrimp management practices but the enthusiastic men did not adopt the new methods until their wives were included in the training.



Source: IASC Gender Standby Capacity Project. Retrieved from <http://onerresponse.info/crosscutting/GenCap/publicdocuments/GenCap%20Experience%205%20-%20Gender%20and%20Preparedness%20Indonesia.pdf>

The collection of assessment data capturing activities of both men and women, not only sheds light on the complex realities of their differing and interdependent roles, but provides vital information for developing more comprehensive and relevant recovery strategies. As in most countries, the teams conducting damage and needs assessments following the Kashmir earthquake did not collect any gender-specific data, as the following case study illustrates. However, by later cross referencing the names of affected individuals with sex-disaggregated census data, the Pakistani government found many women taking on male-stereotyped roles and responsibilities.

### Case 6: Collecting sex-disaggregated data in Pakistan

Following the Pakistan Earthquake of 2005, the gender team of the Earthquake Reconstruction and Rehabilitation Authority (ERRA) worked with the management information specialists to disaggregate assessment data based on recipients' names in order to provide hard evidence to policy makers and decision makers on the differential needs of groups, particularly women and girls. The existing database of the livelihood cash grants and the rural housing financial assistance did not capture the sex of recipients leaving decisions to be made based on assumptions of who are the heads of household and income earners. The newly disaggregated data confirmed a considerable presence of women headed households. This data convinced senior level managers to consider gender differences, approve targeted interventions and integrate a gender equity focus throughout the entire programming of the ERRA.

Source: Pakistan Earthquake Reconstruction and Rehabilitation Authority. Retrieved from <http://www.erra.pk/Reports/Publications/Making%20a%20Differenc%20%28Promoting%20Gender%20Equality%20in%20Pakistan%27s%20Response%20to%20the%202005%20Earthquake%29.pdf>.

Governments and NGOs in Guatemala, Honduras, Nicaragua and El Salvador, also did not collect sex-disaggregated data during the relief phase following Hurricane Mitch. Due to advocacy on the part of women's organizations in the recovery phase, the Salvadoran government and civil society organizations began collecting gender-specific data. Similar to the case in Pakistan, the data indicated that women were the primary income earners in over 30% of El Salvadoran households (Buvinic et al., 1999).

A more efficient approach was taken following the Yogyakarta earthquake, in which gender and protection issues were integrated into the Rapid Needs Assessment (RNA) questionnaire. The variety of stakeholders involved (government, civil society, donors, NGOs, and UN agencies) ensured the widespread integration of gender issues in early needs assessments (Pennells, 2008).

The ILO has developed a manual on developing and conducting RNAs which can be accessed from:

[http://www.ilo.org/global/What\\_we\\_do/Publications/ILOBookstore/Orderonline/Books/lang--en/docName--WCMS\\_PUBL\\_9221126390\\_EN/index.htm](http://www.ilo.org/global/What_we_do/Publications/ILOBookstore/Orderonline/Books/lang--en/docName--WCMS_PUBL_9221126390_EN/index.htm).

Sex-disaggregated assessments can be particularly effective when assessment tools are developed and analyzed through a gender perspective. This analysis helps to ensure that the right questions are asked to capture gender specific needs and capacities. The case below illustrates how gender analysis applied to an agricultural damage assessment exposed short term livelihood challenges unique to women, based on the division of labor.

### Case 7: The benefits of a gender-sensitive livelihood assessment in the Caribbean

The banana industry is the main agricultural sub-sector in the Windward Islands. Gender activity analysis would reveal that both men and women small farmers employ workers of both sexes to undertake the tasks required by banana production. Many tasks carried out by workers are gender-specific and time-based.

Further analysis indicates that men conduct most of the activities associated with planting and early crop care, while women perform the tasks associated with harvesting, post-harvest treatment and marketing. Since banana is harvested on a weekly or fortnightly basis, both women and men workers are employed on a continuous basis. Most small farmers (three-acre holdings or less) use family labour or a swap-labour system to carry out farming activities. Additional labour would be hired as required for specific tasks. Both male and female farmers hire male workers to dig holes for planting, while male farmers may hire female and male workers to harvest and prepare bananas for market.

Hurricane Lenny, which struck in November 1999, damaged most of the banana crop on the west coast of the Windward Islands. In Dominica, farmers reported that banana fields (which sustained crop losses of between 70% and 80%) needed from four-to-six months to recover before harvesting operations could resume. Total crop loss meant that entire fields had to be replanted (in which case harvesting would resume after nine months). This translated to a loss of earnings for women workers for approximately four months (in the case of partially damaged fields) to nine months (in the case of totally destroyed fields). Men, on the other hand, would be less adversely affected, since they are able to earn waged work for field preparation, replanting and early crop care.

Source: A methodological approach to gender analysis in natural disaster assessment: a guide for the Caribbean. Retrieved from [http://www.eclac.cl/mujer/proyectos/gtz/publicaciones/word\\_doc/manual31.pdf](http://www.eclac.cl/mujer/proyectos/gtz/publicaciones/word_doc/manual31.pdf)

Some other key ingredients of successful gender integrated assessments include:

- Wide range of stakeholders and participants in data collection teams or projects
- Identification and collection of any pre-existing sex disaggregated statistics
- Sex-specific data disaggregated by age, income, livelihood, health, and other cross-cutting concerns in recovery
- Gender sensitive training of assessment teams
- Inclusion of a gender specialist in assessment preparation, implementation and analysis
- Inclusion of women within assessment teams
- Interviews with women and men, boys, girls
- Data collection through single-sex and mixed groups wherever possible
- Institutional support for the integration of sex-specific data and the principle of gender based analysis
- Capacity building to enable experts to recognize and address knowledge gaps and apply new information in recovery planning

For further information on the sex-disaggregation of assessment data, please see:

*From Margins to Mainstream - From Gender Statistics to Engendering Statistical Systems.* Corner, Lorraine

[http://www.unifem-ecoqov-apas.org/ecoqov-  
apas/EEGKnowledgeBase/EngenderingNSS/Margins2Mainstream.pdf](http://www.unifem-ecoqov-apas.org/ecoqov-apas/EEGKnowledgeBase/EngenderingNSS/Margins2Mainstream.pdf)

*Guide to Gender Aware Post-Disaster Needs Assessment.* UNDP

[http://www.undp.org/cpr/documents/Early\\_Recovery/er\\_proposal\\_final.pdf](http://www.undp.org/cpr/documents/Early_Recovery/er_proposal_final.pdf)

*Promoting Gender Equality in Pakistan's Response to the 2005 Earthquake.*

*Government of Pakistan Earthquake Reconstruction and Rehabilitation*

*Authority*

[http://www.erra.pk/Reports/Publications/Making%20a%20Differenc%20%28Promoting%20Gen-  
der%20Equality%20in%20Pakistan%27s%20Response%20to%20the%202005%20Earthquake%29.  
pdf](http://www.erra.pk/Reports/Publications/Making%20a%20Differenc%20%28Promoting%20Gender%20Equality%20in%20Pakistan%27s%20Response%20to%20the%202005%20Earthquake%29.pdf)

### ***Sub-Issue 2: Women's engagement in defining needs***

The urgency to provide assistance consistently results in rushed assessments often carried out by individuals or groups possessing limited experience or knowledge of the affected populations. In such cases, aid providers commonly look to existing political

institutions to assist in assessment and planning activities. As women are much less likely to hold formalized community leadership positions, or be employed in scientific and technical roles in government, the needs of an affected population are generally determined by men.

### Case 8: Misinformation delays effective recovery

Tamil Nadu, India – 2004 East Indian Tsunami: When relief was routed through the traditional panchayats [elected local governing bodies], it often did not reach or partially reached single and elderly women and men, even within their own community. Traditional Panchayat often operated under the assumption that single and elderly women do not require much ration for their survival, since other family members will care for them. Some were turned away by the public distribution system on the grounds that they receive old-age pensions and therefore do not require additional post-tsunami rations. This socio-cultural exclusion forced single and elderly women (both widows and those living with their spouses) to resume work to fend for themselves and support their spouses.

Nicaragua and Honduras – Hurricane Mitch: A World Bank research report on gender in the reconstruction of Nicaragua and Honduras following hurricane Mitch noted that, “Most NGOs and government agencies reported that, due to time and resource constraints, they ‘shortened’ the consultative process and relied on formal political leaders to convey municipal or local needs”. In Honduras, most decision-making about housing resettlement took place at meetings between mayors and elected shelter leaders, who were almost exclusively male. In Nicaragua, organizations claimed that they lacked the capacity to reach local communities and relied on mayors as “interlocutors” of their needs. This resulted in an observed decrease in participation in general, and in women’s participation in particular. All of these actors reported a constant pressure to act more quickly.

Source: Gender and Post-Disaster Reconstruction: The Case of Hurricane Mitch in Honduras and Nicaragua. Retrieved from [http://www.google.co.jp/search?sourceid=navclient&hl=ja&ie=UTF-8&rlz=1T4DAJP\\_jaJP305JP305&q=A+World+Bank+research+report+on+gender+in+the+reconstruction+of+Ni+caragua+and+Honduras+following+hurricane+Mitch+noted+that%2c+%e2%80%9cMost+NGOs+and+govern+ment+agencies+reported+that%2c+due+to+time+and+resource+constraints%2c](http://www.google.co.jp/search?sourceid=navclient&hl=ja&ie=UTF-8&rlz=1T4DAJP_jaJP305JP305&q=A+World+Bank+research+report+on+gender+in+the+reconstruction+of+Ni+caragua+and+Honduras+following+hurricane+Mitch+noted+that%2c+%e2%80%9cMost+NGOs+and+govern+ment+agencies+reported+that%2c+due+to+time+and+resource+constraints%2c)

Other areas of focus to enable more effective gender sensitive assessments include:

- Identifying the wide range of existing tools for gender-aware assessments (pre- and post-event)
- Planning in advance to support sex-disaggregated data collection
- Increasing awareness at high levels of organizations of the value sex-disaggregated data add in practice

- Recognizing, addressing, and adapting to cultural constraints on women's contact with others, especially men or foreigners
- Recognize and address overburdened workloads that limit women's availability to participate in post-disaster needs assessments
- Recognize the cultural deference to men as decision-makers and family/community representatives and analyze how such cultural stereotypes guide assessment design and implementation
- Identify communication media that are sure to reach both women or men
- Develop institutional support for women as community researchers knowledgeable about disaster impact, response and recovery

**NOTE:** Evaluation and field reports consistently indicate that when men are solely responsible for recovery assessment and planning, the needs of women are inaccurately represented and often omitted altogether.

