

# Gender and disaster risk reduction in Europe and Central Asia





# **Gender and disaster risk reduction in Europe and Central Asia**

**Workshop Guide for Facilitators**

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Istanbul Regional Hub, Regional Bureau for Europe and the CIS  
**UN Women**  
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## About this guide

This guide is designed for facilitators and trainers working to incorporate gender perspectives in disaster risk reduction (DRR) programmes and initiatives. It is meant to assist workshop participants—including practitioners and officials from the United Nations, national governments, civil society organizations (CSOs), and other institutions—in gaining an understanding of the gendered impact of disasters. It also helps them learn how to plan, implement, monitor and evaluate gender-responsive DRR programmes and initiatives.

The information in this guide is based on the context of gender equality issues in Europe and Central Asia (ECA). Measures laid out draw on the experiences of women and men in this region to ensure that their needs are met when communities, organizations or governments are preparing for the onset of disasters and during recovery and resilience-building efforts. Disaster mitigation is not covered in this guide because of existing literature (guidance) on the topic.

The guide is a collaborative effort between the UNDP Istanbul Regional Hub for Europe and the CIS, and the UN Women Europe and Central Asia Regional Office. It includes resources from United Nations agencies along with specialized institutions for disaster risk reduction, in particular, the **Guidelines for Gender-based Violence Interventions in Humanitarian Settings** developed by UNFPA. It also incorporates best practices and approaches from UNDP and UN Women in ECA and beyond. It is available in English and Russian.

# Introduction

Natural and human-induced hazards are precursors to disasters. Hazards can be geological (earthquakes, volcanic eruptions, and landslides), weather-related (floods, cyclones, and drought), or human-induced (human conflict, chemical spills, and industrial accidents). A disaster occurs when the impact of a hazard exceeds a community's ability to cope with it using its own resources. Shocks exacerbate existing inequalities, roll back development gains, and disrupt livelihoods, often trapping or pushing communities into poverty. For these reasons, disaster risk reduction is critical for sustainable development, and development efforts should address various risks to be sustainable in the long term.

Although disasters affect whole communities, they impact women and men differently. Applying a gender lens to DRR initiatives addresses gender-specific capacities and needs in a population, and the ability of a community to face and recover from disasters. Gender often intersects with other factors like age, sexual orientation, social mobility, ethnicity, cultural background, economic status or occupation, amplifying an individual's vulnerability to disasters. These factors make women and girls more likely to be disproportionately affected by disasters and lead to a spike in the loss of livelihoods, gender-based violence, and deaths.

A 2007 analysis of 141 countries revealed that in societies where the socio-economic status of women is low, natural disasters result in the deaths of more women than men.<sup>1</sup> This points to the many factors that make women more vulnerable, such as restricted access to decision-making, education, resources and early warning information. For example, women and girls made up two-thirds of fatalities following the 2004 Indian Ocean tsunami in Banda Aceh,<sup>2</sup> and 55 percent of deaths in the aftermath of the 2015 earthquake in Nepal.<sup>3</sup>

It is becoming apparent in international laws and agreements that gender equality is central to disaster risk reduction and building resilience. At the normative level, the international community has committed to focusing on gender equality and women's rights in DRR—commitments that are grounded in the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and Platform for Action, and other international agreements like the Hyogo Framework for Action: Building the resilience of communities to disasters 2005-2015, and resolutions on gender equality and the empowerment of women in natural disasters by the Commission on the Status of Women.

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- 1 Eric Neumayer and Thomas Plümper, *Annals of the Association of American Geographers*, Volume 97, Issue 3, 2007, "The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy," 1981–2002, <http://eprints.lse.ac.uk/3040/>
  - 2 Prisca Benelli, Dyan Mazurana and Peter Walker, *Gender and Development*, Volume 20, Issue 2, 2012, "Using sex and age disaggregated data to improve humanitarian response in emergencies," <https://policy-practice.oxfam.org.uk/publications/using-sex-and-age-disaggregated-data-to-improve-humanitarian-response-in-emerge-230711>
  - 3 Inter-Cluster Gender Task Force, 2015, Gender Equality Update no. 2: Response to Nepal Earthquake, <http://thegenderagency.org/wp-content/uploads/2015/05/Gender-Equality-Update-No-2-5th-June-2015-Revised-Draft.pdf>

Most recently, the Sendai Framework for Disaster Risk Reduction (2015-2030) emphasized the importance of engaging women in building disaster resilience programmes. Recommendations specify considering gender, age, disability and cultural perspective across all DRR policies and practices since:

*“Women’s participation is critical for effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations.”*

Furthermore, engaging women and girls in boosting community resilience is critical for achieving the Sustainable Development Goals (SDGs), particularly SDG 5 (gender equality and women’s empowerment). Gender equality and women’s empowerment are crosscutting issues and prerequisites for achieving many other SDGs, including SDG 1 (no poverty), SDG 11 (sustainable cities and communities), and SDG 13 (climate action).

Meeting the SDGs relies on appreciating and promoting women’s unique capacities when it comes to DRR. Doing so will not only help policymakers, rescue teams and DRR professionals serve impacted communities more effectively, but can also remedy existing gender imbalances and injustices. Providing women with opportunities to assume leadership roles in risk reduction, preparedness, response and recovery positions them to influence the direction of development and enables more progressive gender roles and relationships to emerge.

Despite progress in developing gender-responsive DRR measures in Europe and Central Asia, gaps remain in systematically mainstreaming gender in the design, planning and implementation stages of programmes and initiatives. Women’s capacities are still overlooked, their vulnerabilities are misunderstood, and their potential to lead as agents of change is often ignored. Failure to consider the varied capacities and vulnerabilities of men and women in the design and implementation of DRR perpetuates cycles of inequality and puts women at greater risk.

It is critical to collect and use sex- and age-disaggregated data to develop gender-responsive criteria and indicators and monitor and assess the impact of DRR interventions at national and local levels. Doing this will create greater adherence to the commitments of the Sendai Framework and 2030 Agenda, and guarantee that the effects of disasters are understood and addressed in DRR initiatives.

## **Workshop structure**

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This guide consists of four modules.

**Module one outlines gender issues in disaster settings** and explains the different effects of disasters on women and men, highlights broader gender equality issues that need to be considered, and specifies **when** and **how** to conduct a gender analysis.

**Module two suggests how to integrate gender equality concerns in disaster preparedness.** It presents approaches for gender-responsive impact assessments, preparedness plans and strategies and early warning systems, and outlines the important roles women have in disaster preparedness.

**Module three explains how to integrate gender equality concerns in disaster response** in immediate, short and long-term recovery plans.

**Module four focuses on mainstreaming gender in DRR intervention monitoring.** It presents essential data and indicators to be used in planning, monitoring, and assessing DRR programmes and initiatives.

Each module is structured as follows:

#### **Module Content**

1. Learning objectives
2. Definition of unit
3. Presentation of key messages
4. Content of unit
5. Self-assessment
6. Recommended reading

#### **Workshop format and methods**

This guide is meant to strengthen gender-mainstreaming capacities in DRR. Modules may be used in chronological order or separately to adapt to the needs of the audience and the available timeframe. The ideal timeframe for delivering the training is three and a half days (half day per unit). However, the time needed for each module might vary based on the knowledge level of participants, local situation, desire for in depth reflection on certain issues, etc.

#### **Workshop group size**

The workshop is suitable for groups of five to 25 people. When organizing the workshop, consider gender and diversity factors such as sexual orientation, ethnicity, age, and social standing. Achieving gender balance among workshop participants is critical for a rich learning experience.

#### **Workshop facilitation**

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Facilitator(s) should have practical experience and a good conceptual understanding of DRR and gender equality issues, including knowledge of UNDP and UN Women initiatives and policies in both areas. Facilitators should have prior experience in providing training or leading workshops.

#### **Workshop preparation**

Facilitator(s) need to:

- Read all background documents;
- Select participants and outline workshop structure, including titles of modules, sessions to be covered, and background reading materials;
- Prepare key messages, presentations, slides, handouts and timetables for sessions, plus a list of recommended readings;
- Prepare a folder for participants that contains all workshop documents; and,
- Be familiar with the glossary of terms.

Participants must read background documents for each session. Additional resources are suggested for all sessions, which participants will receive at the end of each day or session.

### **Opening session of the workshop**

The opening session should last approximately 30 minutes. During this session, facilitator(s) set the purpose and objectives, outline the agenda, and set rules participants are to adhere to for the duration of the workshop. Participants should introduce themselves, provide a summary of experience, and share their expectations for the workshop. The facilitator can use an icebreaker exercise (**see Box 1**) to help participants get to know one another.

### **Workshop equipment**

Presentations, flip charts, pens, Post-its and specific handouts are needed for each session.

## **Icebreaker exercise**

### **One truth and a lie**

Each person should write their name and two pieces of personal information on a Post-it. One statement is true and the other is false. After participants exchange Post-its they, one by one, read aloud the information as others try to guess which statement is true/false.

**Duration: 20 minutes**





# **Module 1**

## **Gender equality and disaster risk reduction**

## LEARNING OBJECTIVES

- Introduce normative frameworks to address gender equality in DRR
- Become familiar with gender equality issues in Europe and Central Asia
- Understand the interplay between gender equality issues and disasters, beyond the focus on women's vulnerabilities
- Apply gender perspectives and use a gender analysis

Gender equality and disaster risk reduction	
Module outline	
Unit 1: Understanding gender equality issues in relation to disaster risk reduction	
	<ul style="list-style-type: none"> <li>• <b>Introduce normative frameworks to address gender equality in DRR;</b></li> <li>• <b>Present facts and figures on gender equality issues in relation to disasters in the region (e.g. gender gaps in decision-making, access to resources and ownership, or gender-based violence) and how they apply in disaster settings;</b></li> <li>• <b>Outline the most common consequences of disasters on women and men;</b></li> <li>• <b>Outline the different capacities of men and women when coping with disasters.</b></li> </ul>
 <b>Presentation of key messages by facilitator(s)</b>  60 minutes	1.1 Poor implementation of international commitments to advance gender equality and women's empowerment in DRR
	1.2 Exclusion of women from decision-making in disaster risk reduction plans and strategies
	1.3 Disaster-related effects are not gender neutral
	1.4 Disproportionate effect of disasters on women and girls
	1.5 Gender-differentiated abilities in responding to disasters
	1.6 Improving women's capacities and knowledge to increase individual and community resilience
 <b>Practical exercise</b>	Exercise 1: Gendered impact of floods
Unit 2: Gender analysis in disaster settings	
 <b>Presentation of key messages by facilitator(s)</b>  60 minutes	<ul style="list-style-type: none"> <li>• <b>Outline methodology and frameworks for gender analysis;</b></li> <li>• <b>Present tools to understand gender roles, needs of men and women, and gender equality issues.</b></li> </ul>
	2.1 Understanding gender
	2.2 Components of gender analysis
 <b>Practical exercises</b>	Exercise 2: Understanding and adopting a gender-responsive approach Exercise 3: Conducting a gender analysis Exercise 4: Use gender statistics to identify gender inequality issues
 <b>Self-assessment</b> 10 minutes (estimated)	

# Gender equality and disaster risk reduction



## Recommended reading

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2. United Nations, 2017, Sustainable Development Knowledge Platform: SDG 5, <https://sustainabledevelopment.un.org/sdg5>.
3. UN Women, 2013, A Transformative Stand-alone Goal on Achieving Gender Equality, Women's Rights and Women's Empowerment: Imperatives and Key Components, <http://www.ipu.org/splz-e/unga13/women.pdf>.
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6. ISDR, 2005, Hyogo Framework for Action 2005-2015: building the resilience of nations and communities to disasters.
7. World Economic Forum, 2017, Gender Gap Report, <https://www.weforum.org/reports/the-global-gender-gap-report-2017>.
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13. UNECE, 2013, Building More Inclusive, Sustainable and Prosperous Societies in Europe and Central Asia – A Common United Nations Vision for the Post-2015 Development Agenda, <https://sustainabledevelopment.un.org/index.php?page=view&type=400&nr=1459&menu=1515>.
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15. UN Women, 2015, Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights, <http://eca.unwomen.org/en/digital-library/publications/2015/04/publicationprogress-of-the-world>.
16. UNDP, 2013, Powerful Synergies: Gender Equality, Economic Development and Environmental Sustainability, [http://www.undp.org/content/dam/undp/library/gender/f\\_PowerfulSynergies2013\\_Web.pdf](http://www.undp.org/content/dam/undp/library/gender/f_PowerfulSynergies2013_Web.pdf).
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## Unit 1: Understanding gender equality issues in relation to disaster risk reduction

### 1.1 Poor implementation of international commitments to advance gender equality and women's empowerment in disaster risk reduction

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Although states have obligations under international and regional agreements and treaties to take steps to reduce risks and address the effects of disasters on women, this does not take place. In 2016, Resolution 60/23 by the **Commission on the Status of Women (CSW)**<sup>4</sup> recognized that women play a critical role as “agents of change” and leaders in addressing climate change. Based on this CSW urged countries to:

*“Promote a gender-responsive approach, the integration of a gender perspective and the empowerment of women and girls in environmental, climate change and disaster risk reduction strategies, financing, policies and processes, towards achieving the meaningful and equal participation of women in decision-making at all levels on environmental issues and towards building the resilience of women and girls to the adverse of climate change.”*

In addition, CSW Resolution 58/2 concerning gender equality and the empowerment of women in natural disasters provides comprehensive recommendations and guidance for international organizations and governments.<sup>5</sup>

The **Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)**<sup>6</sup> requires that governments commit to the establishment of effective and gender-responsive DRR, while the Beijing Platform for Action refers to the important role women can play prior to, and in the aftermath of, natural disasters.<sup>7</sup>

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4 United Nations, 2016, Committee on the Status of Women, Draft general recommendations No.35 on the gender related dimensions of Disaster Risk Reduction and Climate Change, <http://www.unwomen.org/en/csw/outcomes#57>

5 United Nations, 2014, Committee on the Status of Women, Agreed conclusions, <http://www.unwomen.org/en/csw/outcomes#57>

6 United Nations, 1979, The Convention on the Elimination of All forms of Discrimination against Women, <http://www.un.org/womenwatch/daw/cedaw/>

7 United Nations, 1995, Fourth World Conference on Women, Beijing Declaration and Platform for Action, <http://www.un.org/womenwatch/daw/beijing/platform/>

## Box 1.1. Gender equality and empowering women in disaster settings

### Equality of access, opportunity and the participation of women in decision-making:

- Equally consult and engage with women, girls, boys and men of all ages and subgroups of the crisis-affected population in all phases and levels of humanitarian action, including resilience-building and risk management;
- Recognize, support and invest in grass-roots women's organizations in the implementation of disaster risk reduction, response and recovery efforts in natural disaster-affected contexts and make available funding mechanisms to support their work and enhance their organizational capacity;
- Increase efforts to strengthen the capacity of and collaboration between local and national women's machineries, national and subnational governments, local organizations and humanitarian actors on integration of gender equality and women's empowerment across all phases of humanitarian action in the context of natural disasters.

Extracted from: **the report of the Secretary-General at Commission on the Status of Women. Fifty-eighth session, 10-21 March 2014 Item 3 (c) of the provisional agenda**

The **Sendai Framework for Disaster Risk Reduction (2015-2030)** outlines commitments on gender equality. It states women's participation is critical for effectively managing disaster risks, as well as designing, resourcing and implementing gender-responsive disaster risk reduction policies, plans and programmes. Adequate capacity building measures need to be taken to empower women for preparedness and build their capacity for creating alternate livelihood paths in post-disaster situations.<sup>8</sup>

Sendai commitments have also been specified in regional ones, including:

- **The Dushanbe Declaration on DRR for Resilience Building**,<sup>9</sup> which was adopted at the first Central Asia and South Caucasus Regional Platform in July 2016. The declaration is meant to strengthen regional cooperation on the implementation of the Sendai Framework.
- **The Plan of Action for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Central Asia and South Caucasus Region**<sup>10</sup> (November 2016), sets out specific actions to be implemented by the signatory countries.
- **The 2017 European Open Forum for Disaster Risk Reduction outcome document**<sup>11</sup> (March 2017) includes a stand-alone reference, reaffirming that women and girls are disproportionately affected by disasters and have important roles to play in advancing DRR strategies.

Unfortunately, such normative frameworks rarely result in concrete plans or actions to improve gender inequalities. Between 2009 and 2011, 62 out of 70 countries participating in the mid-term review of the Hyogo Framework for Action did not collect gender-disaggregated capacity and vulnerability information.<sup>12</sup> Disaster risk reduction plans, programmes and initiatives continue to disregard gender issues and perpetuate inequality, marginalizing women in disaster-related assessments, and planning, implementation and monitoring processes.

8 United Nations, 2015, Sendai Framework for Disaster Risk Reduction, 2015-2030, [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

9 United Nations, 2016, Dushanbe Declaration on DRR for Resilience Building, [http://www.preventionweb.net/files/51203\\_dushanbedeclarationeng.pdf](http://www.preventionweb.net/files/51203_dushanbedeclarationeng.pdf)

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11 UNISDR, 2017, The 2017 European Open Forum for Disaster Risk Reduction, outcome document, <https://www.unisdr.org/we/inform/events/51991>

12 United Nations, 2015, Hyogo Framework for Action, Progress Reports, <http://www.preventionweb.net/english/hyogo/progress>

## 1.2 Exclusion of women from decision-making in disaster risk reduction plans and strategies

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Disaster preparedness plans and recovery programmes in the ECA region, as elsewhere, rarely involve women. Their household and domestic responsibilities, along with traditional gender roles, and unequal power relations between men and women, lead to the exclusion of women from disaster risk reduction initiatives. This results in the needs and capacities of women being overlooked, and lack of a gender perspective in programmes and interventions before, during, and after disasters. Furthermore, the number of women among first responders tends to be low in Europe and Central Asian countries.

Women are underrepresented in decision-making. In at least ten countries in the region, the proportion of women in national parliaments is below the global average of 22 percent, while their participation in administrative functions is well below the 30 percent target endorsed by the United Nations Economic and Social Council (ECOSOC) and Beijing Platform for Action. Because women are underrepresented in decision-making processes at national and local levels they are not equally engaged in decision-making on DRR.

Promoting gender-responsive governance, and having more women leaders in electoral and executive positions in government, is necessary if women's voices are to be heard and they are to be included in the planning and implementation of DRR initiatives and strategies.

## 1.3 Disaster-related effects are not gender neutral

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Disaster-related effects are not gender neutral, as men and women have specific capabilities and vulnerabilities that influence their ability to cope in the aftermath of a disaster. Economic, social, and political inequalities create specific vulnerabilities for women and girls, putting them at greater risk.

A 20-year study on the gendered nature of natural disasters showed the effects of natural disasters are determined by gender, along with several other factors. In societies where women's socio-economic status is low, natural disasters kill more women than men—both directly and indirectly. Disaster-related effects also kill women at a younger age than men; the difference in mortality linked directly to women's lower socio-economic status, unequal access to opportunities, greater exposure to risks, and disproportionate vulnerabilities.<sup>13</sup>

## 1.4 Disproportionate effects of disasters on women and girls

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Vulnerability to disasters is determined by underlying risks that include unequal power relations between women and men. The disproportionate impact of disasters on women and girls is related directly to preexisting inequalities and unequal access to resources.

Gender inequalities in income and access to the labour market are pervasive in Europe and Central Asia. Women's labour force participation rates remain below those of men, employment is less secure, and they are underrepresented as wage earners and employers. In countries with high rates of self-employment, more women than men are unpaid and women earn significantly less than men for comparable work. The gender wage gap ranges from 7 percent to 53 percent among countries in the region, while old age and disability pensions for women are generally lower than they are for men.

In most families and communities, women bear the lion's share of responsibility when it comes to caring for children, the sick and elderly—a pressure that increases when social and health care services are affected by disasters. Very often, women neglect their own health and wellbeing at the expense of others.

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13 Eric Neumayer and Thomas Plümper, *Annals of the Association of American Geographers*, Volume 97, Issue 3, 2007, "The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy," 1981–2002, <http://eprints.lse.ac.uk/3040/>

## Box 1.2. Western Balkans: disaster effects and unpaid work

Disasters in the Western Balkans have affected women and men disproportionately due to the amount of unpaid labour women take on. Unpaid work includes everyday activities that take place in the home or community (e.g. preparing meals, fetching firewood, cleaning, and caring for children or the elderly).

In Albania and Serbia, women are responsible for more than twice as much unpaid labour as men. Women in Albania spend over five hours per day on unpaid labour, compared to less than one hour by men. In Serbia, men might spend two hours on similar unpaid work while women devote five or more hours.

Disasters that include displacement, even if temporary, place additional burdens on women, forcing them to take up more unpaid work and further diminishing opportunities for formal employment. Such realities need to be taken into consideration when designing interventions that respond to disasters in the region.

From: **the 2016 Regional Human Development Report for the Western Balkans**  
<http://hdr.undp.org/en/content/regional-human-development-report-2016>

As entrepreneurs, women face barriers in accessing finance, credit and new technologies, and tend to have weaker economic networks. In agriculture, women are less likely to own land, and typically own smaller plots where they produce goods for their own consumption.<sup>14</sup>

In the region, women are not the primary owners of land and/or property. In Serbia, for example, women own significantly less property compared to men (women own 18 percent of land, 15 percent of homes, and 19 percent of apartments). In Tajikistan,<sup>15</sup> which has a large rural population like other Central Asian countries, 58 percent of women receive income from subsidiary farming but only 13 percent manage farms and only 38 percent receive income from their property.<sup>16</sup> Due to unequal access to land and finances, women have fewer opportunities to benefit from subsidies and support provided in the aftermath of a disaster, especially when family holdings are registered in the husband's name.

### Restricted access to services

Living conditions are particularly challenging for women who live in rural areas as these areas are poorer and have weak infrastructure and limited childcare, healthcare and social services, hindering women's access to economic, social, and decision-making opportunities. These environments are often traditional and patriarchal, and if women are members of rural agricultural households they receive no pay for their work in the field or at home.

In many rural parts of Central Asia, women and girls do not have access to clean drinking water, water for irrigation, or access to energy grids because of undeveloped or inadequate infrastructure. In many cases, women rely heavily on natural resources to ensure they have food for themselves and their families. Access to resources, along with basic necessities like food and water, is restricted during

14 UNDP, 2016, Regional Human Development Report, Progress at Risk: Inequalities and Human Development in Eastern Europe and Central Asia, Chapter 3: Gender inequalities in work and employment, [http://www.eurasia.undp.org/content/rbec/en/home/library/human\\_development/regional-human-development-report-2016--progress-at-risk.html](http://www.eurasia.undp.org/content/rbec/en/home/library/human_development/regional-human-development-report-2016--progress-at-risk.html)

15 UNDP, 2016, Regional Human Development Report, Progress at Risk: Inequalities and Human Development in Eastern Europe and Central Asia, [http://www.eurasia.undp.org/content/rbec/en/home/library/human\\_development/regional-human-development-report-2016--progress-at-risk.html](http://www.eurasia.undp.org/content/rbec/en/home/library/human_development/regional-human-development-report-2016--progress-at-risk.html)

16 Statistical Office of the Republic of Tajikistan, 2010, Census, <http://www.censusinfo.tj/libraries/aspx/Home.aspx>

and after disasters, and shortages are greater in rural areas, where subsistence crops and livestock are most compromised.

### **Increased exposure to sexual exploitation and gender-based violence**

Women in disaster-affected communities experience higher rates of gender-based violence and sexual exploitation. In the wake of the Cyclone Phailin (2013) in India, for example, human traffickers preyed on survivors displaced by flooding, selling women into slavery and forcing them into sex work.

In such instances, gendered divisions of labour may result in women being excluded from tasks like shelter construction because of the perception that it is “men’s work.” As a result, women have less access to shelters and may be forced to trade sex in exchange for shelter access or men’s assistance with construction.

Women and members of the lesbian, gay, bisexual, transgender, queer and intersex (LGBTQI) community are particularly vulnerable to physical and sexual assault in shelters and may have specific needs for privacy and separate hygiene facilities.

## **1.5 Gender-differentiated abilities to respond to disasters**

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Women and men cope with, and respond to, disasters in different ways because of varied levels of power, access to resources, and skill sets. It is important to understand the different roles women and men play in disaster preparedness and response, particularly since their understanding and management of situations can either benefit recovery efforts or harm affected populations.

### **Social and cultural norms**

Social and cultural norms dictate what constitutes acceptable behaviour for women, sometimes restricting a woman’s ability to look after herself in an emergency. Women who are responsible for others (children, the elderly or disabled) or in the third-trimester of pregnancy, have a lower chance of surviving a disaster.

Unequal gender roles prior to a disaster are magnified following a crisis since expectations for men and women are based on heightened stereotypical roles. For example, the familial responsibilities women take on tend to increase after a disaster, which adds to their workload and further cements their societal role as caregivers.

Men, on the other hand, traditionally work on rescue and recovery efforts, fulfilling societal expectations to protect their families and communities from harm, often at great risk to their own well-being (see Box 1.3 below). There were more deaths among men during Hurricane Mitch in Central America because many were engaged in open-air activities and took fewer precautions.<sup>17</sup> In addition, men and boys may take longer to recover from such trauma due to behavioural expectations on how men should handle loss.

## **1.6 Improving women’s capacities and knowledge to increase individual and community resilience**

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Women contribute to disaster response by virtue of their household responsibilities. They foresee risks and take cautionary measures in advance by making portable stoves, stockpiling firewood, storing dry food, conserving water, purchasing essential goods, saving money and building social networks within their communities. Even more, women continue to fulfil domestic responsibilities in times of crisis and throughout disaster periods, working so the needs of their families are met. They take on additional tasks, especially when incomes and men’s livelihoods are disrupted, and play an active role in rebuilding their communities.

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17 UNDP, 2016, Gender and Disaster Reduction, Policy Brief, Volume 3, <http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB3-AP-Gender-and-disaster-risk-reduction.pdf>

## Box 1.3. Typical gender roles in disasters

### Risk perception

- Gender roles result in more “risk taking” among men and “risk avoidance” among women;
- Women usually express higher levels of concern than men about risks that are likely to affect daily life.