### ***Sub-Issue 3: Developing gender-sensitive information sharing mechanisms***

In addition to gender sensitive assessment tools, governments and other recovery actors have devised measures to pro-actively engage women in defining their recovery needs and priorities. One common approach is the establishment and support of organizational bodies that facilitate the flow of information between communities and assistance providers and advocate with and on behalf of excluded populations.

Case 9: Connecting marginalized women and men to recovery assistance in Tamil Nadu, India

The South Indian Federation of Fishermen Societies (SIFFS) and Social Need Education and Human Awareness (SNEHA), two NGO's with long established histories working in area communities, initiated the NGO Coordination and Resource Centre (NCRC) to improve coordination of local NGOs in the aftermath of the Indian Ocean Tsunami. Senior officials of the Tamil Nadu state government, partnered with NCRC to facilitate coordination and information exchange between the government, affected communities and other recovery actors. NCRC's organizational structure consisted of:

A Front Office:

- Provided vital data from the affected communities to NGOs and the district administration, ensuring that adequate support and attention was focused towards priority areas and communities.
- Collected all government policies, (general and department-specific), segregated them thematically, translated them into the vernacular and ensured that the information reached the communities so that they could make informed decisions

about their lives and livelihoods

- Advocated to government, on behalf of affected communities regarding issues such as shelter and livelihood compensation norms. Advocacy was always backed by village level validated data.

Village Information Centres - led by Village Facilitation Units:

- Collected information from the communities on details of damages, compensations, allotment of houses, etc. at the village level and provide them with information through appropriate mediums on support and services available
- Provided information to the front office and other stakeholders on process and progress issues of initiatives within the villages
- Reached out to vulnerable communities and populations to ensure that they had access to support and that their needs were accounted for in the rehabilitation process
- Coordinated with support organisations and service providers whenever support and services were required
- Followed-up on petitions and grievances related to relief and rehabilitation

Sectoral Teams:

- Provided coordination, technical, communications, advocacy, and policy development support in community prioritized sectors

NCRC, practiced gender sensitivity across sectors. NCRC considered gender-based exclusions as a part of the larger exclusions that resulted due to inadequate livelihood policies. NCRC also advocated to government on behalf of single and elderly women excluded from land and housing entitlement policies and helped to direct recovery assistance to a broader range of livelihoods upon which a large population of women relied.

Scheduled to dismantle in 2007, the steering committee of NCRC, in consultation with other internal and external stakeholders, decided to set up a longer-term legal entity that would take forward the initiatives launched by NCRC. This new trust, Building and Enabling Disaster Resilience of Coastal Communities (BEDROC) builds upon its initial work, focusing on the integration of Disaster Risk Reduction into the mainstream development agenda of this highly vulnerable coastal district.

Source: NGO Coordination and Resource Centre website, Retrieved from <http://www.ncrc.in/>

A number of factors influenced NCRC's ability to illuminate the needs of particularly vulnerable groups, link them with appropriate assistance, and facilitate more sustainable recovery:

**Lesson 1:** NCRC was a separate, non-implementing organization. This placed it in an ideal position to carry out social audits of recovery activities, and advocate for the intended beneficiaries of recovery assistance.

**Lesson 2:** NCRC founding members had an established history in the district, advocating for and providing services to numerous populations. This gave them a much deeper understanding of the local complexities influencing the recovery process and the need for more nuanced and comprehensive approaches.

**Lesson 3:** NCRC, through its village information centers, established a sustained presence amongst the affected communities. Furthermore, NCRC engaged community members to manage the centers, thereby giving the community a more direct platform to engage in determining its needs and how they should be addressed.

**Lesson 4:** NCRC's continued presence in the area, now as BEDROC, capitalizes on its recovery work to help communities become more resilient to the effects of climate change and other natural hazards.

**Lesson 5:** NCRC's transition to BEDROC has ensured that the valuable lessons learned during the recovery phase are not lost. NCRC and BEDROC, in conjunction with academic institutions and international organizations, have conducted a variety of studies and published numerous reports, sharing their experiences and lessons.

Potential partners to provide similar advocacy and information exchange services might include:

- Local civil society organizations;
- Gender specific trade unions;
- Local level governance structures, formal or traditional, in which women are active participants;
- Women's collective organizations such as self help groups and livelihood cooperatives; and
- NGO networks.

For further information on gender specific recovery needs, please see:

*The Needs of Women in Disasters and Emergencies.* Wiest, Raymond; Mocellin, Jane; Motsisi, D.

<http://www.radixonline.org/resources/women-in-disaster-emergency.pdf>

*Hearing their Voices: The Women and Children in the Earthquake Affected Areas of Pakistan.* IUCN

[http://www.reliefweb.int/rw/RWFiles2006.nsf/FilesByRWDocUNIDFileName/KH11-6P73QU-wcmc-southasia-21apr.pdf/\\$File/wcmc-southasia-21apr.pdf](http://www.reliefweb.int/rw/RWFiles2006.nsf/FilesByRWDocUNIDFileName/KH11-6P73QU-wcmc-southasia-21apr.pdf/$File/wcmc-southasia-21apr.pdf)

*Guidelines for Gender Sensitive Disaster Management.* Gomez, Shyamala

[http://www.apwld.org/pdf/Gender\\_Sensitive.pdf](http://www.apwld.org/pdf/Gender_Sensitive.pdf)

*A Gender Shadow Report of the 2010 Haiti PDNA*

[http://org2.democracyinaction.org/o/5095/images/HaitiGenderShadowReport\\_preliminary\\_version.pdf](http://org2.democracyinaction.org/o/5095/images/HaitiGenderShadowReport_preliminary_version.pdf)

*Working with women at risk - Practical guidelines for assessing local disaster risk.* Enarson, Elaine; Meyreles, Lourdes; Gonzalez Marta; Morrow, Betty Hearn; Mullings, Audrey; Soares, Judith

<http://www.ihrc.fiu.edu/lssr/workingwithwomen.pdf>

*The Relevance of Considering a Gender Perspective in Damage Assessment and Recovery Strategies. A Case Study in El Salvador, Central America.* Ferriz, Angeles Arena

[http://www.un.org/womenwatch/daw/csw/env\\_manage/documents/EP9-2001Nov26.pdf](http://www.un.org/womenwatch/daw/csw/env_manage/documents/EP9-2001Nov26.pdf)



### Issue 3: Engaging women in recovery initiatives

Women play a critical, yet largely overlooked, role in disaster recovery. Although many women-led recovery initiatives have actively addressed the invisible needs of women, most have taken on larger inclusive efforts that benefit men, women, children and whole communities alike. Women are frequently found alongside men rebuilding houses (Hameed, 2001), repairing and building physical infrastructure such as roads (Krishnasawami et al, 2001), and reclaiming or replanting agricultural land. Women have also taken on leadership and management positions, designing and implementing programs that draw on the skills, knowledge and contributions of both men and women. In addition to their increased reproductive responsibilities, women have played a dominant role in maintaining and rehabilitating community services such as education and child care (Yonder et al, 2005), health care, and emotional support (Enarson, 2001).

In spite of these contributions, the role women play to facilitate a more rapid and disaster resilient recovery often remains unnoticed while the leadership, management, and implementation of more visible recovery initiatives is still predominately undertaken by men. As men tend to dominate recovery decision-making and project implementation, the cases within this section focus specifically on engaging women in recovery programming for more gender-balanced initiatives. However, it should be emphasized that while targeted initiatives to engage women are needed, targeting that excludes men from engaging in issues that concern them may only exacerbate imbalanced gender relationships.

Two points have been commonly cited as an explanation for this imbalance in recognition and engagement in recovery efforts: a poor understanding or marginalization of women's capacities, categorizing them as helpless victims, and the increased 'unpaid' and often invisible workload of women.

#### ***Rejecting stereotypes: women are not "helpless victims"***

Social perceptions favoring men's needs, contributions and priorities, which often encourage women's dependence, result in a poor understanding and marginalization of women and their work. As less attention is paid to women's reproductive, productive and community service responsibilities, less value is accorded to them. In turn, the less the work is valued, the less attention it receives. This cycle results in the near invisibility of women's capabilities.

*The social structure of most societies formally relegates women to inferiority and dependency, increasing their vulnerability through their disempowerment. However, the actual performance of women in production and distribution differs significantly from gender ideology and role stereotypes in most societies (Mocellin et al., 1994)*

## GUIDANCE NOTE ON RECOVERY: GENDER

In direct contradiction to social perceptions of women as helpless, vulnerable beings, studies consistently attest to the sustained contributions of women to community recovery efforts, often at the expense of their own recovery needs.

The story of men and women working together after Hurricane Mitch, described below, illustrates the marginalization of women's work in the post disaster environment. Interviews with both men and women indicated that the only recognition women received was when they assisted men in carrying out "men's" work.

### Box 8: Stereotyped perceptions of women as 'helpless victims' in Central America

In the immediate aftermath of Hurricane Mitch, many communities in Nicaragua were isolated due to damaged infrastructure. Men and women worked together to evacuate people, move belongings, and later to clear the roads and make safe passages. From in-depth interviews in affected communities, a small proportion of the men suggested that during this time the women were inactive, either in general, "They only went about with their arms folded, the poor things, crying for their things that were flooded" or because of their child care responsibilities, "(They did) nothing, the poor things, sought ways to take care of the children who were becoming ill ..."