### Preparedness behavior

- Women actively seek out information on hazards;
- Men take care of external household tasks while women prepare family members;
- Women volunteers play a larger role in provision of health care, education and care services;
- Women are more likely than men to take part in community efforts to address local hazards.

### Response to warnings and communications

- Information about disasters and early warnings reach more men than women;
- Emergency warnings from local disaster managers are more likely to be deemed credible by women than by men (and women are more likely to act on these warnings);
- More men than women disregard evacuation orders, while women are more likely to warn others and those with children will evacuate a locale earlier.

### Emergency response

- Women with children are the least likely to help others outside the family, while men are more likely to assist strangers (e.g. search and rescue efforts);
- Women offer more care and emotional support to disaster survivors;
- Women assist in long-term recovery more than men, as crisis-workers and human service professionals;
- Men hold most leadership positions in established economic and decision-making organizations that respond to disasters;
- Men are highly visible in first responder roles;
- In some contexts, women do not accept assistance from emergency responders who are men.

Adapted from: **Elaine Enarson, 2006, Sociologist for Women in Society** [https://www.socwomen.org/wp-content/uploads/2010/05/fact\\_10-2006-disaster.pdf](https://www.socwomen.org/wp-content/uploads/2010/05/fact_10-2006-disaster.pdf)s or available upon request

## Exercise 1

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(Module 1, Unit 1)

### Gendered impact of floods

**Objectives:**

- Ensure participants grasp various gender issues in disaster settings;
- Facilitate discussions among participants regarding the knowledge they acquired (in groups);
- Provide facilitator(s) with an understanding of participants' learning patterns when it comes to gender issues in disaster settings.

**Time:** 60 minutes

**Resources:** White boards or three flipcharts, markers, and case study handouts.

**Case study:** Roles and participation of women and men in initial flood response, from *Gender Equality in Post-Disaster Needs Assessment: Floods Recovery and Reconstruction in Serbia*, 2016.

**Instructions:** Divide participants into two groups and distribute copies of the case study, flipcharts, and pens. Ask participants to read the case study and discuss in groups.

The first group discusses the impact of disasters on women and associated vulnerabilities.

The second group outlines initiatives that increase the resilience of women.

Each group notes down three ideas to share (30 minutes).

**Guiding questions:**

- Can you identify two or three ways disasters affect women differently than men?
- What are the effective ways to provide more efficient support to women?
- Based on your experience, what are the main barriers to including women in disaster response efforts?

Ask each group to select someone to present the main points of their discussions in plenary (20 minutes).

Summarize the takeaways from the discussions (10 min).

## Case study: Roles and participation of women and men in initial flood response

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### (Module 1, Unit 1, Exercise 1)

#### Employment and livelihoods

In many countries, the traditional roles of men and women mean that disaster-related job losses affect them differently. In Serbia, gaps in sex-disaggregated employment data at the municipal level makes it difficult to analyse the gender-specific outcome of floods on employment, particularly in the private sector. The general feeling is that layoffs in the private sector are imminent and that women holding mid- or low-level positions in industries, sales and services, and agriculture have lost paid work opportunities even though the lack of data makes it difficult to assess the exact magnitude of loss. In Krupanj alone (western Serbia), one thousand seasonal workers, mostly women, have lost their jobs in the last few years.

Post-disaster needs assessment survey participants from Paraćin—a municipality in central Serbia—said two-thirds of the town's small businesses, largely owned by women, were damaged because of flooding. Because these women have no collateral for commercial loans, and are already indebted to family, it is unlikely they will be able to rebuild and/or replace losses. The same applies to single mothers (perhaps even more so) as they experience high rates of unemployment and lower levels of education.<sup>18</sup>

A large number of elderly women are unable to reconstruct their homes because they do not work or expect to live off their land and/or pension alone. This means that the number of economically dependent people is expected to increase as several affected villages are comprised of elderly pensioners. In Krupanj, where the average age is 55, the municipal crisis manager explained, “No one there is working and earning money now.” An aging and shrinking rural population was problematic before the floods and remains a challenge. People cannot migrate elsewhere as there are no jobs. All survey respondents identified the need for cash and a stable income as the most pressing priorities.

#### Effects on workloads

Survey respondents stated that women's unpaid work increased as a result of the floods. Although men helped remove heavy debris at the outset, women carried out the bulk of rebuilding efforts in their communities. In addition to their unpaid work at home, many women were responsible for cleaning their places of work, working “from morning until night.”

The burden women carry when it comes to providing social care services increased dramatically. Diminished social services, including kindergartens and homes for the disabled and elderly, means that dependents must be cared for at home. Everyone might have been contributing to flood recovery efforts, but all respondents felt that women were taking on more unpaid labour than men.

#### Agriculture and food supply

Agricultural distributions bypassed women. One respondent witnessed men being given seeds and resources at a time when no women were present, while another described how vegetable seedlings were distributed only to men. Respondents found it ironic that nothing was given in women's names; yet, women were expected to do most of the work for free. Agricultural subsidies were typically given only to men, regardless of who managed the farm.

Food supplies were not well organized in affected towns. Women had to find ways to feed their families with scarce resources, with many relying on food rations they felt negatively affected the health of their loved ones. Many sold their animals for slaughter. Roma families resorted to consuming their livestock as they had no way of obtaining fodder. Many women expressed the need for rapid soil testing results to restart vegetable and egg production. Some also noted that Roma women who collect rubbish and live on potentially contaminated land are especially at risk.

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18 Statistical Office of the Republic of Serbia, 2011, Census of Population, Households and Dwellings in the Republic of Serbia, <https://unstats.un.org/unsd/demographic/sources/census/wphc/Serbia/CensusSerbia.pdf>

There was a great deal of anxiety and misinformation about pollution, contamination and disease. This misinformation ranged from unfounded fears about eating food from flooded areas and whether flooding led to the spread of seeds from genetically modified plants. Women in agricultural and subsistence households were desperate to know which seeds to plant and which foods were safe for their families.

### **Housing, land and property**

The flooding crisis in Serbia was most severe for those who lost their homes. Many of the most vulnerable faced overlapping constraints on their abilities to cope. Marginalized women—women-headed households, widows, and Roma women living in insecure areas—tried to relocate but lacked the financial resources to do so. A major obstacle to housing reconstruction was the absence of documentation for informal settlements, which affected Roma families the most. Lacking identification, Roma families were isolated and unable to access help. Although single Roma mothers were the hardest hit and most marginalized, there was widespread concern among all women that newly reconstructed homes would be registered under the names of men. Lack of documentation was also a problem for internally displaced persons (IDPs) and Roma who had been deported from other European Union countries. Many municipal governments do not include Roma settlements in their plans, and some maintain no Roma live in their municipalities despite census figures.

### **Education, health, social services**

In landslide areas, Roma communities and people living with disabilities had problems getting medical attention. Women in these groups living below the poverty line faced the greatest hardship. The Ministry of Health attempted to utilize municipal gender equality mechanisms to reach affected women, but such tools do not function in most municipalities.

Volunteers from health and civil society organizations said the floods led to an increase in rates of domestic violence and adversely affected women's health. There was an increased threat to women's reproductive health and their ability to access and use health care services. The lack of a centralized Primary Health Care database was a constraint to effective service delivery. Two emergency field hospitals did not have much added value, and people felt resources would be better spent on properly equipping mobile health centres and teams to reach rural women.

Among the affected municipalities, Krupanj, Mali Zvornik, Šid and Varvarin had the highest numbers of people living with disabilities, at 10 to 12 percent of the total population. The women-led organization, Out of the Circle, reported that people living with physical disabilities were evacuated without their medical documentation, leaving them helpless and unable to acquire new prescriptions or equipment. This demonstrates a lack of awareness about the specific needs of people living with disabilities. The closure of care facilities also prevented parents, particularly mothers, of children living with disabilities to go to work.

Only women who provide individual peer support to displaced women are privy to disclosures or charges of violence and sexual assault against women. At an institutional level, women do not report cases of violence because there is little expectation of recourse and no support for those who formally file complaints. While safe houses offered accommodation to women and children displaced by the floods, most had less than a dozen available beds. Opening safe houses to others was raised as a concern as it exposed prior residents to additional risk.

The severe trauma experienced by survivors of a disaster is considered a normal reaction by most, and not a psychological problem that requires a medical or mental health response. Many suggest that what women need most is to take a break from working and talk with other women about their experiences. Although the need for personal support was not a priority immediately after the floods, it has emerged as a widespread concern for all those who lost family members and/or were uprooted and displaced—including IDPs from Kosovo<sup>19</sup> and Bosnia-Herzegovina. While the majority of respondents stated that all people require peer support, a few stated that men typically fail to ask for the help they need because they do not want to be seen as needy or incapable of providing for others.

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19 References to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999).

## Unit 2: Gender analysis in disaster settings

To effectively reduce disaster risk, women and men need to be active participants in building resilience and implementing DRR initiatives. To gain a better understanding of the complexity of disasters and the different ways in which they affect women and men, we need to use *gender* as an analytical category.

### 2.1 Understanding gender

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Gender establishes the traits that are expected, allowed and valued in women and men. It determines their responsibilities, available opportunities, access to resources, and dictates how power is distributed within a society. Gender defines societal relationships, and shapes personal attributes that are socially constructed or learned through socialization processes that begin at birth. Context and time-specific gender roles vary across different settings and intersect with other personal identities and characteristics—like class, age, ethnicity, nationality, sexual orientation, occupation or migratory status—to influence an individual’s social standing and the unique challenges they face.

Because of this, gender relations should be analysed at the micro (individual, household, community), meso (labour market, social networks) and macro (international division of labour, access to decision-making) levels. Since women are often at a disadvantage in low- and middle-income countries, the promotion of gender equality requires explicit attention to women’s empowerment.

### 2.2 Components of a gender analysis

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Analysing gender roles helps us identify how gender influences people, families, institutions, communities, and societies. This information can then help us design gender-responsive DRR strategies and policies and adopt gender-responsive approaches in disaster settings.<sup>20</sup> Through gender analysis we can observe the root causes of societal inequality and identify equitable disaster responses and interventions. Additionally, a gender analysis allows us to:

- Examine how differences in gender roles, opportunities and entitlements affect men, women, girls and boys in certain situations or contexts;
- Better understand relationships between women and men, including their access to, and control of resources, and the constraints they face;
- Examine social relationships with respect to rules, resources, and power;
- Consider relationships women and men have with local and state institutions, and within communities and households;
- Design interventions that do not exacerbate gender-based injustices and inequalities.

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20 Adapted from, UNDP, 2011, Gender mainstreaming in practice: A toolkit, [http://www.kg.undp.org/content/kyrgyzstan/en/home/library/womens\\_empowerment/a-toolkit-gender-mainstreaming-in-practice.html](http://www.kg.undp.org/content/kyrgyzstan/en/home/library/womens_empowerment/a-toolkit-gender-mainstreaming-in-practice.html)

**Sex-disaggregated data**<sup>21</sup> is collected and analysed separately for women and men, allowing for the measurement of differences between the sexes. This data is important because it helps us assess if an initiative is successful at targeting and benefiting women, men, girls, and boys. Information may be disaggregated according to specific variables, depending on the type of initiative, target group, and context (e.g. socioeconomic group, age, ethnicity, race, religion, or location).

Sex-disaggregated data + gender-based evidence + analysis + gender perspective = **gender analysis**

Collecting sex and age disaggregated data is a pre-requisite for gender analysis. The most successful disaster risk reduction initiatives are informed by sex- and age-disaggregated data, whether it is sourced from secondary data (e.g. a population census), through socio-economic data analysis, or by data collection in the implementation stages of DRR initiatives or regular monitoring and evaluation of community programmes.

However, breaking down data by sex and age does not guarantee that concepts, definitions and methods used in data production reflect gender roles, relations and inequalities. The table below outlines differences between data that is (and is not) disaggregated by sex.

Data not disaggregated by sex and age	Sex- and age-disaggregated data
<p>156 residents of an apartment complex attended a meeting to learn about the new disaster management plan for their community.</p> <p>A total of 750 adults live in the complex.</p>	<p>156 residents of an apartment complex attended a meeting to learn about the new disaster management plan for their community. 133 of attendees were men and 23 were women. Half of all residents are over 65.</p> <p>A total of 750 adults live in the complex, with an even split between men and women.</p>

**Gender-based evidence** consists of data that: (i) is collected, disaggregated, and presented by sex and age (as primary and overall classifications), (ii) reflects gender issues, and (iii) is based on concepts and definitions that adequately reflect the diversity of sub-groups (within populations of women and men), and capture different aspects of their lives. Data collection methods take into account existing stereotypes and socio-cultural factors that generate gender biases.

Gender-based evidence informed by qualitative and quantitative data serves as the basis of gender analysis in disaster risk reduction. It gives users information on the status, role, and contribution of women and men at various stages of disaster risk reduction; reveals the causes of gender inequality in women's access to material resources (e.g. land or finance, non-material resources, information or education); helps us identify the vulnerabilities and capacities of women and men in disaster settings, and creates an information base for assessing gender inequalities in DRR policies and plans.