Thus while women were performing 'traditional' female activities such as childcare, preparation of what little food was available and caring for the sick, they were seen as 'doing nothing' by men. The majority of men recognised the work of women, however, when this work was outside the traditional; "...as the river started to rise more quickly we started to organise and we helped those that had more things to loose, to rescue youngsters, belongings, to evacuate them, the women helping, rescuing other women...all the people struggled ..."

While recognising women's contribution on one level, women's activities were still often presented as 'helping' men in their activities. A division is also noticeable between men and women, not only in terms of the activities performed, but in terms of the organisation of groups as all female or all male. As one man interviewed notes of his wives activities; "She went with the women looking how to repair the road... The men in front and they (the women) coming behind with rocks..."

After the initial passing of the hurricane even for those men who recognised women's 'help' with more traditionally male activities, sharper divisions between men's and women's activities become clear, "...the women on their own account have not done anything more than to organise to do a census....." and women's important activities once again become undervalued. The women interviewed mention activities such as mending roads, walking many miles in search of food and other types of help, making makeshift housing etc during the immediate crisis. In their opinion at least, they worked equal to the men during this time. Many noted, however, that men had a different opinion about the value of their contribution.

"The men say that women work less 'you don't work equally to me, women can't work,

they don't know how to'..." or that they contributed at all; "Men recognised our contribution at the time. Some have now forgotten" (Bradshaw, 2001).

Source: Reconstructing Roles and Relations: Women's participation in reconstruction in post-Mitch Nicaragua. Retrieved from <http://www.ssri.hawaii.edu/research/GDWwebsite/pdf/Bradshaw.pdf>

### ***The increased workloads of women following a disaster***

One of the largest obstacles to engaging women in recovery initiatives is the demand placed on them to carry out their traditional reproductive responsibilities. Often overlooked in the recovery phase, "demands on women's household, community, and economic responsibilities increase while conditions constrain their capacity to carry them out" (Enarson, 2004).

- *An increased need for food and care.* Due to deaths and injuries amongst the extended family and within the community, women commonly provide food, health care, and emotional support to a greater number of people. Women's child care responsibilities also increase, when schools remain closed and child care services are unavailable.
- *Damaged social services.* Women's unpaid community contributions to reestablish collective health, nutritional, and educational services add to their already full schedules.
- *Reduced access to food and water.* Women's access to basic necessities, such as food and water, is often restricted. Drought affected women of Rajasthan would awake at midnight to walk over 5km to wait until dawn for a limited supply of water (Ariyabandu & Wickramasinghe, 2005). In rural areas, where subsistence crops and livestock fodder are damaged or lost, shortages are further intensified.
- *Increased obstacles created by adverse coping mechanisms.* Women's capacity to secure necessary food and other household items is often challenged by adverse coping mechanisms of family males. Cases in Bangladesh (IRP, 2010), India (SNEHA, 2008), and Honduras (Levav, 1999) illustrate how the greater share of family incomes and financial assistance was spent on men's productive needs and in many cases, on adverse male coping mechanisms, such as increased alcohol use. It is worth noting that in most cases where women were directly provided financial assistance, the money was spent on family needs and repaying debt.

Due to strict gendered divisions of labor, women typically retain these responsibilities after a disaster with little assistance from men. Although demands placed on men's responsibilities may also increase, men typically have greater access to external assistance, and studies show that women frequently assist men in rebuilding homes,

rehabilitating fields, and re-initiating men's livelihoods (Ariyabandu & Wickramasinghe, 2003).

**Box 9: Gendered division of labor and women's workloads in Bangladesh**

The gendered division of labor can be extremely strong in many cultures. Social norms often ban men from participating in women's work. In the flood prone country of Bangladesh, "work such as carrying water, cooking, caring for children and animals became so difficult for women during flood conditions that their lives were at risk...often there was no alternative, because there were no men around to help, and even if there were, they did not assist with women's work."

Source: Nasreen, 2000, cited in Ariyabandu & Wickramasinghe, 2003

In spite of overburdened workloads, women have still participated and led highly successful community recovery projects. Yet, impact evaluations show that increased household responsibilities consistently impede women from taking a larger role in disaster recovery initiatives. The All India Disaster Management Institute's (AIDMI) action research project in the district of Surendranagar, illustrates how the overburdening workloads of poor women in rural Gujarat were exacerbated following the 2001 earthquake. The study can be accessed at:

*"We Want Work": Rural Women in the Gujarat Drought and Earthquake*  
<http://www.colorado.edu/hazards/research/qr/qr135/qr135.html>

**Sub issue 1: Develop women's capacity to be recovery leaders**

Managing increased workloads at home (often with little assistance from men), tending to the recovery of community services, taking on increased productive responsibilities to provide or supplement family incomes, and often working alongside men to rebuild or rehabilitate key assets, women are often unable to stretch out their available time any further.

When recovery planners have recognized the 'less visible,' yet essential, contributions that women make to family and community recovery, and provided the means to more effectively address their recovery concerns, women have:

1. Exhibited leadership and motivation,
2. Taken on non-traditional roles that have challenged stereotypes, and
3. Expanded their leadership to larger and broader community recovery initiatives (See Cases 10 and 11 for examples of leadership expansion in Kenya and India).

### Case 10: Pastoralist women reduce drought risk in Kenya

The Maasai, are pastoralists of East Africa, where the recurrence of droughts is delivering a serious blow to the region. Scientists blame the massive clearance of forests as well as the emission of carbon gasses into the atmosphere as causes of the droughts. The Maasai have lived and coped here for centuries, but the new weather patterns are threatening their way of life. In recent decades, seasonal patterns have become unpredictable and rainfall levels have become lower. When a little rain does fall, there is no way to catch and store it.

As traditional cattle herders, the Maasai have found themselves leaving their homes for months at a time in search of pastures and water for their animals. In most cases this means vulnerable women, children and the elderly are left behind to fend for themselves in the villages. Women in particular face the challenge of fetching the scarce water for the household's use. In some cases they are forced to walk for over ten kilometres in search of water. When droughts worsen and springs dry up, some are forced to return home empty-handed.

Nevertheless, in the face of the crisis, some Maasai people have devised measures to lessen the impact of the droughts. The women of Kajiado, for instance, have taken the lead by constructing cement water tanks for their households. They collect rain water from their iron-sheet roofed houses and store it in the tanks. The project is being spearheaded by the United Nations Environment Programme and the Regional Land Management Unit of the World Agro-forestry Centre. The organisations are providing equipment and training for the women.

To date, over 200 tanks have been constructed under the initiative. The women are also involved in digging mini reservoirs or 'earth-pans' to collect run-off water from sloping land. This in turn is used for irrigation purposes to water their crop and vegetable fields. "It's time to determine our own destiny...We are fed up with scorching temperatures and spending entire days searching for water," says Luise Mwoiko, chair of the Mataanobo Women's Group.

The women's initiative cooperates to construct water tanks from one homestead to another. And they are proud of their work, as Mwoiko makes clear. "We never bother our men to climb up the tanks and make the final touches. We do it ourselves." Though she adds that the women's husbands assist financially in their projects.

Members hope their projects will ensure that the Maasai will no longer require food aid from outside their community. Pointing to her secure reservoir of water, a milk cow and thriving business in vegetable sales, Lasoi felt confident of their future. The women of Kajiado have also begun a tree-planting project to encourage the Maasai to adopt a more settled communal way of life as arable farmers. They have made it compulsory for every household to plant at least a hundred trees.

Source: Maasai women tackle drought. Retrieved from <http://www.panos.org.uk/?lid=23018>

- Lesson 1:** Provided the opportunity and the technical and financial support, the Maasai women have taken on initiatives otherwise dominated by men. In so doing, the women have lightened their workload while simultaneously strengthening the community's resilience to future droughts.
- Lesson 2:** Realizing their capacity to improve their community's situation, the Maasai women have been inspired to take on further initiatives that reduce their drought risk.
- Lesson 3:** Recognizing the expertise of women and empowering them to improve and expand their role of managing community water needs has helped women to realize that their potential exceeds their socially-defined roles.
- Lesson 4:** Taking on a non-traditional role, and doing it well, these women have shifted the gender balance within their communities.
- Lesson 5:** Developing and strengthening women's capacities provides for more effective hazard mitigation in future and for increased coping capacity in the event of disaster.
- Lesson 6:** Disaster recovery planners can draw on women trained in this way as partners in developing, implementing and evaluating recovery plans, projects and programs.

### ***Sub-issue 2: Engaging with and supporting women's collectives***

Experiences throughout the global South (or the developing world) illustrate the many invaluable contributions women have made when their recovery concerns are addressed and their collective agency is recognized and supported. It is now well accepted that disaster recovery and rehabilitation provide good opportunities for women to play public roles even in traditional societies. Unfortunately, the collective agency of women is poorly understood. Women's groups, organizations and networks are rarely understood as "stakeholders" in government recovery initiatives. An action research project, initiated by the Huairou Commission and engaging 1181 local stakeholders reported that women's organizations are consistently excluded from disaster management initiatives (Huairou Commission, 2009). For more on this study, see:

*Women's Views from the Frontline*

<http://www.disasterwatch.net/resources/WomensViewsFromtheFrontline.pdf>

Building on the known capacities and areas of achievement of women's organizations is an important first step. Questions such as "*How have women organized development issues or crisis management in the context of armed conflict or HIV/AIDS?*"; "*How are they working in a disaster-prone region to mitigate hazards or to prepare to meet the*

*challenges of flood or earthquake?”; and “What is the history of this group of women in past disasters?”, can help recovery planners identify and engage women’s formal or informal organizations in recovery initiatives. Women who are knowledgeable about the informal activities of women working together at the local level are invaluable partners for disaster recovery planners.*

The government of India has capitalized on the broad reach and strong leadership of women’s organizations following the earthquakes in Latur and Gujarat and the East Indian tsunami. Case 11 illustrates how women provided the leadership needed to make a government-initiated house-strengthening program successful.

**Case 11: Women driving recovery in India**

In the aftermath of the 1993 Latur earthquake in India, which left 8,000 dead and over 200,000 houses seriously damaged, the government launched the Repair and Strengthening Program (R&S) - a homeowner-driven, self-help initiative to repair and strengthen damaged houses. In late 1994, the state government appointed Swayam Shikshan Prayog (SSP) as its consultant to ensure community participation in the program in 300 villages. Through interviews, village mapping, and the use of rapid-appraisal techniques, SSP identified two major obstacles to the program’s success:

1. The government had no common view on how to implement the program and what roles should be played by government officials.
2. Village officials and homeowners lacked not only basic information but also opportunities to discuss and evaluate what was happening.

To address the first issue, SSP trained government officials to disseminate information and facilitate bureaucratic processes (such as entitlement and procurement).

To address the second issue, SSP revived the government established women’s groups (Mahila Mandals) as community agents for involving households in the R&S Program. Meetings were organized with 500 women’s groups throughout the two affected districts. The women’s groups decided to nominate members to work as official village communication teams called Samvad Sahayaks. Accountable to homeowners and community groups, more than 1,000 village women received hands-on leadership training and training on basic hazard resistant construction techniques enabling them to:

- Ensure people knew how to access and use their entitlements and were able to supervise the use of earthquake-safe features in construction and make use of appropriate technology and local resources;
- Involve women in planning and designing their houses;
- Interact with government agencies on behalf of their communities; and
- Map and survey households in their villages to create clear picture of situations

in the villages and of the needs of their constituents.

The groups held informal meetings in village lanes to bring women (especially those from poor and lower-caste families) out of their homes to discuss their concerns about the R&S process. They also used biweekly village council meetings and assemblies to share information about aid to homeowners and program progress and to register how water and transportation shortages and similar problems were blocking house repairs. When confronting hostility or corruption, teams of women would approach households or officials and speak directly.

As women's intention to improve the situation became clear and officials were forced to act, resistance lessened, and cooperation grew. Masons and engineers became open to adapting the design of houses to include features that women householders considered priorities. As villagers experienced being engaged as homeowners and partners (rather than as victims or beneficiaries of aid), they became more active, donating labor, buying materials with their own funds, and advancing payment to hire masons and laborers.

"Leading villages" were established to demonstrate and implement the safest, most user-friendly construction methods. With the support of the samvad sahayaks, groups of homeowners began to build houses collectively, sharing costs and designs and jointly dealing with the engineers and supervision of masons and other laborers. In several villages, women's groups set up committees for accessing water, purchasing materials, supervising construction, and managing cash flow (including handling the documentation required to expedite government payments) and even persuaded local officials to attend village assemblies to share information and make decisions together with affected families.

The dramatic increase in women's participation in decision-making produced many benefits. Women set an example of good governance by publicly displaying progress charts, reviewing the goals and outcomes of meetings, and convening public dialogues between bureaucrats and affected homeowners. Officials' became responsive and proactive in addressing problems and complaints, and they trusted women's information. Community support for women's greater participation strengthened women's political identity and some stood for local elections, in order to advance the community development they had started.

Since the earthquake rehabilitation program officially came to a close, the women's groups have sustained a high degree of activism in local development projects and in local governance.

Source: Women's Participation in Disaster Relief and Recovery. Retrieved from <http://www.disasterwatch.net/Brief/Seeds2005final.pdf>



A wealth of lessons can be learned from the Maharashtra women and their role in facilitating an innovative approach to reconstruction in the housing sector:

**Lesson 1:** In cultures where women traditionally take on community management roles, providing them with the space, resources and authority to develop and manage government-funded recovery initiatives, not only improves outcomes, but can greatly enhance government credibility.

**Lesson 2:** When provided the opportunity and support, women as a collective can quickly ascertain the social complexities that influence the process and outcomes of recovery initiatives and provide valuable input for planning and implementation.

**Lesson 3:** The strong social networks formed amongst women can serve to quickly disseminate information, raise awareness, and train large numbers of people.

**Lesson 4:** When women are engaged in the design of services that benefit the community, and convinced of the benefits, their leadership skills can provide strong motivation for greater community cooperation, even overcoming common gender stereotypes.

**Lesson 5:** Identifying and strengthening existing institutions (the Mahila Mandals) facilitates recovery from within communities, avoiding many of the obstacles and irrelevant outcomes faced by externally driven initiatives.

**Lesson 6:** Supporting and developing the capacity of existing institutions in recovery, can lead to their continued leadership in longer term development.

**Lesson 7:** In the Maharashtra R&S program, women ensured that neither women nor men were excluded from receiving information, assistance, advocacy support, or the overall program benefits.

Further information and additional examples can be found at:

*Swayam Shikshan Prayog Resources*

<http://www.sspindia.org/resources.htm>

*Swayam Shikshan Prayog Best Practices*

<http://www.sspindia.org/best.htm>

*Disaster Watch*

<http://www.disasterwatch.net/>

### ***Sub Issue 3: Rebuilding Community Spaces***

Another means of engaging women in recovery efforts, applied in Turkey and Indonesia, is by rebuilding women's community gathering spaces. In many communities, physical spaces exist, where women meet to discuss and address issues pertaining to common responsibilities and concerns. In some instances, these spaces are formally-identified; in

many, they are informal locations (e.g. markets, wells, or child care centers) where women tend to meet while carrying out regular activities. Providing such spaces enables women to collectively identify common recovery issues, potential solutions, and the means to carry them out.

**Case 12: Rebuilding women’s meeting halls in Indonesia**

Almost 400 women from 21 districts gathered for the *All Acehese Women Congress* to help assess and identify critical issues for the area’s reconstruction and determined their most urgent needs. The Aceh Women’s Council presented these recommendations to the President of Indonesia for incorporation in the “Blueprint” for recovery, which was welcomed by the Aceh Reconstruction Agency (BRR) and is still being used today as reference for many gender equality advocates and women’s organizations in the area.

One specific recommendation by the Congress was to reconstruct and revitalize the Balai Inong, or women’s houses, at the community level. In Acehese villages and kampongs there is traditionally a gathering place, a balai, providing space for the community to come together to discuss issues, make decisions and socialize. Balai Inong is the traditional ‘women’s house’, serving the same function but providing also a safe, culturally approved public space for women to come together, develop group activities, or simply offer support to one another. UNIFEM responded by working with its partners to help establish three Balai Inong in the Meuraxa sub-district in Banda Aceh. Capitalizing on the opportunity for women to be directly involved in the development of Aceh, the construction process was managed and monitored by women—those who would use the Balai Inong in the future—who designed, oversaw construction, and continue to manage the Balai Inong, with UNIFEM providing only technical assistance and training.

Source: 3rd Global Congress of Women in Politics and Governance. Retrieved from <http://www.capwip.org/edited%20P%20R%20O%20C%20E%20E%20D%20I%20N%20G%20S%20sent%20to%20Lea%20from%20Lucy.pdf>

**Lesson 1:** The rehabilitation of such spaces not only helps to rebuild important social infrastructure but strengthens women’s own mechanisms for addressing and resolving community welfare issues.

**Lesson 2:** Such spaces can serve as important entry points for assistance providers to identify community-defined recovery needs and link available assistance with existing community capacity.

**Lesson 3:** Women’s spaces are critical for women to come together and identify shared issues, provided they meet such immediate needs as child care and safety.

**Lesson 4:** Women’s spaces also enable resource sharing and provide a platform for coordinated action.

***Sub Issue 4: Creating gender-specific communication forums***

In addition to physical meeting spaces, other forums exist by which people can gain access to valuable information, exchange ideas, and organize themselves to address key recovery issues which affect their lives. Radio, television, and the internet are all media that can facilitate a better flow of information between and amongst affected populations as well as assistance providers, such as governments and NGOs.

However, documented cases in South Africa and elsewhere indicate that community radio is not universally available or used by women. In 1991, for instance, many Bangladeshi women were unaware of impending floods as the warning was transmitted via radio, a medium unused by women in the area (UNEP, 1997). Another study noted that women farmers, in South Africa preferred that seasonal climate forecast information be made available through the extension officer or school, rather than the radio (UNISDR, 2003).

Therefore Disaster risk communication must be grounded in the value of knowledge exchange, not information dissemination. This necessitates posing questions such as:

*“How are women using media currently in this region?” and “How can important recovery and risk reduction information be integrated into these communication networks?”*

This also means seeking out ways to access the knowledge of local women about hazards, disasters and disaster recovery, for example by engaging directly with women elders.

**Case 13: Women exchanging ideas through community radio in Indonesia**

The Aceh Nias Reconstruction Radio Network (ARRNET) is a community radio network designed to give communities access to information about the post-tsunami reconstruction and rehabilitation efforts. The network consists of 20 community radio stations in various Aceh regions. Community radios which were integrated in ARRNET were directed to become bull horns for the people’s voice in their post-disaster recovery. Sukma FM, a station in Aceh Besar collaborated with an Indonesian organization called PEKKA to run an interactive talk show that discusses reconstruction issues relevant to the particular needs of single women and widows heading households. The talk show is developed, managed, and hosted by women headed household groups.

The program not only provides listeners with valuable information on available assistance, but creates a forum in which listeners share knowledge on issues that concern them, such as reproductive health and education as well as livelihood-related topics like animal husbandry and home industries. Many participants have noted that for the first time they have a public platform to discuss their ideas; an important step towards empowerment. PEKKA has also taken advantage of the listening base to provide capacity building programming aimed at accelerating the restoration of women’s livelihoods.