<sup>21</sup> This will be discussed further in Module 4: Gender-responsive monitoring and assessment of disaster risk reduction.

Data that are only sex- and age- disaggregated	Gender-based evidence
<p>156 residents of an apartment complex attended a meeting to learn about the new disaster management plan for their community. 133 of attendees were men and 23 were women.</p> <p>Half of all residents are over 65. A total of 750 adults live in the complex, with an even split between men and women.</p>	<p>750 people live in an apartment complex, with an even split between women and men. Approximately half of all residents are above age 65, with 60% of these being elderly women living on minimum pension allocations.</p> <p>Forty percent of residents are families with young children. In the majority of these cases, women are responsible for providing familial care and have no formal employment. Men are the primary earners in all families. 90% of apartments are owned by men.</p>

Without gender-based evidence, it is difficult to identify and address the different needs of women and men. In Europe and Central Asia, the degree to which gender-based evidence and sex-disaggregated data is collected, used and produced varies widely. Data collected at national levels may not be sufficient for planning DRR initiatives at local and community levels. Furthermore, several countries do not collect or analyse sex- and age-disaggregated data at federal or local levels, which is an issue that needs to be addressed through DRR initiatives.

### Box 1.4. Collection of gender-based evidence data by sector<sup>22</sup>

Area	Data for DRR	Information required to address gender equality issues
Demographics	Population	Collect sex-disaggregated statistics
	Age structure	Age structure of men Age structure of women
	Ethnic groups, people living with disability, internally displaced people and other groups (age structure of women and men in each category should be reported separately)	Number of women and men by ethnicity Number of women and men living with disability Number of women and men who are internally displaced Other groups (according to context)
Family	Marital status	Marital status of heads of household (women and men) Age when girls get married Age when boys get married
	Family size	Number of women and men in each family Number of children
	Family structure	Number of women-headed households Number of men-headed households
	Decision-making systems	Who (women/men) from the family attends community meetings? Who (women/men) makes decisions about the use of family resources? Who (women/men) makes decisions about family relationships (e.g. marriage)?
	Control of finances	Who (women/men) controls family finances? Whose (women/men) decision carries more weight? Who (women/men) makes decisions about big purchases? Who (women/men) has access to family savings? Does the family have a bank account? If so, in whose name? Does the family have loans? If so, in whose name?

22 Adapted from Asian Development Bank, 2013, Tool Kit on Gender Equality Results and Indicators, <https://www.oecd.org/derec/adb/tool-kit-gender-equality-results-indicators.pdf>

### Box 1.4. Collection of gender-based evidence data by sector

Area	Data for DRR	Information required to address gender equality issues
Education	School attendance	Percentage of boys attending Percentage of girls attending
	Reasons for school non-attendance	Primary reasons for boys' non-attendance Primary reasons for girls' non-attendance
	Highest education level achieved	Highest level of education achieved by men Highest level of education achieved by women
	Literacy	Literacy rate of women Literacy rate of men
Housing and land	Ownership	Whose (women/men) name is the title in? Who is the head of the household? Percentage of land or property owned by women?
	Inheritance	Who (women/men) inherits land, property, businesses? Do women lose the right to inheritance once married or only achieve right to inherit when married?
Livelihood	Employment status	Wage employment for women and men Who (women/men) continues to have wage employment after marriage?
	Types of employment/ income resources	Are there certain types of jobs that only men or only women can do?
	Wages	Is there a wage gap between women and men? At what income levels is the gap most observed? In what types of jobs is the gap most observed? Estimated share of family income (men) Estimated share of family income (women)
	Formal vs. informal	Are job opportunities in the formal sector dominated by either men or women? Are job opportunities in the informal sector dominated by either men or women? Percentage of women involved in informal economy or livelihood sources? Time spent by women in informal activities

### Box 1.4. Collection of gender-based evidence data by sector

Area	Data for DRR	Information required to address gender equality issues
Health	Morbidity	Main causes of illness (men) Main causes of illness (women)
	Mortality	Main causes of death for men and women
	Health services	Barriers to women accessing health services (e.g. must get permission from husband, can only visit woman physician, lack of access to transportation, etc.) Incidence of health services accessed by household?
	Maternal health	Maternal mortality rate
	Sexual health, family planning, and reproductive health	Contraception use by women and men Main reasons for not using contraception for women and men Incidence of accessing reproductive health specialist by women
Social Services	Money lending	Are women allowed to take out loans? Are the lending criteria (e.g. collateral amount, interest rate) the same for women and men? Who (women/men) is legally responsible for household loan repayments?
	Availability of childcare, care providers for elderly or long-term sick and disabled people	Number of childcare services/kindergartens Number of informal childcare providers in community Number of care services/care providers for elderly or people living with disabilities Who (women/men) is responsible of providing care to children and family members that are elderly, ill or living with disabilities?
Gender-based violence (GBV)		Availability of legal sanctions against gender-based and domestic violence Can women seek recourse or other sanctions through the law when violence is perpetrated against them? Are there any practices that hinder a woman's ability to seek recourse through the law (e.g. family honour killings)? Is there access to health and other support services for survivors of gender-based and domestic violence?
Decision-making and participation	Community/local level	Number of elected local representatives (women/men) Number of local officials with decision-making power (women/men)
	DRR management unit and involved institutions	Number of local officials with decision-making power on DRR (women/men)
	Participation	Membership in village committees (women/men)

## Analysis

An analysis refers to the interpretation of data to identify causalities and trends. Any analysis should cover both practical and strategic gender needs.

Practical gender needs:

- Arise out of gendered divisions of labour and the position of women and men in society;
- Are identified in response to an immediate and/or perceived risk, necessity, or threat;
- Include inadequacies in living conditions, often related to access to services such as access to water, health care, education, employment and security services.

Meeting these practical needs is not enough to shift prevailing power dynamics in societies and does little to challenge or transform women and men's traditional gender roles.

Strategic gender needs:

- Help us understand existing imbalances of power between women and men;
- Highlight what women or men need to improve their position or status;
- Do not limit people based on restrictions imposed by societally-defined roles;
- Are subtle in changing attitudes, improving positions, and removing restrictions that prevent individuals from achieving their full potential;
- Help women achieve greater equality by challenging stereotypical roles in society.

Examples of addressing strategic needs include granting women access to land, inheritance, credit and financial services, increasing women's participation in decision-making processes (e.g. DRR committees and emergency response teams), and establishing women-led companies for the procurement of goods and services.

## Gender perspective

Identifying practical and strategic gender needs reveals societal differences between women and men. By applying a gender perspective, we can:

- Analyse the causes and consequences of differences between women and men;
- Interpret data according to established sociological (or other) theories about relationships between women and men;
- Formulate inclusive policies and decisions;
- Design interventions that take into account, and address inequalities and differences, between women and men;
- Allocate resources that rectify existing gender inequalities.

The following table offers examples on how to use a gender perspective.

Analysis of gender differences that does not consider practical and strategic gender needs	Analysis that includes a gender perspective, considering practical and strategic gender needs
<p>Women were in low attendance at the meeting because:</p> <ul style="list-style-type: none"> <li>• <b>Women are not interested in disaster risk reduction</b></li> <li>• <b>Women have no knowledge about disaster risk reduction</b></li> <li>• <b>Men are better decision makers and leaders than women on issues of disaster risk reduction.</b></li> </ul> <p><b>CONCLUSION:</b> The low turnout of women at the meeting will not have any negative consequences, since they will benefit from new solutions anyways.</p>	<p>Women are primarily responsible for unpaid care and household work, are discriminated against when accessing employment and face obstacles in accessing decision-making positions. When considering the low turnout of women at the meeting, the following questions should be asked:</p> <ul style="list-style-type: none"> <li>• <b>Was the meeting held at a time when women could attend?</b></li> <li>• <b>Were women informed about the meeting?</b></li> <li>• <b>Are women systematically shut out of community decision-making processes?</b></li> </ul> <p><b>CONCLUSION:</b> The low turnout of women at the meeting is likely to result in less effective DRR responses.</p>

## Exercise 2

(Module 1, Unit 2)

### Understanding and adopting a gender-responsive approach

**Objective:** Evaluate participants' understanding of gender-responsive approaches in disaster settings.

**Time:** 15 minutes

**Resources:** Post-it notes, white board or flipcharts, and markers.

**Instructions:** Using the table below, ask the participants to identify the correct answers to the following question: What is a gender-responsive approach? Use either the 'reward' or 'stand up' approach: reward participants to spur competition **or** ask participants to stand up at the outset and tell them to sit down if they pick the incorrect answer.

Summarize the answers as a group. Explain how issues and themes that emerged during the discussion will be addressed throughout the training course.

#### What is a gender-responsive approach?

X	✓
Focus exclusively on women.	Focus on inequalities and differences between, and among, men and women, boys and girls. If you decide to work with women because of the discrimination they face, initiatives should be based on a thorough analysis of gender roles and relationships.
Target women as a "vulnerable or minority group."	Recognize that <b>both</b> women and men are agents of change and active participants in their communities. Do not label women as victims; recognize and acknowledge their capacities and the roles they play in their communities.
Apply the same treatment for women and men in all situations regardless of context.	Design interventions that take into account inequalities and differences between women and men. Structure resources so that programmes recognize inequalities and attempt to rectify them.
Attempt to achieve equal participation of men and women.	Move beyond counting the number of participants to focus on the quality of participation and desired effects initiatives have on men and women and gender relations. Recognize that equal opportunities for women is only one aspect of gender equality.
Assume that all women and all men share the same interests.	Understand the differences among and between different groups of women and men based on criteria such as socio-economic status, ethnicity, religion, age, etc.
Identify existing roles and responsibilities for women and men.	Encourage participation based on ability and interest, rather than existing socially determined gender roles.

Present the above messages and conclude the exercise. Afterwards, invite participants to ask questions and encourage them to share their experiences.

**Question prompt:** Do you know any disaster response initiatives that do a good job of incorporating a gender perspective?

## Exercise 3

(Module 1, Unit 2)

### Conducting a gender analysis

**Objectives:** Review knowledge on conducting a gender analysis and using gender statistics. Teach participants the skills to identify gender issues in DRR, including gender differences in status, needs and opportunities. Identify ways to address gender inequalities using statistical data.

**Time:** 90 minutes

**Resources:** Case study, presentation with outline of exercise, flipcharts.

**Case study:** Coratostan

**Instructions:** Divide participants into two groups and ask them to read case study and answer the questions below.

#### Gender analysis: 10 questions to ask when conducting a gender analysis<sup>23</sup>

##### Group 1

Who does what? Why?  
How? With what?  
Who owns what?  
Who is responsible for what?  
Who is entitled to what?

Gender roles/activities  
Access to resources  
Ownership of assets  
Roles and responsibilities  
Rights

##### Group 2

Who controls what?  
Who decides what?  
Who gets what?  
Who gains-who loses?  
Why?

Income and spending power  
Power  
Distribution  
Redistribution  
Rules and laws/norms/customs

Following the discussion, invite each group to use the case study to discuss and present an analysis of gender issues in the areas identified below.

**Group 1** discusses gender-differentiated needs in relation to: 1) water provision; 2) health-care provision; 3) opportunities for earning an income to provide for the household; 4) household chores; 5) distribution of food; 6) safety issues, and 7) others.

**Group 2** discusses gender-differentiated strategic needs related to access and control. Access refers to identifying opportunities to make use of a resource, while control covers the power to decide **how** a resource is used and who has access to it. One example in disaster recovery is the reissuing of land: for while women may have access, their name may not be on the land ownership title. This limits women's economic power and affects their resilience during disaster recovery. Access and control can also relate to access to decision-making and control over decision-making on DRR solutions.

23 Adapted from Trocaire, 2010, Gender Mainstreaming Resource Pack: A Practical Guide for Programming, <https://www.trocaire.org/sites/default/files/resources/policy/gender-mainstreaming-resource-pack.pdf>

## Case study: Coratostan

### (Module 1, Unit 2, Exercise 3)

Coratostan has a population of 6.5 million people. The country is not prone to flooding; the last severe flood occurred in 1965 and killed 200,000 people. Despite that, Coratostan experienced unusually heavy rains in late August, which resulted in floods. The northern region was hit particularly hard and, due to dry soil and low water absorption, more than two-thirds of its territories were flooded. More than 700,000 people (60 percent women) were affected. Winds flattened housing units and caused extensive damage. The country's agriculture-based economy suffered due to a decline in production and the worst affected provinces—also the poorest—experienced dire conditions following the disaster. Many of the women affected were the only providers for their households that depended on income from smallholder farms.

Demographic indicators show that the number of women is slightly higher than that of men, with higher numbers of elderly women. Literacy rates among women are lower than among men, and more women than men have no education. The unemployment rate among women recently increased and the numbers of self-employed women and women employees are lower than those of men. More women are engaged in unpaid domestic work. The distribution of employees according to industry shows that the largest percentage of women are employed in non-agricultural activities or services. The number of women engaged in agricultural activities varies between 32 percent and 39 percent.