Sources: World Bank. Retrieved from

<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/EASTASIAPACIFICEXT/INDONESIAEXTN/0,,contentMDK:21139926~menuPK:224605~pagePK:2865066~piPK:2865079~theSitePK:226309,00.html>

PEKKA website. Retrieved from <http://www.pekka.or.id/8/>

**Lesson 1:** For initiatives such as this to work, it is imperative that the communication forum chosen is one already widely used by the intended audience.

**Lesson 2:** Hiring members of the intended audience to design and manage the programming can ensure that the content proves relevant and engaging.

**Lesson 3:** The opportunity for public expression can be an effective tool to encourage collective organization to advocate for and address common concerns overlooked in recovery efforts.

**Lesson 4:** Understanding how women use conventional and nontraditional communication media is a vital first step to reaching them with critical information about disaster relief and disaster recovery.

**Lesson 5:** Men often use media differently so it is important to understand and capitalize on their preferred mode of communication as well. It is also important to learn who controls media, for example community radio networks.

**Lesson 6:** The timing of telecast of such programmes on radio or television should be such that women are relatively free from their gendered roles and responsibilities to listen to these programmes. A prior survey before the telecast can provide valuable insights into this.

A similar initiative in Latin America is the Feminist International Radio Endeavor (FIRE). After Hurricane Stan hit Guatemala, FIRE used their radio broadcasts to raise funds and increase awareness among women about “natural” disasters. For further information on FIRE’s work in Guatemala, please see the following website:

*Feminist International Radio Endeavor*

[http://www.radiofeminista.net/oct05/camp\\_quate/camp\\_quate-ina.htm](http://www.radiofeminista.net/oct05/camp_quate/camp_quate-ina.htm)

For further information on gender responsive communication, please see:

*Gender Note # 5 Women, Gender & Disaster Risk Communication. Gender and Disaster Network*

[http://www.gdnonline.org/resources/GDN\\_GenderNote5\\_RiskCommunication.pdf](http://www.gdnonline.org/resources/GDN_GenderNote5_RiskCommunication.pdf)

***Sub Issue 5: Developing the capacity of local women leaders***

Women leaders exist in every community, whether they hold formalized leadership positions or not. It is often in the difficult period following a disaster - when demands override social norms - that the leadership capacity of many women is fully realized. In many cases, where strict gender roles have limited opportunities for women to take on such roles prior to a disaster, women have even surprised themselves. Building the capacity of these leaders, not only expands the role they can play in facilitating recovery, but can create longer term change in gender equality.

One of the more prolific international associations that work to develop women's leadership capacity is GROOTS, the Grassroots Organizations Operating Together in Sisterhood. GROOTS is a flexible network of organizations linking leaders and groups in poor rural and urban areas around the world to nurture relationships of mutual support and solidarity among women engaged in redeveloping their communities (GROOTS, 2010). One of the key activities facilitated by the network is the learning exchange in which grassroots women leaders come together to share their experiences of rebuilding more disaster resilient communities. Case 14 illustrates a GROOTS-supported exchange between women of Turkey and Indonesia following the 2006 Yogyakarta earthquake.

**Case 14: Developing Grassroots Women Trainers on Disaster Recovery and Resilience Building, Indonesia**

After the May 2006 Yogyakarta earthquake on Java Island in Indonesia, grassroots women played an active role alongside men to organize their communities in the absence of external support. The women ran temporary shelters, community kitchens and distributed aid sometimes for as long as two months before receiving external assistance. Women also played a role in managing the inflow of external aid. When material assistance provided was irrelevant to the community needs, the women either graciously refused the materials or ensured that they were returned, so as to benefit others.

For most of the women involved, it was the first time they participated in decision making and took public leadership roles. This formed the basis for subsequent efforts by a local NGO called UPLINK (Urban Poor Link), with support from the GROOTS international network of grassroots women's organizations, to 1) sustain women's participation in disaster-related decision making and to 2) strengthen and transfer effective resilience building practices through women.

The initiative commenced in 10 villages in Yogyakarta Province, with a capacity-building workshop. A key feature of the workshop was the presence of grassroots women leaders from other disaster prone areas. These women who had led disaster recovery initiatives in their own regions were invited to share their experiences and knowledge, while learning from the work of the women of Yogyakarta. Amongst the attendees were Acehese women who had led efforts following the 2004 tsunami to supervise the safe construction of housing, promote composting and improve craftsmanship for enhanced

income. Also attending, were Turkish women leaders who had organized themselves, during the 1999 Marmara earthquake, to address practical community needs (pre-school education, livelihood, housing, and credit availability) and have sustained, over the last eight years, their leadership and involvement in community development decision making.

Following several days of fruitful exchange, the Yogyakarta women, recognizing their own potential, identified areas in which they could develop skills and knowledge in order to:

- Offer assistance to other disaster-prone communities and women's groups across the country;
- Organize themselves to work on development issues; and
- Participate in local development-related decision making.

The women created individual learning plans - in which they charted out the kind of training they needed to strengthen their leadership and training skills to meet their identified objectives. The learning areas specified included:

- Equitable distribution of aid
- Support of women in decision-making
- Leadership development
- Housing repair
- Psychosocial care and counseling
- Creation of safe spaces for children in the relief to recovery transition
- Management of community kitchens (throughout the housing reconstruction phase)

These learning plans were then used to develop "training of trainers" curricula. Over the following months, UPLINK ran training-of-trainers workshops to strengthen the women's leadership and build their capacities to analyze and transfer their disaster response strategies.

In a society with severe constraints on women's participation in public decision making, the post disaster relief and recovery processes have been a rare opportunity for women in Yogyakarta to step into new public roles and get involved in community decision making.

Source: UNISDR Gender perspective: Working together for disaster risk reduction. Retrieved from [http://www.unisdr.org/eng/about\\_isdr/isdr-publications/09-gender-good-practices/gender-good-practices.pdf](http://www.unisdr.org/eng/about_isdr/isdr-publications/09-gender-good-practices/gender-good-practices.pdf)

**Lesson 1:** Peer learning is a proven strategy for engaging women in disaster response and recovery, but takes sustained support to scale up and institutionalize the “lessons learned” in one context or nation.

**Lesson 2:** Women play a critical, although often unrecognized, role in recovery. The women of Yogyakarta demonstrated their capacity to organize communities, manage collective resources and analyze the appropriateness of external aid reaching their communities. The work done by the women dispels any myths that women are incapable of taking on leadership positions in the face of catastrophes.

**Lesson 3:** Disasters often create a window of opportunity, in which larger-scale change becomes more socially acceptable. UPLINK took advantage of this window to build upon the leadership that women demonstrated in the immediate aftermath of the earthquake.

**Lesson 4:** By acknowledging the contributions of the Yogyakarta women and linking them as equals with recognized women leaders, the initiative has the potential to strengthen their self-confidence and will to take on an even greater leadership role in local disaster management.

**Lesson 5:** By helping grassroots leaders become trainers, the initiative seeks to scale up women’s participation in disaster recovery by empowering a greater number of women to take on leadership roles in their communities.

**Lesson 6:** The initiative addresses both practical community resilience-building as well as strategic gender issues.

**Lesson 7:** Grassroots women’s groups are the strategic entry point for engaging with women and must be materially supported to avoid exploitation or overburdening women post-disaster.

**NOTE:** Strong recovery initiatives require the skills, knowledge and contributions of both men and women. While targeted initiatives to engage women are needed, targeting that excludes men from engaging in issues that concern them may only exacerbate imbalanced gender relationships.

For more information on engaging women in recovery initiatives, please see:

*Tsunami, Gender and Recovery, AIDMI*

[http://www.alnap.org/pool/files/aidmi\\_tsunami\\_gender\\_recovery\\_oct\\_2005.pdf](http://www.alnap.org/pool/files/aidmi_tsunami_gender_recovery_oct_2005.pdf)

*Centering Women in Reconstruction and Governance, Sustainable Cities*

[http://sustainablecities.net/docman-resources/doc\\_download/115-sri-lanka-cwrg-final-report](http://sustainablecities.net/docman-resources/doc_download/115-sri-lanka-cwrg-final-report)

*Grassroots Women’s Initiatives in Reconstruction and Governance, GROOTS*

## GUIDANCE NOTE ON RECOVERY: GENDER

[www.disasterwatch.net/resources/Slankaexchange-report-08-2008.pdf](http://www.disasterwatch.net/resources/Slankaexchange-report-08-2008.pdf)

*Grassroots Women's Collectives – Roles in post – disaster effort: potential for sustainable partnership and good governance, Akcar, Sengul*

[http://www.un.org/womenwatch/daw/csw/env\\_manage/documents/EP11-2001Nov07.pdf](http://www.un.org/womenwatch/daw/csw/env_manage/documents/EP11-2001Nov07.pdf)

*Empowering Grassroots Women to Build Resilient Communities. Huairou Commission*

[http://www.huairou.org/assets/download/FINAL\\_REPORT\\_Academy\\_Cebu\\_City.pdf](http://www.huairou.org/assets/download/FINAL_REPORT_Academy_Cebu_City.pdf)

*Making Risky Environments Safer. UN-DAW*

<http://www.un.org/womenwatch/daw/public/Feb05.pdf>

*Responding to Earthquakes: People's Participation in Reconstruction and Rehabilitation. Gopalan, Prema*

[http://www.un.org/womenwatch/daw/csw/env\\_manage/documents/OP3-2001Oct.pdf](http://www.un.org/womenwatch/daw/csw/env_manage/documents/OP3-2001Oct.pdf)



## **Issue 4: Facilitating the economic recovery of men and women**

Meeting the long term recovery needs of individuals, families, and in turn, communities, requires careful attention to the various activities that contribute to the household economy. Throughout the world, cultures predominately assign the role of “provider” to men, yet in reality, women increasingly share or fulfill the responsibility of providing critical resources for the family’s sustenance and growth, in addition to the many domestic responsibilities they maintain.