Because the country allocates a large part of its budget to the military, little is earmarked for social services. Healthcare and social services, including child care services, are in poor condition and health centres are non-existent in the villages of three provinces. Residents must travel to Province D for serious medical cases. Care during childbirth is administered at the village level, and regular illnesses are treated using traditional healing techniques. It is rare for couples to practice family planning, as many cannot afford birth control pills. Three provinces have very high birth rates. A recent survey showed that 75 mothers from provinces A and B are to give birth this month. Few women get pregnant in Province C.

Research shows that many elderly women were widowed due to prior conflicts and have small pensions, which makes them dependent on household agricultural products and informal caretaking jobs. Statistical agencies and institutes do not provide socio-economic indicators on women in rural areas. There is, however, a Gender Equality Institute that publishes separate annual bulletins with gender statistics for the population of the region (see below).

Gender	Employees (total % of active labour market)	Self-employed (total % of active labour market)	Unpaid family workers (total % of active labour market)
Women	35%	25%	75%
Men	65%	75%	25%
Gender	Employees by sector		
	Agriculture	Industry	Services
Women	38%	22%	80%
Men	62%	78%	20%

## Exercise 4

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### (Module 1, Unit 2)

#### Use gender statistics to identify gender inequality issues

**Objectives:** Identify gender issues and differences in DRR based on statistical data.

**Time:** 90 minutes

**Resources:** Texts, printed statistical data for each participant, flipcharts, markers and tape.

**Instructions:** Divide participants into three groups and give each the appropriate text and printed resources with statistical data.

Ask participants to familiarize themselves with statistical sex-disaggregated data on economic activity, employment and unemployment (5 minutes).

Groups should analyse and discuss statistical data, answer questions and write down responses on flipcharts (40 minutes).

Ask groups to present their feedback (6 to 7 minutes) and conclude the exercise by summarizing the role of gender statistics in gender analysis.

**\*Tip:** Use information from the section on gender analysis to inform responses.

**Resources for groups:** Each group receives sex-disaggregated data on the economically active segments of the population, including employed and unemployed people. Ask participants to study statistical data individually (5 minutes) and then, before they reconvene with their groups, answer the following questions:

- Are there differences in women and men's economic activity, employment and unemployment? If yes, describe these differences.
- How do these differences affect the opportunities and needs of women and men in the context of DRR?
- What measures need to be taken to address differences in the context of DRR?
- Are there differences in economic activity, employment, and unemployment between rural and urban women and men? Outline these differences (for groups 1 and 2).

**\*NB:** When determining gender differences in economic activity and employment, pay attention to absolute figures, as well as the percentage distribution of statistical data.

**Time for group discussions:** 40 minutes.

Responses should be entered in tables on the flipchart (see below) prior to groups presenting their results (7 minutes per group).

<b>Differences in economic activity, employment, and unemployment between men and women</b>		
<p>Are there any differences in women and men's economic activity, employment and unemployment? If so, describe these differences.</p>	<p>How do differences in economic activity, employment and unemployment affect the opportunities and needs of women and men in the context of DRR?</p>	<p>What measures need to be taken to address differences in economic activity, employment and unemployment in the context of DRR?</p>

<b>Differences in economic activity, employment, and unemployment between rural and urban women and men (groups 1 and 2)</b>	
<b>Question</b>	<b>Description of differences</b>
Are there any differences between rural and urban women in the level of economic activity, employment, and unemployment?	
Are there any differences between rural and urban men in terms of economic activity, employment, and unemployment?	

### Statistics for Group 1

**Source:** National Statistical Committee of the Kyrgyz Republic, 2016, Women and Men of the Kyrgyz Republic, 2011-2015, p.40, <http://stat.kg/en/publications/sbornik-zhenshiny-i-muzhchiny-kyrgyzskoj-respubliki>.

**Table 4:** Distribution of economically active population, including employed and unemployed, in the Kyrgyz Republic in 2015 (based on integrated sample survey of households' budgets and workforce, in thousands).

	Total population (in thousands)		Urban population (in thousands)		Rural population (in thousands)	
	Men	Women	Men	Women	Men	Women
Economically active population (total)	1,043	1,501	378	496	664	1,004
Employed as of total economically active population	949	1,402	344	459	604	943
Unemployed as of total economically active population	94	98	33	37	60	90
Economically inactive as of total population	1,047	487	402	168	644	318
<b>Breakdown of economically inactive population</b>						
Students	238	229	89	80	148	149
Pensioners	310	164	113	58	196	106
Housewives/househusbands	432	21	180	7	252	14
Other	66	70	18	22	47	48
<b>Macroeconomic data</b>						
Level of economic activity, percent	49	75	48	74	50	75
Level of employment, percent	45	70	44	69	46	71
Level of unemployment, percent	9	6	8	7	9	6

## Statistics for Group 2

**Source:** Statistics Agency under the President of the Republic of Tajikistan, 2010, Population and Housing Census of the Republic of Tajikistan; Statistics Agency under the President of the Republic of Tajikistan, 2010, Sources of livelihood, economic activity of the population of the Republic of Tajikistan; Volume VI, part 2, p.6-7. <http://www.stat.tj/en/publication/e-version/>.

**Table 5:** Economically active and inactive members of the Republic of Tajikistan population (aged 15 and over) disaggregated by sex and territory (excluding external labour migrants). From the 2010 population census.

Breakdown of population	%	
	Men	Women
Economically active population	53.3	46.7
Employed	52.4	47.6
Unemployed	68.0	32.0
Economically inactive population	36.1	63.9
<b>Urban population</b>	47.8	52.2
Economically active population-urban	62.0	38.0
Employed	61.4	38.6
Unemployed	66.3	33.7
Economically inactive population-urban	36.3	63.7
<b>Rural population</b>	45.2	54.8
Economically active population-rural	50.8	49.2
Employed	49.9	50.1
Unemployed	69.2	30.8
Economically inactive population-rural	36.0	64.0

### Statistics for Group 3

**Source:** Ministry of National Economy of the Republic of Kazakhstan, 2016, Committee on Statistics, Women and Men of Kazakhstan 2011-2015, Data book, p.76,  
[http://stat.gov.kz/faces/wcnav\\_externalId/publicationsCompilations?\\_afLoop=779871348354077#%40%3F\\_afLoop%3D779871348354077%26\\_adf.ctrl-statee%3D7c99yednv\\_59](http://stat.gov.kz/faces/wcnav_externalId/publicationsCompilations?_afLoop=779871348354077#%40%3F_afLoop%3D779871348354077%26_adf.ctrl-statee%3D7c99yednv_59).

**Table 6:** Economically active and inactive members of the population in the Republic of Kazakhstan (2015), disaggregated by sex.

	Population aged 15 and over		
	Total (%)	(%)	
		Women	Men
Economically active population	71.1	65.8	77.2
Level of employment	95.0	94.3	95.7
Employed population	73.0	74.3	71.7
Self-employed	27.0	25.7	28.3
Unemployment level	5.0	5.7	4.3
Long-term unemployment	2.4	3.1	1.8
Economically inactive population	28.9	34.2	34.2

## Self-assessment questions

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1. What are the main factors that exacerbate women's vulnerability to disasters?
2. Why is a gender perspective necessary in disaster risk reduction? (Suggest one or two responses)
3. What contributions do women make to community resilience?
4. What are the objectives of gender analysis?





# **Module 2**

## **Gender equality in disaster preparedness**

## LEARNING OBJECTIVES

- Analyse differential vulnerabilities of women and men in disaster settings
- Design and apply gender-responsive capacity and vulnerability assessments
- Learn how to design gender-responsive disaster preparedness plans
- Understand the basics of gender-responsive early warning systems

# Gender equality in disaster preparedness

## Module outline

### Unit 1: Gender-responsive capacity and vulnerability assessment



**Presentation of main messages by facilitator(s)**

- **Gaps in integrating gender in disaster preparedness;**
- **Specific dynamics of vulnerabilities and capacities of men and women to cope with disasters;**
- **Outline the framework of the capacity and vulnerability assessment.**



60 minutes

1.1 Objectives of gender-responsive capacity and vulnerability assessment

1.2 Components of gender-responsive capacity and vulnerability assessment



**Practical exercises**

Exercise 1: Identifying specific vulnerabilities of different population groups  
 Exercise 2: Applying a gender-responsive capacity and vulnerability analysis framework in disaster preparedness planning

### Unit 2: Gender-responsive early warning systems



**Presentation of messages by facilitator(s)**

- **Outline the components of a gender-responsive early warning system;**
- **Based on findings from the case study, *Riding high: the horse woman of the mountains*, discuss issues related to women's role in disaster response;**
- **Outline components of a gender-responsive disaster preparedness plan.**



60 minutes

2.1 Components of gender-responsive early warning system

2.2 Gender-responsive preparedness plan



**Practical exercise**

Exercise 3: Designing a gender-responsive early warning systems



**Self-assessment**

15 minutes (estimated)



## Gender equality in disaster preparedness



### Recommended reading

1. UNISDR, 2011, Disaster Through a Different Lens: A Guide for Journalists Covering Disaster Risk Reduction, [http://www.unisdr.org/files/20108\\_mediabook.pdf](http://www.unisdr.org/files/20108_mediabook.pdf).
2. UNDP and GGCA, 2016, Gender, Climate Change Adaptation, and Disaster Reduction, module 2, [http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/Training%20Modules/Gender\\_Climate\\_Change\\_Training%20Module%20%20Adaptation%20DRR.pdf?download](http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/Training%20Modules/Gender_Climate_Change_Training%20Module%20%20Adaptation%20DRR.pdf?download).
3. UNDP and GGCA, 2015, Gender and Disaster Risk Reduction in Asia Pacific, training module 3, [http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/TM3\\_AsiaPacific\\_Capacity.pdf](http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/TM3_AsiaPacific_Capacity.pdf).
4. Oxfam, 2011, Gender and Disaster Risk Reduction: A Training Pack, 2011, <https://policy-practice.oxfam.org.uk/publications/gender-and-disaster-risk-reduction-a-training-pack-136105>.
5. Oxfam, 2015, Analysis of gender, age and disability: Consolidation and capacity-building of institutions and communities for disaster resilience in the eastern part of Khatlon, Tajikistan. Available upon request.
6. UNDP, 2016, Regional Human Development Report: Western Balkans: Risk-Proofing the Western Balkans: Empowering People to Prevent Disasters, [http://hdr.undp.org/sites/default/files/risk\\_proofing\\_the\\_western\\_balkans.pdf](http://hdr.undp.org/sites/default/files/risk_proofing_the_western_balkans.pdf).
7. UNFCCC, 2012, Integrated disaster risk reduction and climate change: participatory capacity and vulnerability analysis (PCVA) toolkit, [https://unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/adaptation\\_committee/application/pdf/pcva\\_toolkit\\_oxfam\\_australia.pdf](https://unfccc.int/files/adaptation/cancun_adaptation_framework/adaptation_committee/application/pdf/pcva_toolkit_oxfam_australia.pdf).
8. Truphena E. Makuna, Journal of Emerging Trends in Educational Research and Policy Studies, Volume 6, Issue 2, 2015, Vulnerability Analysis of the gender-differentiated impact of flooding in Budulangi flood plains, Kenya, [https://journals.co.za/content/sl\\_jeteraps/6/2/EJC171950](https://journals.co.za/content/sl_jeteraps/6/2/EJC171950).
9. International Federation of Red Cross and Red Crescent Societies, 2010, A practical guide to gender sensitive approaches for disaster management, <http://www.ifrc.org/PageFiles/96532/A%20Guide%20for%20Gender-sensitive%20approach%20to%20DM.pdf>.
10. GenCap, 2011, Experience Document #5, Initial Steps in Mainstreaming Gender into Natural Disaster Preparedness, [http://www.globalprotectioncluster.org/\\_assets/files/partners/GenCap\\_Experience5\\_Gender\\_and\\_Preparedness\\_Indonesia\\_EN.pdf](http://www.globalprotectioncluster.org/_assets/files/partners/GenCap_Experience5_Gender_and_Preparedness_Indonesia_EN.pdf).
11. International Federation of Red Cross and Red Crescent Societies, 2000, Planning Module Disaster Preparedness, Training Programme, <http://www.ifrc.org/Global/Preplan.pdf>.
12. International Federation of Red Cross and Red Crescent Societies, 2006, Guidelines for Disaster Response and Contingency Planning Guide, <http://www.ifrc.org/Global/Publications/disasters/disaster-response-en.pdf>.
13. UNISDR 2017, Terminology on DRR, <https://www.unisdr.org/we/inform/terminology>.

## Unit 1: Gender-responsive capacity and vulnerability assessment

Although data on the consequences of disasters on people exists, disaster professionals acknowledge that to save lives it is necessary to supplement this information with sex- and age-disaggregated data, and gender analyses for improved gender-responsive planning.

Disaster preparedness plans and strategies, vulnerability and risk assessments, and early warning systems rarely incorporate gender perspectives. As a result, many institutions and organizations—national and local—working on disaster risk reduction do not engage women and men equally, which means women’s contributions are limited and different gender needs are not taken into account. Such neglect perpetuates gendered stereotypes, results in the inadequate implementation of prevention measures, and an increase in women’s vulnerability.