- Unmarried women, daughters, divorcees, and widows work to support themselves and their families.
- Married or partnered women take on paid work to supplement family incomes.
- Women provide the sole household income when men are unable to earn or do not provide economically for their dependents or when injuries or other factors incapacitate them.
- Women may have increased need for income when men migrate for work and cannot or do not send back remittances sufficient to meet the post-disaster needs of their families.

ILO labor statistics indicate that as of 2009, between 60 and 66% of women, both in less and more developed countries, are economically active (ILO LABORSTA, 2010). After a disaster, the resource strain on families makes women’s productive activities ever more crucial, particularly when women are the primary or sole income-earners. This results in an even greater number of women in need of income-generating work.

In spite of this evidence, social perceptions of the workforce still shape recovery policies, processes, and interventions. This frequently leaves women with little or no assistance to secure or rebuild livelihoods vital to the family’s sustenance and growth. In many cases, recovery efforts even exacerbate the already difficult conditions in which women strive to provide for their families. Three common reasons for this failure to recognize the economic responsibilities of women and provide relevant assistance are:

- Lack of knowledge about the gender division of labour and hence about economic impacts and needs through the eyes of women and/or men;
- Inattention to repair, reconstruction or relocation of homes and homesteads through which home-based workers, predominantly a female group, earn much-needed income;
- Greater opportunities for men in reconstruction work means fewer income earning opportunities for women.

***Sub Issue 1: Lack of attention to the gendered division of labor:***

A substantial focus on formal sector and more visibly impacted livelihoods has dominated much of the livelihood recovery approaches of recent disasters. Poor attention to the informal and small-agricultural sectors, which make up the largest work force in the most disaster prone countries, appears to be a major gap in recovery planning. This omission, affecting both men and women, has a particularly severe impact on women who are over-represented in both sectors (IDRC, 2010).

*A lack of gender equality within Gujarati society added to reconstruction complications. While their work remains largely socially invisible, the income women generate through informal jobs and agriculture is crucial to the survival of low income families. The earthquake damaged the resources upon which many such women's livelihoods depended, such as gum and salt farming. However, little compensation was available. Combined with the costs of rebuilding their homes and communities, this resource and livelihood loss increased short-term insecurity and long-term vulnerability (Brown et al, 2006, p. 20).*

According to the Tsunami Evaluation Commission's final report on the recoveries of Indonesia, Sri Lanka, and The Maldives, "livelihood interventions have focused heavily on asset replacement in the fisheries sector, while other occupations, particularly those in which women predominate, have received substantially less attention" (Brussel et al, 2009). After the tsunami, inadequate market analysis usually led to large investments in new fishing boats, while overlooking the losses and needs of those responsible for processing, transporting, and selling the fish. In many of the affected areas, women fulfilled these roles.

**Box 10: Overlooked livelihoods of women in government assistance**

Raniyammal was married to Kesavan of Kilinjalmadu and has four daughters and two sons. Kesavan is slightly disabled and runs a tailor shop. "When the family started growing and the income from the tailor shop did not suffice, I started the business. My family did not accept it. But I used to buy fish from the shore without the knowledge of my family and put it for drying on the shore. Later, I'd sell it".

The clandestine business grew until Raniyammal became one of the largest dry fish vendors in the district and was able to bring her family out of poverty. Raniyammal gathered all her savings and with some loans purchased a boat for her son. In rough seas the boat capsized and although it was recovered, the additional costs to repair the boat placed her further in debt. The death of her father who managed the boat with her son resulted in huge business losses. Ten years later she is still paying back her loans.

While trying to subsequently rebuild her dried fish business, the tsunami struck, sweeping away all of Raniyammal's stock, worth over 30000 rupees. While the government and aid agencies focused on replacing boats, they failed to recognize the critical livelihoods of the women who processed, transported and sold the fish.

Raniyammal, along with other small business women, received no assistance. With the help of the well established local women's federation, pressure was placed on the local government to provide Raniyammal and others with some form of compensation. Although the government finally did concede, the compensation was only a 1/10<sup>th</sup> of Raniyammal's losses.

Source: Voices of the Marginalised: A success story of Karaikal Federation, SNEHA Nagapattinam

The invisibility of women's "unpaid" responsibilities within the household and community creates a significant additional challenge for women attempting to secure income in the post disaster environment. Increased workloads under more stressful conditions can greatly limit their available time and physical mobility to pursue paid work opportunities.

***Sub Issue 2: Gender bias in paid reconstruction work***

Physical reconstruction following a disaster generally takes priority in recovery operations. The rebuilding of homes, schools, hospitals and other infrastructure provide important income-earning opportunities for men, yet often fail to generate similar opportunities for women.

- Men tend to dominate the necessary skilled trades, such as carpentry, masonry, and electrical, and unless women are actively recruited, they rarely benefit from the higher wages these positions offer.
- When women, experienced or trained in the relevant trades, do participate, they may do so in conflict with gender divisions of labor. Women targeted training programs in skills such as masonry are becoming more popular and providing new and better opportunities for women. However, reports convey that many of these women still receive lower wages, and must work harder to receive recognition (Pincha, 2007).
- Women do frequently make up a large percentage of the unskilled labor force in reconstruction projects, yet the menial wages paid for such physically demanding work are rarely adequate to meet their economic needs (Ibid).

At the core of the problem lies 1) the unchallenged assumption that men are, or should be, the primary or sole income earners within the family, and 2) the lack of women's participation in decision-making. Without the benefit of sex- specific data to reveal the growing presence of women in the workforce, recovery actors rely on generalizations about men's and women's division of labor. These generalizations, most often place women in reproductive and community service roles, while assuming men take on all or most of the family's productive responsibilities. Yet the lack of data only partially contributes to the problem. Without the participation of women in decision-making, the advocacy and political will required to change entrenched perceptions and practices remains insufficient.

***Sub Issue 3: Strengthening existing income-earning activities***

One means of improving the economic recovery of women in the informal sector is through the development of federations or cooperatives. Cooperatives allow members the opportunity to exchange valuable information and practices, collectively own and share essential productive assets, access financial services otherwise unavailable to individuals, and identify new markets (see Case 15). The organizations may also provide members with the collective strength to negotiate with external organizations, interact with larger market forces, and advocate for change in policies, institutions and processes to strengthen their earning potential.

Governments are well-positioned to shape financial recovery programmes such as “food for work’ or “cash for work’ and ensure that these benefit women and men equally, with equal opportunity and equal remuneration. NGOs and external aid agencies can be encouraged and supported in efforts to provide nontraditional skills training in the wake of disasters, offering new opportunities to women and men, boys and girls.

**Case 15: Building upon women’s traditional livelihoods in Sri Lanka**

Sri Lanka is the world’s largest supplier of coir, or coconut fiber, which is used to make rope and twine, doormats, brooms, geo-textiles to stop soil erosion, and other items for the domestic and export markets. Because producing coir yarn requires little capital investment, it is accessible to the country’s poorest workers. Women make up 75 percent of the workforce, and 95 percent of those work from home, using methods unchanged over generations: after soaking coconut husks in water for months, the women clean the softened fibers and then spin them—either by hand or using a manual spinning wheel operated by three people—into a rough twine that is used as rope or converted into a variety of products.

The 2004 tsunami hit the industry hard, wiping out coconut palm trees, spinning equipment, coir mills, and soaking pits. Oxfam intervened immediately to help the women restore their incomes by supporting local mills, shipping in coconuts from areas less affected by the tsunami, and offering the women wages for restoring their coir pits.

While the short-term interventions were underway, the National Institute of Business Management carried out a market chain analysis to learn how the spinners could eventually increase their profits. NIBM researchers determined that if the women could improve the quality and consistency of their yarn, they could take advantage of growing international interest in natural, renewable products. They suggested that the women learn to manufacture value-added products like doormats, brooms, and planters, which they could sell at higher prices than simple twine. And they proposed creating a worker-controlled company that would represent the interests of village-level coir spinners and improve their leverage in the marketplace.

Based on this analysis, Oxfam staff worked with the communities on all fronts: helping the women organize self-help groups and later an umbrella federation, providing

training on how to create value-added products and run small businesses, and developing and distributing mechanized equipment to help the women boost their production and ensure greater consistency in their products. The results have been dramatic: the women have doubled or tripled their pre-tsunami incomes. And they report that they are thinking and working like businesswomen—saving, reinvesting, and making plans to tailor their products to the markets. “We are mindful that if we make the correct product with the correct design and quality, then we can have good opportunities in the market,” says S. H. Namali Jayanthi, a coir worker from Lunukalapuwa. “If there is a drop in the market for some product, we can produce another.” And as their role as breadwinners has grown, so has their confidence in themselves and their standing in the community. “We used to stay in our houses and not come out and get involved in [community] work,” says M. M. Somalatha, also from Lunukalapuwa. “Now we don’t have that fear. We discuss issues in this community and try to solve them in our role as women leaders.”

Source: Oxfam International, *Improving Livelihoods After Disasters*, Accessed at <http://www.oxfamamerica.org/publications/improving-livelihoods-after-disasters>

**Lesson 1:** By building on women’s pre-existing productive activities, this initiative has avoided overburdening women with unsustainable demands on their time while still increasing their income-earning potential.

**Lesson 2:** Strengthening their technical and business skills of informal sector women and developing their leadership and organizational capacity has not only enabled women to meet their economic recovery needs but provided them with additional assets and, in some cases, a newfound confidence, to collectively identify and address issues facing their communities.

**Lesson 3:** External disaster actors can and should partner with existing women’s coops, unions and worker associations to plan effective long-term recovery strategies meeting the needs of women as well as men.

**Lesson 4:** Economic empowerment can be used as a platform for initiating the process of social empowerment of women as well.

#### ***Sub Issue 4: Provide gender equitable financial services***

Low-income women can face significant obstacles to reinitiating former income-generating activities. This is particularly challenging when social norms limit their ownership of valuable family assets. Frequently, livelihood compensation schemes overlook their asset losses, as many rarely accumulate large quantities of capital and the natural resources, upon which many rely, may be unavailable due to disaster damages (such as arable land). Further, many times women’s jewelry, livestock and other assets must be sold as a survival strategy in the wake of disaster. This loss of productive assets

also impedes many from accessing loans and other financial services from all but informal moneylenders charging exorbitant interest rates.

Realizing this vicious cycle that traps low income women and other economically vulnerable populations, many micro finance institutions have developed tailored financial services to help women recommence their livelihood activities. These services include loans made to women's self help groups, as well as savings accounts. On average, women have demonstrated extremely high repayment rates, making them ideal MFI clients. In some cases, MFIs and organizations have taken their services one step further, offering micro-insurance packages to reduce women's economic vulnerability to further disasters.

### Case 16: Women's disaster insurance through microfinance

SEWA, the Self Employed Women's Association has taken on an innovative approach to providing insurance, following the Gujarat Earthquake of 2001.

SEWA, through its large network of members throughout the region, set up village development committees. One of SEWA's goals was to provide small loans to the poorest village women. This has enabled them to diversify their livelihood base, gain regular income and enhance their ability to manage risk. To reduce their vulnerability to future shocks, SEWA provides an integrated microfinance package that includes micro-insurance. Realizing both the need for insurance and for an effective intermediary between insurance companies and the poor, SEWA established SEWA Insurance, an intermediary for formal insurance companies. This innovative product offers life, health and asset insurance within one policy.

SEWA is promoting this product through an integrated approach that combines savings, credit and insurance. The poorest often even have difficulty paying the minimal 100 Rs. premium for an individual policy in a lump sum; therefore members can save for their insurance premium through small monthly installments. At the end of the year when the policy is due for renewal or when new policies are to be purchased the full premium amount is withdrawn from the account and members who were not able to contribute the full amount are still insured with the balance of their premium treated as a loan.

By linking insurance with savings these women are provided insurance for the first time. As the microfinance package is managed by the village development committees, information and enforcement problems are reduced as members enter into multiple and repeated relationships with each other and SEWA. The experience of SEWA has shown that microfinance can significantly reduce the vulnerability of the poor in hazard-prone areas particularly when coupled with institution building and training.

Excerpts from: The Experiences of SEWA accessed at [http://www.unisdr.org/eng/public\\_aware/world\\_camp/2005/docs/case-study-4-Microfinance-and-Disaster-Mitigation-sewa.pdf](http://www.unisdr.org/eng/public_aware/world_camp/2005/docs/case-study-4-Microfinance-and-Disaster-Mitigation-sewa.pdf)

**Lesson 1:** With sufficient will, innovative financial services can be developed to reduce the vulnerability of some of the poorest and most marginalized populations.

**Lesson 2:** Through its extensive network of women workers who lived in the affected communities and had benefited from SEWA financial services in the past, SEWA already had “staff” on hand. Therefore it was able to quickly and effectively identify those in greatest need, and provide relevant assistance.

**Lesson 3:** Since the financial service was managed by fellow women within the communities (SEWA members), the beneficiaries could easily access needed information.

**Lesson 4:** The legacy of trust between low income women and local women’s organizations working toward economic empowerment is a vital foundation for expanding disaster-targeted risk pooling such as insurance for women operating small home-based enterprises.

**Lesson 5:** Linking livelihood of women with insurance can be a vital tool not only mitigation of disasters but also as a cushion for recovery from a disaster.

For further information on gender and financial services please see:

*Jeevika: Innovation in Partnerships for Rural Livelihood Security. IFAD*

<http://www.ifad.org/innovation/presentations/jeevika.pdf>

*Self-Employed Women’s Association*

<http://www.sewa.org/>

For further information on gender and economic recovery please see:

*Disaster Risk Reduction: A Gender and Livelihood Perspective. InfoResources*

[www.inforesources.ch/pdf/focus09\\_2\\_e.pdf](http://www.inforesources.ch/pdf/focus09_2_e.pdf)

*Indonesia: Working paper - Women, gender and work in Nanggroe Aceh*

*Darussalam province. Vianen, Inge*

[http://ocha-qwapps1.unog.ch/rw/rwb.nsf/retrieveattachments?openagent&shortid=KHII-6XP5ME&file=Full\\_Report.pdf](http://ocha-qwapps1.unog.ch/rw/rwb.nsf/retrieveattachments?openagent&shortid=KHII-6XP5ME&file=Full_Report.pdf)

*Case Study1: Cash for Work, Flood Rehabilitation Programme, Bangladesh, 2001. Oxfam*

[http://www.alnap.org/pool/files/TLL\\_OxfamCase.pdf](http://www.alnap.org/pool/files/TLL_OxfamCase.pdf)

## **Annex 1: Guidelines for planning gender-sensitive post-disaster reconstruction**

These guidelines are empirically based, reflecting the findings of international disaster researchers, first-hand reports from field workers, and narrative accounts by disaster survivors. They have been adapted from a compilation developed the All India Disaster Management Institute.

### **LIVELIHOOD**

- ✓ Women's work is often socially invisible, but in the great majority of households around the world their life-sustaining and income-generating activities of everyday life are essential. Economic rehabilitation and reconstruction planning must target economically active women of all ages and social groups.
- ✓ Assume women are economic providers and plan accordingly; target the informal sector.
- ✓ Implement economic initiatives which reflect the economic losses of women whose work depends on sustainable natural resources, e.g., salt farmers, agricultural labourers, gum harvesters. Prioritize the restoration of economic resources vital to their recovery, e.g. water systems, salt ponds, fodder systems.
- ✓ Target self-employed artisans and home-based women workers for grants and loans to replace damaged or destroyed tools, work space, equipment, supplies, credit, capital, markets and other economic resources.
- ✓ Expand women's limited employment and work opportunities as possible in the process of redeveloping local and regional economies.
- ✓ Recognizing that women are primary resource users and managers, seek their input to identify needed changes to be implemented as assets, spaces, and systems are restored or replaced, e.g. household and community rainwater harvesting systems, fodder storage, etc.
- ✓ Monitor access to work, wages, training, and working conditions in private and public relief work projects and assess their impacts on women and girls.
- ✓ Commit to long-term monitoring of the indirect economic effects on the drought and earthquake on women's livelihoods, e.g. disrupted markets, loss of clients, forced sale of assets, involuntary migration, increasing proportion of female-headed households, secondary unemployment, etc.
- ✓ Develop gender accountability measures, e.g. percentage female in construction trade employment, numbers of disabled women trained, proportion of economic recovery grant and loan funds received by women, etc.



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- ✓ Evaluate women's ability to participate in and benefit from economic recovery packages, e.g. How mobile are women, as compared to men? Are child care centres operating? How available are alternate health care services for injured family members?
- ✓ Incorporate gender analysis into all empirical assessments. Collect or generate gender-specific data to make this possible.
- ✓ Partner with women's grassroots unions (e.g. SEWA) and governmental programs (e.g. DWCRA, Gokal Gram Federations) to avoid overlap, capitalize on local expertise, and provide support for indigenous initiatives.
- ✓ Support women's dual responsibilities as paid and family workers; work with employers to develop or strengthen "family friendly" policies for those needing time to apply for assistance, move into new housing, help injured family members, and in other ways promote family recovery.
- ✓ Extend government stipends to family caregivers as needed throughout the long-term recovery period in order to support caregivers economically and ensure continuity of care to the injured, unaccompanied children, and the disabled.

### **TEMPORARY AND PERMANENT HOUSING**

- ✓ Safe and secure shelter is vital for women as much of their daily life revolves around the household. As home-based workers, household managers, and family caregivers, women must be centrally involved in the design, siting, construction, and retrofitting of local housing and community facilities.
- ✓ As "temporary" shelter is often long-lasting, make women's safety a priority in the social organization of temporary camps, e.g. through adequate lighting, on-site security, provisions to protect privacy, etc.
- ✓ Provide space and services in temporary accommodations for the care of post-operative and newly disabled survivors and their caregivers.
- ✓ Increase housing security for women by deeding permanent housing in the name of wives and husbands equally.
- ✓ In determining priorities for occupancy of new housing, target highly vulnerable women such as single mothers, widows, below-poverty and unemployed women, socially marginalized women and others identified at the local level by knowledgeable women.
- ✓ Provide women fair access to construction-related employment. Include employment-relevant job training. Seek out women with technical qualifications for training on specific projects, e.g. as temporary engineers overseeing housing construction.

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- ✓ Contract with women-owned businesses and solicit the participation of women professionals in the construction industry and related fields.
- ✓ Partner with women's grassroots organizations (e.g. SEWA, Kutch Mahila Vikas Sanghathan, SPARC-SSP) to evaluate and monitor the process of housing reconstruction in every affected city, town, and village.
- ✓ Promote the participation of women across caste and class in decisions about community relocation, the siting of new settlements, the design of new structures, and construction of new community facilities.
- ✓ Collaborate with local women in planning housing design innovations which may reduce or simplify women's work load or otherwise improve living and working conditions for women and their families.

### **TRAINING AND EDUCATION**

- ✓ Women are significant informal and formal educators who provide vital links between households and emergency responders, and whose social networks make them effective trainers in community-based technical assistance projects. Girls in disasters are at risk of early school leaving, and many women are unable to work due to lack of child care.
- ✓ On a priority basis, restore all preschool and child care center facilities, schools, and community education programs targeting women and girls.
- ✓ Closely monitor short- and long-term effects of injury, displacement, and rehabilitation on girls' access to school; avoid relief projects not enabling school attendance.
- ✓ Monitor all disaster-related jobs programs to avoid stereotypic training which limits rather than expands women's options; offer nontraditional training to men.
- ✓ Disaster recovery information must reach all women; use a wide variety of media and all community languages to ensure that women are informed and able to contribute and share information.
- ✓ Women's social networks are a valuable resource in community disaster education. Capitalize on women's local knowledge about vulnerable people in the village or neighborhood, environmental conditions, coping strategies in past disasters, etc.
- ✓ In professional and governmental outreach projects, provide on-the-job training as needed for women to take up decision-making roles; include women with professional/technical expertise in leadership roles.
- ✓ At the community level, partner with women's organizations to recruit and train women as disaster outreach specialists with technical skills in the areas of

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livelihood reconstruction, earthquake-resistant housing, post-disaster mental health issues, special needs of children, disaster mitigation strategies, etc.