Integrating gender into preparedness plans and early warning systems asks us to look beyond situations that occur during and immediately after disasters to examine inequalities and long-standing factors, such as social exclusion, since these are exacerbated in the aftermath of a disaster.

### 1.1 Objectives of a gender-responsive capacity and vulnerability assessment

The **capacity and vulnerability analysis (CVA)**<sup>24</sup> framework is designed to help organizations plan responses that meet the needs of all population groups. Unfortunately, CVAs rarely include gender analyses and women’s capacities and vulnerabilities are often overlooked. A gender-responsive CVA relies on the idea that a woman’s knowledge, capacities and vulnerabilities determine the extent to which a disaster affects her and her chances for efficient preparation and recovery. The objectives of a gender-responsive CVA are to:

- Analyse the vulnerabilities of women and men, and their capacities for dealing with disasters.
- Understand women’s and men’s ability to cope with disasters, in local settings.<sup>25</sup>
- Directly inform local and national-level action plans on how to prepare for disasters.
- Identify who is most vulnerable and why.
- Identify whose capacities need to be developed and what relief services are needed.

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24 Adapted from UNFCCC, 2012, Integrated disaster risk reduction and climate change: participatory capacity and vulnerability analysis (PCVA) toolkit, [https://unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/adaptation\\_committee/application/pdf/pcva\\_toolkit\\_oxfam\\_australia.pdf](https://unfccc.int/files/adaptation/cancun_adaptation_framework/adaptation_committee/application/pdf/pcva_toolkit_oxfam_australia.pdf)

25 To understand the different consequences of disasters, and vulnerabilities of women and men, refer to Module 1.

The dynamics of vulnerability in disasters are complex because vulnerability evolves over time and results from several interrelated (economic, political, social and psychological) factors. Since women and men are not homogenous groups they should not be analysed as such by DRR professionals.

### Box 2.1. Vulnerabilities specific to women

Condition/situation	Specific implications for women
<p>Immediate effects of disasters</p>	<p>Women are at greater risk of injury and death due to societal restrictions and gender roles, including those limiting their lifesaving skills, mobility, or use of public space.</p> <ul style="list-style-type: none"> <li>• <b>In some communities, women's clothing limits their mobility.</b></li> <li>• <b>In some communities, women/girls do not learn how to swim or climb trees.</b></li> <li>• <b>Women tend to be responsible for taking children and the elderly to safety, which limits their mobility.</b></li> <li>• <b>Warnings, in many cases, do not reach women. In some communities and cultures, women cannot respond to warnings or leave the house with unknown men.</b></li> <li>• <b>In some communities and cultures, women are not comfortable accepting assistance from first responders who are men and they do not know.</b></li> <li>• <b>In some communities, women and girls are subject to the authority of men in the household, which includes use of emergency assistance services and decisions made about evacuation and relocation.</b></li> <li>• <b>Girls and women may be physically dependent on others due to pregnancy, disability, health issues, age, etc.</b></li> <li>• <b>Women may not have access to information about warning systems.</b></li> </ul>
<p>Long-term effects of disasters</p>	<p>Women are disproportionately affected due to preexisting gender inequalities that limit their access to resources and services.</p> <ul style="list-style-type: none"> <li>• <b>Women who live below the poverty line and/or lack savings and insurance.</b></li> <li>• <b>Women who are unemployed or work informally.</b></li> <li>• <b>Women who are self-employed, home based or freelancers.</b></li> <li>• <b>Women whose economic activity depends on functioning public systems and transportation.</b></li> <li>• <b>Women who live in public housing, mobile houses or settlements, or rental housing.</b></li> <li>• <b>Women-headed households with childcare or similar responsibilities.</b></li> <li>• <b>Women whose livelihoods depend on collecting, storing, protecting and distributing food and water for the household</b></li> <li>• <b>Women who experience gender-based violence or assault are sometimes reluctant to heed early warning systems and move to 'safe' areas and shelters. When in shelters, these women might be stigmatized, further victimized, or suffer reprisals if protection mechanisms are disrupted by disasters.</b></li> </ul>

Adapted from: **Elaine Enarson, 2006, Sociologist for Women in Society, Fact Sheet on Women and Disasters, [https://www.socwomen.org/wp-content/uploads/2010/05/fact\\_10-2006-disaster.pdf](https://www.socwomen.org/wp-content/uploads/2010/05/fact_10-2006-disaster.pdf)**

## 1.2 Components of a gender-responsive capacity and vulnerability assessment

A gender-responsive CVA distinguishes between three categories of capacities:

### 1. Physical or material capacities

Such capacities include: (i) the climate, land and environment where people live; (ii) one's health, skills, work and livelihoods; (iii) housing, access to technology, water and food supply; (iv) access to capital and other assets, and (v) coping strategies employed when preparing for disasters. Strategies will be different for women and men, and different social and age groups, and activities and preparedness plans should build on the variety of capacities.

*Questions to ask:*

- What are the capacities of women and men in the community?
- Are the capacities of women different from those of men?
- What productive resources, skills, and economic and social challenges existed/exist/could exist?
- Who (men and/or women from which groups) had/have/could have control over these resources?

### 2. Social or organizational capacities

These capacities refer to the social composition of a community and include formal decision-making structures and informal systems people use to make decisions, establish leadership, or organize social and economic activities. They also include families and decision-making patterns within the family. Gender analysis in this category is crucial because the roles women and men take on differ widely. Although decision-making in social groups may exclude women, they may have developed parallel systems for exchanging labour and goods.

*Questions to ask:*

- What were the formal and informal structures women and men use to make decisions, establish leadership and organize social and economic activities before a disaster?
- How might future disasters affect these social structures and systems?
- To what extent do women participate in formal structures and informal systems where decisions are made about social and economic activities?
- Who are main actors and organizations (governmental/non-governmental) involved and what capacities do they have to assess gender specific needs in disaster preparedness?

### 3. Motivational and attitudinal capacities

These capacities include cultural and psychological factors that may be based on religion, a history of crisis, or an individual's expectations. Crisis can be a catalyst for extraordinary action by communities but when people feel victimized and/or dependent, they may become fatalistic and passive. Vulnerabilities are increased by past inappropriate response efforts that do not build on an individual's abilities or help them develop confidence and offer opportunities for change.

*Questions to ask:*

- How do women and men in the community view themselves and their abilities to deal effectively with the social environment and changes within?
- What roles and opportunities, including gender roles and gender relations, exist for people in the community? How has the disaster affected them?

Indonesia: gender-responsive capacity and vulnerability analysis		
Background	Practical actions taken	Results
<p><b>Integrated Community-Based Risk Reduction (ICBRR) is a project that aimed to enhance the capacity of communities and Indonesian Red Cross to prepare for and respond to disasters</b></p>	<p>Conducted CVAs using a wide range of participatory assessment tools and techniques including focus group discussions, participatory rural appraisals, and mapping existing and potential hazards, vulnerabilities, and capacities in target communities. Collected detailed gender-related information from participating communities to identify and address different needs, concerns and capacities of both women and men.</p> <p>The project recognized that women and men have different needs in disaster settings, and these needs were identified.</p> <p>Women and men facilitators conducted the assessments and, in some locations, separate meetings were held with men's and women's groups.</p> <p>Additionally, during disaster mitigation planning, women were consulted about the viability of proposed measures. Several communities proposed constructing a stairway as part of an evacuation route to a hill they had identified as a safe location in case of a flood or tsunami. After consulting the women, the stairway was re-designed to include a handrail and to reduce the height of the steps to facilitate its use by women holding babies, the elderly, children, and people living with disabilities.</p>	<p>Increased the participation of women in the vulnerability and capabilities assessment, resulting in many of their needs and concerns being identified and addressed.</p> <p>When evacuation plans were tested with drills, it was found that women and children could not reach the designated safe place on time (within 10 minutes).</p> <p>The gender-responsive CVA revealed that the safe place location and the time required to reach it were decisions that had been made by, and tested on, men alone. Because of this important discovery, the plans were revised and retested in consultation with both men and women designing new more efficient evacuation plans.</p>
<p>International Federation of Red Cross and Red Crescent Societies, 2010, A Practical Guide to Gender Sensitive Approaches for Disaster Management, Indonesia: Integrated Community-Based Risk Reduction Project, <a href="http://www.ifrc.org/PageFiles/96532/A%20Guide%20for%20Gender-sensitive%20approach%20to%20DM.pdf">http://www.ifrc.org/PageFiles/96532/A%20Guide%20for%20Gender-sensitive%20approach%20to%20DM.pdf</a>.</p>		

## Exercise 1

(Module 2, Unit 1)

### Identify specific vulnerabilities of different population groups

**Objectives:** Discuss how interventions can be modified to account for the specific vulnerabilities of women belonging to different groups and address their needs in corresponding preparedness plans and strategies. This exercise focuses on Roma women, women living with disabilities, and women migrants.

**Time:** 60 minutes.

**Resources:** Case study handouts.

**Instructions:** Split participants into three groups.

1. Group 1: Roma women
2. Group 2: Women living with disabilities (particularly disabilities that limit mobility)
3. Group 3: Women migrants, returnees, IDPs

Participants should read the text that corresponds to their group (derived from the 2016 UNDP Regional Development Report, *Risk-Proofing the Western Balkans: Empowering People to Prevent Disasters*).

Ask participants to identify and discuss specific vulnerabilities, considering gender, socio-economic status, ethnicity, migrant status, and disabilities. Give the groups 15 minutes to write down three to four points they will present to the group.

Moderate a discussion (15 minutes) on the issues raised, focusing on specific vulnerabilities and the need to integrate the concerns of different groups of women and men in disaster preparedness interventions.

**Group discussion questions:** Based on the information provided in the texts how would you alter initiatives to account for the needs of a woman farmer who is the head of her household if she had one of the additional characteristics below?

GROUP 1	She is Roma, unemployed, and living with two children aged 5 and 8.
GROUP 2	She is a migrant with no revenue, living in the suburbs of a city with her mother.
GROUP 3	She has a disability that limits her mobility, is dependent on social care support and relatives, and lives in small village of the former Yugoslav Republic of Macedonia.

## Group 1: Ethnic minorities

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### (Module 2, Unit 1, Exercise 1)

Ethnicity shapes the specific vulnerabilities women and men face in the Western Balkans. Ethnic minorities are at risk due to structural reasons related to poverty, living and working in hazard-prone areas or buildings that are of poor quality and/or insufficiently maintained, having inadequate access to quality social services, and being excluded from decision-making structures and processes. These vulnerabilities are rooted in discriminatory practices and marginalisation.

One example is the situation of Roma communities in Serbia during the flooding that affected the country in 2014. The Roma are one of Serbia's most vulnerable communities and they live in high risk and under-serviced areas like flood plains. On average, the Roma represent 2 percent of the population in flood-affected municipalities of Serbia: 11 percent live in Kraljevo, 8 percent in Lazarevac, 7 percent in Koceljeva, 4 percent in Ub, and 2 percent in Obrenovac (which is the most affected municipality with a 20 percent incidence rate of internal displacement). In 93 percent of cases, the Roma owned property but had no insurance.

Although no serious incidents of discrimination against Roma were reported, they have suffered. In the aftermath of the floods, food was distributed among the working population. On average, forty percent of Roma men and thirteen percent of Roma women were officially employed, which meant only half of all Roma received food. Furthermore, a large segment of the population was engaged in subsistence farming, a sector that was heavily hit once the sale of agricultural products from flood-affected areas was temporarily banned (because of possible contamination).

Schools were closed ahead of time and final exams were postponed or held in nearby education facilities. Children from poor and vulnerable Roma families were at greater risk of not enrolling in school in the fall of 2014 because of poor income and living conditions.

## Groups 2: Migrants, returnees, IDPs, and people who recently relocated to urban areas

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### (Module 2, Unit 1, Exercise 1)

When it comes to vulnerability in relation to mobility, people can be affected in three ways. The first involves women and men on the move—migrants, returnees and IDPs—who are exposed because of unpredictable mobility patterns. These groups live in insecure and exposed areas and/or do not have access to information and decision-making powers in new settlements. Once uprooted from their communities, networks and safety nets, migrants, returnees and IDPs have little control over their lives.

Recent migrants, particularly refugees, are more vulnerable than residents because they do not understand early warnings due to language barriers, distrust authorities, or live in poorly constructed shelters in hazard prone areas (e.g. along riverbanks, on steep slopes, along flood plains, adjacent to dangerous industrial or transport facilities).

In cities, migrants and IDPs live in low-income homes that are poorly maintained, sometimes in neighbourhoods with limited infrastructure, high levels of environmental degradation, or lacking social protection schemes. Many migrants, IDPs, and people from lower socio-economic brackets suffer from social exclusion and political marginalisation, which leads to limited access to resources and services.

## Group 3: People living with disabilities

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### (Module 2, Unit 1, Exercise 1)

People living with disabilities are often the most vulnerable to disasters. However, different types of disabilities (e.g. physical, intellectual, mental, sensory) influence one's level of vulnerability.