- ✓ Develop targeted disaster mitigation materials for integration into the training programs of women's grassroots, professional/technical, and advocacy organizations.
- ✓ Make disaster-related training employment relevant; increase women's capacities in nontraditional areas.

### PHYSICAL AND MENTAL HEALTH

- ✓ Women's health keeps families healthy after disasters through sanitation, nutrition, and medical care. As caregivers to the young, old, sick, disabled, and injured, women tend to put their own needs last but their own health must be promoted throughout long-term recovery. Women's reproductive health needs attention as does the increased risk of sexual and/or domestic violence in the aftermath of a major disaster.
- ✓ Throughout the long-term recovery period, include antenatal and postnatal care and nutritional supplements for pregnant and lactating women.
- ✓ Ensure that mobile health services include a full range of reproductive and family planning health services.
- ✓ Integrate post disaster public health outreach with existing community-based health systems and informal health care providers, e.g. anganwadi centres and midwives.
- ✓ Target mothers and grandmothers in post disaster, grassroots campaigns promoting public health.
- ✓ Incorporate knowledge about women's increased risk of violence into post disaster public health education. Provide increased resources to grassroots women's groups responding to women hit both by violence and disaster.
- ✓ Provide training for mental health providers on gender-specific factors in post-traumatic stress, targeting highly vulnerable groups such as women heading households, grandmothers caring for orphans, battered women, women with disabling injuries, newly widowed women and men, farmers and others at risk of suicide.
- ✓ Prioritize the health needs of disabled women recovering from the earthquake, women whose injuries are permanently disabling, and those recovering from temporary disabilities. Support their immediate family caregivers, e.g. through respite care, financial assistance, and extended counseling services.
- ✓ Allocate resources for elderly women's health needs as their well-being will be vital to the extended family.

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### **EMPOWERMENT**

- ✓ Women's local knowledge and expertise are essential assets for communities and households struggling in to rebuild. To capture these capacities, disaster responders must work closely with women, remembering that the greatest need of survivors is for empowerment and self-determination.
- ✓ Integrate disaster mitigation initiatives into on-going community activities and concerns. Know what local women are doing and partner with them, resourcing their efforts to the degree possible.
- ✓ Ensure that women who are knowledgeable about women's issues are proportionally represented when key decisions are made about the distribution and use of donated relief funds and government funds.
- ✓ Plan now for on-going and long-term consultation with grassroots women in affected areas, women's bureaus, and women's advocacy groups. Formalize their participation. Strengthen or develop informal social networks between these groups and disaster-responding agencies and offices.
- ✓ Organize reconstruction planning meetings and events with attention to women's ability to participate, for example by providing child care and transportation and meeting at times and in places convenient for women.
- ✓ Monitor and respond to women's need for legal services throughout long-term recovery, e.g. in the areas of housing, employment, and family relations.
- ✓ Monitor the relief and rehabilitation process for possible gender bias and inequities which may develop over time, e.g. the unintentional overburdening of women who have extensive overlapping responsibilities at home, at work, and in the community.

Monitor to the degree possible the degree to which relief and recovery assets are equitably distributed within the household.

## Annex 2: A comparison of gender analysis frameworks

There is a wide array of existing tools that can be used to inform and review recovery-related policies and design and evaluate interventions. These gender analysis tools, or frameworks, vary widely in their purpose, methods, and application. Two general approaches characterize these frameworks: the efficiency approach and the empowerment approach.

- **The efficiency approach** focuses on allocating resources to meet gender specific needs for more effective interventions. This approach only considers practical gender needs.
- **The empowerment approach** addresses the existing inequalities that leave one sex more vulnerable to shocks and stresses. It focuses on addressing strategic gender needs.

The frameworks vary in scope, from the family or community level to the larger institutional levels of politics and economies. Additionally, some of the frameworks focus specifically on women, whereas others focus on the relationships between men and women. Some of the frameworks allow for consideration of other social divisions, such as ethnicity, age, and social status. In common, the frameworks aim to promote gender-aware practices by ensuring that gender is taken into consideration in policy and practice.

Box 11: A Comparison of Gender Analysis Frameworks

<i>Tool</i>	<i>Approach</i>	<i>Methods</i>	<i>Notes</i>
<i>The Harvard Analytical Framework, (Gender Roles Framework)</i>	Allocating resources to women as well as men is more efficient and economically sound Identifies men’s and women’s “reproductive” or “productive” activities, how those activities reflect access to and control over income and resources what incentives and constraints shape their work	Data collected at individual and household levels, consisting of an activity profile, an access and control profile that looks at resources and benefits, and a list of influencing factors	Adapts well to agricultural and other rural production systems Does not involve informants in describing their own views of the problems they face Offers little guidance on how to change existing gender inequalities
<i>The Moser Gender Planning Framework</i>	The approach introduces the idea of women’s “three roles” in production,	Mapping the activities of household members (including children) over the course of twenty-four hours.	Considers both technical and political aspects of gender

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	<p>reproduction, and community management</p> <p>What are practical and strategic gender needs?</p> <p>Who makes decisions about asset use within household?</p> <p>How roles are managed impacted by interventions?</p>		<p>integration.</p> <p>Works better at analyzing initiatives than planning them.</p> <p>Specific focus on women</p> <p>Focus on separate roles, not on underlying social relationships</p>
<i>The Gender Analysis Matrix (GAM)</i>	<p>A community-based technique to elicit and analyze gender differences and to challenge a community's assumptions about gender</p>	<p>Each project objective is analyzed at four levels of society: women, men, household and community by various groups of stakeholders.</p> <p>Analyzes impacts on men's and women's labor practices, time, resources, and other socio-cultural factors, such as changes in social roles and status.</p>	<p>Can be quickly employed</p> <p>Does not require highly technical assistance</p> <p>Includes both men and women.</p> <p>Assesses both roles and relationships</p>
<i>The Women's Empowerment Framework (WEP),</i>	<p>This model is explicitly political. Argues that to reduce poverty women must be empowered by addressing oppression and exploitation.</p>	<p>Analysis of project design or sector program to determine whether it supports women's empowerment</p>	<p>Focuses solely on women.</p> <p>Emphasis on empowerment</p> <p>Includes both tangible &amp; psychological/attitudinal aspects of inequality.</p> <p>Does not address gender relationships &amp; interrelatedness of gender roles.</p> <p>Often considered radical</p>
<i>The Social Relations Approach</i>	<p>Shows how gender and other inequalities are created and reproduced within structural and institutional factors. Informs the design of</p>	<p>Analyzes social relations of gender with respect to</p> <ol style="list-style-type: none"> <li>1. rules</li> <li>2. people</li> </ol>	<p>Looks at inequalities across all levels, from macro to micro.</p> <p>Considers men and women.</p> <p>Recognizes other</p>

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	<p>policies that can enable women to work to change those factors that constrain them</p>	<p>3. resources 4. activities 5. power</p> <p>Considers relationships within states, markets, communities, &amp; households</p>	<p>forms of inequality (class, race, etc...) Very complex analysis Requires social science expertise</p>
<p><i>The Capacities and Vulnerabilities Framework</i></p>	<p>Recognizes that people’s existing strengths (or capacities) and weaknesses (or vulnerabilities) determine the impact crisis has on them as well as the way they respond to the crisis. Interventions should serve to increase, in the long term, people’s capacities and reduce their vulnerabilities</p>	<p>Analyzes three types of capacities/vulnerabilities:</p> <ol style="list-style-type: none"> <li>1. Physical/material</li> <li>2. Social/organizational</li> <li>3. Motivation/attitudes</li> </ol> <p>Considers five factors</p> <ol style="list-style-type: none"> <li>1. Gender disaggregation</li> <li>2. Disaggregation based on other differences</li> <li>3. Changes over time</li> <li>4. How capacities and vulnerabilities affect each other.</li> <li>5. Scale/Level of analysis and relationship between scales</li> </ol>	<p>Can be used for planning and assessing change Encourages long term perspective Can be used at different levels Specifically developed for disaster situations</p>

Source:

[http://www.siyanda.org/docs\\_gem/index\\_implementation/pf\\_coretext.htm#People%20Oriented%20Planning%20Framework](http://www.siyanda.org/docs_gem/index_implementation/pf_coretext.htm#People%20Oriented%20Planning%20Framework) and

[http://www.devtechsys.com/gender\\_integration\\_workshop/resources/review\\_of\\_gender\\_analyses\\_frameworks.pdf](http://www.devtechsys.com/gender_integration_workshop/resources/review_of_gender_analyses_frameworks.pdf)

For further information on gender analysis:

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*A methodological approach to gender analysis in natural disaster assessment: a guide for the Caribbean, Deare, Fredericka*

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*Tools of Gender Analysis: A Guide to Field Methods for Bringing Gender into Sustainable Resource Management*

[http://www.rmportal.net/library/content/tools/biodiversity-conservation-tools/putting-conservation-in-context-cd/gender-issues/3-1.pdf/at\\_download/file](http://www.rmportal.net/library/content/tools/biodiversity-conservation-tools/putting-conservation-in-context-cd/gender-issues/3-1.pdf/at_download/file)

*Gender Analysis Framework – CARE Bangladesh*

[www.carebd.org/Gender%20Analysis%20Framework%20Revised%20Final%20March'05 .pdf](http://www.carebd.org/Gender%20Analysis%20Framework%20Revised%20Final%20March'05.pdf)



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Development (UNCRD); Yoshimitzu Shiozaki, Kobe University, Japan.

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