People living with disabilities, and those who care for them, are particularly vulnerable to disasters because of socio-economic factors. Apart from the physical inability to escape during a disaster, their reliance upon others may involve public services that are not available in the aftermath of a disaster. In most instances, disability assistance is insufficient to cover the cost of relocating from a hazard zone.

Lessons learned from floods in the Western Balkans show what can be done to better protect and empower people living with disabilities during disasters. Reconstruction efforts, for example, did not focus on making public buildings accessible to people living with disabilities (with ramps, flooring suitable for wheelchairs, or handrails for the visually impaired). In many communities, no registries of people living with disabilities exist to provide various authorities with relevant information required for effective emergency response protocols. Information on people living with disabilities should include place of residence, types of disabilities, level of mobility, care arrangements, and next of kin.

Access to affordable technologies is another method of moving away from charitable models and towards independent living for people with disabilities. Neighbourhood committees and civil defence groups provide primary support in various communities but are often not equipped or trained to assist people living with disabilities. In the former Yugoslav Republic of Macedonia, evacuation plans and maps for visually impaired students were developed. Similarly, videos featuring recommended behaviour during heatwaves or other hazards were produced for students that are hearing impaired.

## Exercise 2

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(Module 2, Unit 1)

### Applying a gender-responsive capacity and vulnerability analysis framework in disaster preparedness planning

**Objectives:** Demonstrate relevant gender analysis skills and use the CVA matrix to identify and assess the capacity and vulnerability of women and men in a community. In addition, consider how experience or fear of gender-based violence can contribute to vulnerability and how it can be addressed in preparedness initiatives.

**Time:** 90 minutes

**Resources:** Relevant texts, case studies, flip charts, markers.

**Case study:** Flood warning in country X

**Instructions:** Divide participants into three groups. Give each group copies of the case study and the CVA matrix. Assign the following categories for each group:

**Group 1:** Physical/material

**Group 2:** Social/organizational

**Group 3:** Attitudinal/motivational

Ask each group to reread the case study and give them 30 minutes to discuss possible vulnerabilities for women and men, and categorise them under physical/material, social/organizational, or attitudinal/motivational. After this, each group should identify vulnerabilities related to fear or experience of gender-based violence and identify differentiated capacities for women and men using the same categories.

Ask each group to consider if they need any additional information to perform a holistic gendered analysis of their category for this case study and how they might obtain this information.

Each group should record their answers in a gendered CVA matrix on a flip chart before giving a short, 5-minute presentation to their peers.

Moderate a 10-minute follow-up discussion and highlight the strengths and limitations of CVA.

## Case study: Flood warning in country X<sup>26</sup>

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### (Module 2, Unit 1, Exercise 2)

A heavy rainstorm threatens to hit Country X, which has a population of 65 million people. This country is prone to frequent flooding and the last, and most severe, flood occurred in 2005, killing 200,000 people and affecting more than 3 million nationally (60 percent women). Flood winds flattened some houses and damaged others. The country's agriculture-based economy suffered a decline in production, and people living in the worst affected provinces—also the poorest—suffered from famine in the nine months following the disaster. This pattern has been seen many times in the last 50 years.

Weather experts predict that forecasted rains will be as strong as, if not stronger, than previous ones. Unfortunately for Country X, heavy rainfall is expected three weeks before the scheduled rice harvest, a staple of the country. Coastal provinces A and B are in the storm path, and people living in them earn their income from fishing, farming, or employment as skilled labours (the latter are jobs held by men outside the village). Province C, where people are employed mainly in the fishing and labour sectors, is also in the storm's path.

All three provinces happen to be the poorest in the country and have high malnutrition rates. Because of past disasters and coastal erosion, many houses are located closer to shore. Saltwater intrusion has affected soil fertility, caused a steady decline in rice production in Provinces A and B, and is the reason for the increasing number of men who have been forced to migrate to other provinces for work. Saltwater intrusion has also resulted in less space for the cultivation of produce. Poor road conditions and damaged bridges caused by the past two floods have isolated the provinces from provincial capitals—a problem that has delayed and hampered emergency relief and rescue operations following previous floods.

The country allocates a large part of its budget to the military. Little is apportioned to social services. Existing schools are in poor condition and there are no health centres in the villages located in the three provinces. For serious medical cases residents travel to Province D. Medical care for pregnant women (labour and delivery) is administered in the villages, while regular illnesses are treated using traditional healing techniques. Family planning is not practiced widely by couples, as many cannot afford birth control. All three provinces have high birth rates. A recent survey by a local NGO showed that infant and maternal mortality rates during childbirth are high. The survey also showed that 75 mothers from Province A and B are to give birth this month. There are few cases of pregnant women in Province C, which is attributed to the fact many women were widowed following the cyclone in 2005.

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26 Extracted from Maria Caterina Ciampi, Fiona Gell, Lou Lasap and Edward Turvill, 2011, Oxfam, Gender and Disaster Risk Reduction: A Training Pack, <https://policy-practice.oxfam.org.uk/publications/gender-and-disaster-risk-reduction-a-training-pack-136105>

## Data on targeted communities

	Total population (in thousands)		Urban population (in thousands)		Rural population (in thousands)	
	Men	Women	Women	Men	Men	Women
<b>Economically active population</b>						
<b>Total</b>	1501	1043	378	496	664	1004
Employed	1402	949	344	459	604	913
Unemployed	98	94	33	37	60	90
<b>Total population</b>	2000	2001	1200	1180	318,5	644,2
<b>Economically inactive population</b>						
Children	238	229	89	80	148	149
Pensioners	164	310	113	58	89	196
Housewives/ 'househusbands'	21	432	180	7	14	252
Long term sick and persons with disabilities	39	60	18	22	47	48
<b>Decision-making and access to information</b>						
Local authority representatives (average)	81	19				
Staff from the Committee on Emergency Situations and Civil Defence	98	2	31	69	92	7
Subscribers of INDIGO (mobile operator)	94	6	18	81	83	16

**Matrix: Gender-informed assessment of vulnerabilities, capacities, and risk perceptions of women and men in relation to potential flood effects**

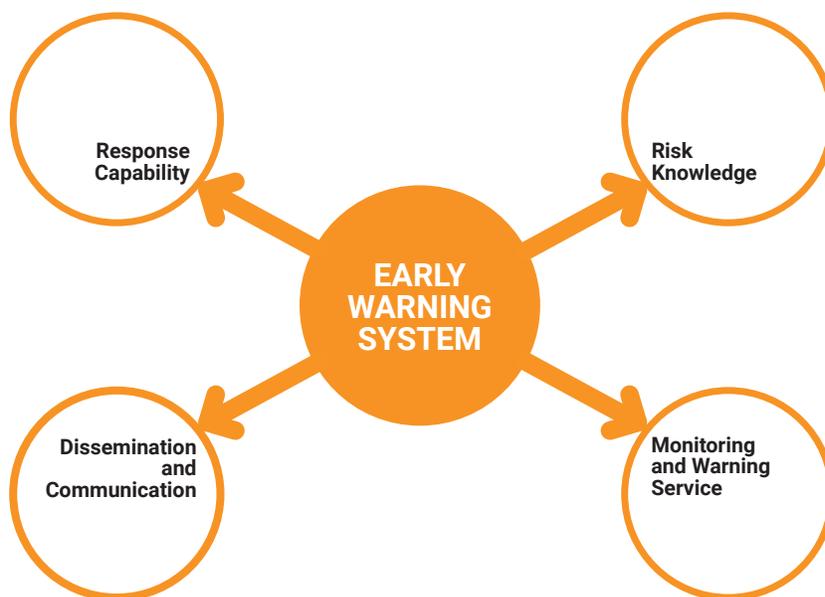
Physical/ Material			
Vulnerabilities		Capacities	
Women	Men	Women	Men

<b>Social /Organizational</b>			
<b>Vulnerabilities</b>		<b>Capacities</b>	
<b>Women</b>	<b>Men</b>	<b>Women</b>	<b>Men</b>

Motivation/Attitudes			
Vulnerabilities		Capacities	
Women	Men	Women	Men

## Unit 2: Gender-responsive early warning systems

A comprehensive and effective early warning system (EWS) is not just an alarm signal. An EWS should be people-centred and consider factors like knowledge of existing risks through: 1) systematic data collection and disaster risk assessments; 2) detection, monitoring and forecasting of risks and possible consequences; 3) dissemination of clear warning signals; 4) preparedness; and 5) capacity to respond to alerts.



An early warning system is an integral part of disaster preparedness because it consists of various components. Ignoring gender differences when developing an early warning system undermines the effectiveness of preparedness measures and leads to damage and loss of lives.

Gender roles affect the processing and dissemination of clear warning signals for every community. It is essential to acknowledge that women and men have different roles according to culture, social status, age, and other characteristics, that influence their capacity to effectively prepare for, prevent, and respond to disasters.

## 2.1 Components of gender-responsive early warning systems

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To develop and manage gender-responsive early warning systems, consider:

- Gender-specific differences in levels of knowledge about existing disaster risks (refer to gender-responsive CVA);
- The varying ways women and men obtain, process, interpret and respond to warning information.

Mainstreaming gender into early warning systems involves two main actions:

- Involving women and men equally in planning, monitoring, response activities, participatory decision-making processes and information dissemination activities;
- Addressing the different roles and needs of men and women in accessing and interpreting disaster information, and their agency and preparedness to act on it.

### Integrating gender into an early warning system

Establishing a gender-responsive early warning system requires a thoughtful strategy, properly developed methodology, and broad participation. Three concepts—asking, evaluating, and explaining—are essential for acquiring data needed to develop an adequate early warning system.

**1) Gender-differentiated risk knowledge** is central to the establishment of a gender-responsive early warning system. Risk assessment requires systematic data collection and analysis to reflect the volatility of hazards and vulnerabilities associated with urbanization, land use, environmental degradation, climate change, socio-economic status and gender. Different risks and concerns of men and women (related to disasters) must be taken into account and analysed. Pre-existing social and economic vulnerabilities must also be considered when designing EWSs due to the role they play in exacerbating inequalities when a disaster response is initiated.

Bringing to light patterns of gender-specific structural discrimination improves the effectiveness of early warning systems and leads to more accurate and measured responses. A gender-differentiated perception of risks should also be considered as women typically have heightened perceptions of risks relative to men. When disaster looms, women are more likely to evacuate, whereas men underestimate the risks.

**2) Gender-responsive monitoring and warning services.** Adopting a gendered approach during the continuous monitoring of risk leads to effective and timely disaster alerts, early detection by all community members, lowered disaster risks and strengthened disaster preparedness. Because of the way men and women have been socialized they may detect the onset of disaster differently, ask different questions and focus on singular aspects of disaster preparedness.

For example, in the village of Navalipithia, Sri Lanka, women tend to detect the signs of landslides earlier because they stay at home during the day or work nearby. Women and men have, therefore, formed local groups to monitor these signs during the rainy season. In Europe and Central Asia, women are rarely engaged in monitoring and warning services.

**3) Gender-responsive dissemination of information.** To enable an adequate response, an alarm signal must reach everyone with simple messages, containing clear information. Means of communication at the national, regional and community levels should be identified in advance. The use of several communication channels is necessary to ensure that everybody has been warned, to reinforce warning messages and to make up for the failure of a single channel.

Gender roles, social status, culture and traditions affect the processing and dissemination of information people receive through community warning systems. Information flows often fail to reach women, especially those living in remote areas. Results from a 2014 Gender Assessment of Humanitarian Situations in Tajikistan<sup>27</sup> revealed that the most vulnerable households during floods

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27 UN Women, 2014, from Gender Assessment of Humanitarian Situations, Tajikistan. Available upon request.

were those headed by women (widows, divorcées or the spouses of migrants), those of single and elderly people, and those comprised of more than 13 members. A significant number of these households also had limited access to information about aid distribution. On the other hand, involving women in community warning systems made an entire community better informed as women often have large networks that enable them to efficiently exchange information.

When designing gender-responsive early warning systems, consider the following:

- Women and men receive warning information about disasters from different sources;
- Women and men process and interpret received information differently;
- Women and men react to information differently.

### Women's DRR-response capabilities and skills

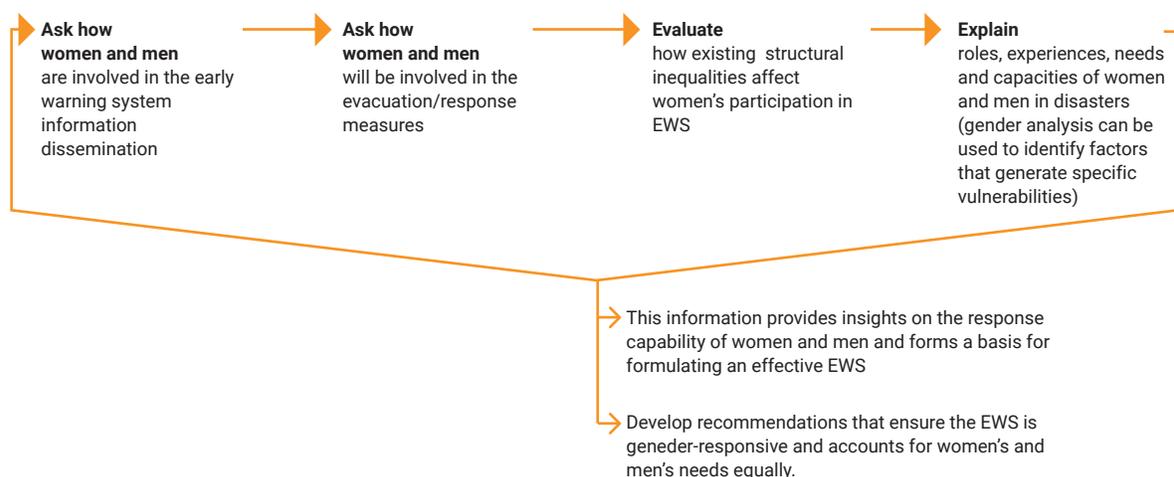
The actual contribution women make to DRR preparedness is underutilized. Women are often first responders when disaster strikes, tending to the needs of their families and communities, and coping with adverse effects on the livelihoods of everyone around them. Local women's organizations are often knowledgeable on the specific needs and capacities of women and men in remote areas.

All community members should respect warning systems and know how to respond when a warning is issued but, in many communities, women have less access to information and knowledge than men because gender stereotypes prevent them from accessing information or attending education/training sessions. A 2015 Oxfam study in Tajikistan revealed a range of gender issues caused by cultural norms, including unequal access to information and learning opportunities.

*"The ability of women to lead the mahalla – the implementation of programmes to build women's capacity and reduce their vulnerability to natural disasters—hinges on men's will. Everything depends on the husband. If the husband does not allow the woman to participate in the seminars, then we cannot do anything."<sup>28</sup>*

A lecturer from Kulyab Teachers College added that women "must get permission from their husbands to leave the house and respond to an emergency, so they rely only on men."

To address gender gaps in community response, women's knowledge, skills and leadership to prepare for disasters should be strengthened. To this end, education and training around the proper and timely response to early warning signals should target both women and men and address stereotypical gender roles and relations in a community. Women's role in monitoring and early warning services should be promoted.



28 Oxfam, 2015, Analysis of Gender, Age and Disability: Consolidation and capacity building of institutions and communities for disaster resilience in the eastern part of Khatlon, Tajikistan, Interview, June 23, 2015. Available upon request.

## 2.2 Gender-responsive disaster preparedness plan

Preparedness includes activities that build the knowledge and capacities of governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events, or conditions. Preparedness is based on a sound analysis of disaster risks and linked with early warning systems. It includes activities like contingency planning, stockpiling of equipment and supplies, arrangements for coordination, evacuation and public information, and training and field exercises. These must be supported by formal institutional, legal and budgetary capacities. The term “readiness” describes the ability to quickly and appropriately provide a response when required.<sup>29</sup>

Effective gender-responsive preparedness includes:

- Gender-responsive assessment of risks,<sup>30</sup> including sex-disaggregated data and gender-based evidence on protection/security issues (gender-responsive CVA);
- Gender-responsive community participation;
- Community education on the roles of women and men in disaster preparedness and response;
- Community awareness raising on the necessity of equally engaging women and men in all preparedness activities including how to address socio-cultural barriers to women’s participation in community decision-making and preparedness activities (e.g. working with community leaders to engage women in decision-making);
- Capacity building and awareness raising on gender-responsive response for all institutions and partners involved in response;
- Empowering women to participate in early warning responses, disseminating information, becoming first responders;
- Training women volunteers in disaster response and recovery and/or the development and implementation of evacuation plans.

### Box 2.2. Bangladesh model for disaster preparedness

In 1970, before the availability of early warning systems, Cyclone Bhola claimed 300,000 lives in Bangladesh. In this disaster, for every man killed, 14 women died. Thirty-seven years later Cyclone Sidr caused as much damage but the number of casualties fell to 3,500 and the ratio of deaths (women to men) dropped to 5 to 1.

#### What changed?

Bangladesh became a model country for disaster preparedness. One of its most effective strategies was to increase the involvement of women in disaster preparedness. During Bhola, many women were based at home and culturally and socially isolated. They died because they did not hear warnings, had to care for others, or would not evacuate without their husband or another man to accompany them. Since then, Bangladesh has involved women in preparedness and response efforts, and created safe spaces in shelters for women and children.

World Bank, 2013, Improving Women’s Odds in Disasters, [www.worldbank.org/en/news/feature/2013/12/12/improving-women-disasters](http://www.worldbank.org/en/news/feature/2013/12/12/improving-women-disasters).

29 UNISDR 2017, Terminology on DRR, <https://www.unisdr.org/we/inform/terminology>

30 The different methodologies and assessments are discussed in units one of modules two and three.

## Exercise 3

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(Module 2, Unit 2)

### Designing a gender-responsive early warning system

**Objectives:**

- Develop gender-responsive early warning systems at the local level;
- Illustrate the importance of integrating gender concerns and ensuring women's participation in the development and management of early warning systems;
- Develop gender-responsive early warning system action plans that take into consideration gender differences (e.g. levels of risk, knowledge, types of information women and men receive) and account for how women and men process and respond to information differently.

**Time:** 90 minutes

**Resources:** Statistical data and case study.

**Case study:** Riding high, the horse woman of the mountains

**Instructions:** Divide participants into two groups. Ask participants to discuss issues related to the development of gender-responsive early warning systems. Give groups 40 minutes to develop a gender-responsive EWS action plan.

Each group is tasked with developing an action plan to mainstream gender into the various components of the early warning systems at the local level, applying newly-gained knowledge. The action plan template is attached.

Group 1: Develop an action plan to mainstream gender under the monitoring and warning component.  
Group 2: Develop an action plan to mainstream gender under the communication component.

The development of an action plan starts with identifying gender issues relevant to each group's component, with attention paid to women and men's roles, participation, and response capacity. Participants should fill out the template with discussion results and an analysis of the information provided.

Ask participants to present action plans to the group.

Summarize the main messages and ask participants to share personal experiences and perceptions related to the preparation of early warning systems. Moderate a 5-minute discussion with the entire group about issues highlighted in the exercise.

## Data about targeted communities

	Total population (in thousands)		Urban population (in thousands)		Rural population (in thousands)	
	Men	Women	Men	Women	Men	Women
<b>Economically active population, total</b>	1501	1043,3	496,4	378,4	1004,6	664,9
Employed	1402,9	949,4	459,2	344,6	943,7	604,6
Unemployed	94,1	98,1	37,2	33,8	56,9	64,3
<b>Other categories</b>						
Children	238,2	229,8	89,3	80,2	148,9	149,6
Pensioners	164,8	310	75,8	113,8	89,00	196,2
Housewives/ 'househusbands'	21,9	432,6	7,7	180,3	14,2	252,3
Long term sick or living with disabilities	39,2	60,8	22,8	18,8	16,4	42,0
Representative of local authorities (average)	81,8	19,2	-	-	-	-
Staff of the Committee on Emergency Situations and Civil Defence	98,2	1,8	-	-	-	-

## Case study: Riding high, the horse woman of the mountains<sup>31</sup>

Bibi Rahimova has been a community mobilizer with Oxfam for two years. In the mountainous and remote Khatlon Region of Tajikistan, the only way to get around is on horseback. Bibi is not one to let anything stand in the way of her work. Totally committed, legend has it that not even the wolves can stop her.

### What are your responsibilities?

My responsibilities are to mobilize the community and work with them on disaster preparedness. But my main job is to raise awareness about disaster risk reduction. I am responsible for four villages, around 1,500 community members. Because the villages I work in are so remote and difficult to get to (up to 36 kilometres away) I need a horse for transportation. Getting there can take eight to 10 hours so when I arrive I often have to stay the night.

### What has been the community's response to this work?

I'll use a quote from the community to sum this up. "Before we were sleeping, and you woke us up," they say. Now they've started thinking about disaster preparedness and risk reduction. I feel they have changed their actions and are keen to learn and take part in first aid and disaster risk reduction trainings. And they know their rights—they know where to go and who to call. They do not have to sit and wait for help. They can go to the top and give information.

### What's the biggest challenge you face in your work?

I don't have any challenges right now.

### What do you like most about your work?

The thing I like most is communicating with people and working directly with them. Standing together with the community—shoulder to shoulder. It doesn't matter if it's day or night, I'm available for them.

### What is the situation like for women during a disaster?

After a flood, the roads are washed away. If a woman or her children need a hospital they can't go because it's 30 to 40 km away. Men can travel and leave children behind but women can't. And there are many women alone here as their husbands are away in Russia, working.

### What do you think about women's groups that Oxfam has established as part of this programme?

I like this idea very much. Women are isolated from the world here in Tajikistan. My hope is to increase the amount of training for women so more women can provide training to others. It's easier for a woman to go to another woman's home. Women can talk freely and ask questions. They're more relaxed and can be themselves. It's not easy for young women of marriageable age to mix with men, and married women can't easily go to mixed groups because their husbands don't like it. Women are very interested in going to all sorts of trainings but feel more comfortable in women-only groups.

*\*Turakhonov Akobir, Deputy Chairman of the Baldzhuvan Area, Khatlon Region, stated that because of Bibi, 35 households were saved from a landslide earlier this year: "Recently there was a landslide and thanks to this programme, and actions taken by the village emergency group, there were no human casualties. In 1969, there was a big landslide and 134 people died. It's thanks to Bibi that 35 households were saved."*

31 Maria Caterina Ciampi, Fiona Gell, Lou Lasap and Edward Turvill, 2011, Oxfam, Gender and Disaster Risk Reduction: A Training Pack, <https://policy-practice.oxfam.org.uk/publications/gender-and-disaster-risk-reduction-a-training-pack-136105>

### Action plan template

(Module 2, Unit 2, Exercise 3)

	Based on your experience, discuss gender roles		Identify one measure/activity to solve the problem	Identify partners to be involved in the implementation of measures and activities
	Women	Men		
Attend community meetings				
Draw evacuation plans				
Receive warnings				

	Based on your experience, discuss gender roles		Identify one measure/activity to solve the problem	Identify partners to be involved in the implementation of measures and activities
	Women	Men		
Evacuate families				
Evacuate animals				
Guard house				

	Based on your experience, discuss gender roles		Identify one measure/activity to solve the problem	Identify partners to be involved in the implementation of measures and activities
	Women	Men		
Other				
Other				
Other				

*\*Useful tip: Use information on the outline of gender-responsive early warning systems from **Module 2, Unit 2.***

## Self-assessment questions

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1. What components should be included in early warning systems?
2. Why take gender into account when developing disaster preparedness plans?
3. What gender-responsive steps should be taken to create effective monitoring and warning systems for a community?
4. What measures should be taken at the local level to increase women's response capabilities?



# **Module 3**

## **Gender equality in disaster response and recovery**

## LEARNING OBJECTIVES

- Increase awareness of gender-specific protection, participation and basic needs in disaster response
- Tailor existing post disaster assessment tools (MIRA, PDNA) to be more gender-responsive
- Learn how to support women's economic empowerment in longer term recovery

## Gender equality in disaster response and recovery

### Module outline

#### Unit 1: Gender in the immediate response phase: emergency and humanitarian relief



#### Presentation of messages by facilitator(s)

90-120 minutes

- **Outline how women can participate in the planning and implementation of response and recovery plans and programmes;**
- **Present ways women's needs (in terms of basic services and protection in disasters) can be integrated into responses;**
- **Outline international and national commitments to integrate women's protection, participation and empowerment into disaster responses;**
- **Incorporate gender-responsive needs assessment into the initial rapid assessment;**
- **Introduce minimum standards for prevention and response to gender-based violence in emergencies, and outline why they are needed.**

1.1 Gender in the immediate response phase: basic needs, protection and participation

1.2 Tools to engender the humanitarian programming cycle



#### Practical exercises

Exercise 1: Developing a gender-responsive toolkit for rapid emergency and humanitarian needs assessments  
Exercise 2: Involving women in decision-making in the planning and implementation of humanitarian response



#### Self-assessment

15 minutes

#### Unit 2: Gender-responsive longer-term recovery



#### Presentation of messages by facilitator(s)

90 to 120 minutes

- **Outline gender equality concerns in longer-term recovery and rehabilitation;**
- **Provide an overview of tools needed to design gender-responsive disaster and recovery interventions and plans;**
- **Demonstrate how women can benefit from infrastructure and development programmes in longer term recovery;**
- **Make links between long-term recovery and sustainable development goals.**

2.1 Ensuring women and men's equal access to livelihoods in all phases of emergency recovery

2.2 Gender and post-disaster needs assessments

2.3 Gender perspectives in restoring and developing infrastructure and the economic sector

2.4 Gender perspectives in long-term recovery and rehabilitation efforts



#### Practical exercise

Exercise 3: Developing gender-responsive plans to restore livelihoods post-disaster



#### Self-assessment

15 minutes

## Gender equality in disaster response and recovery



### Recommended reading

1. UNECE, 2014, Gender Equality and the Empowerment of Women in Natural Disasters – Report of the Secretary General, <http://undocs.org/E/CN.6/2014/13>.
2. FAO, 2011, The State of Food and Agriculture, 2010-2011 – Women in Agriculture: Closing the Gender Gap for Development, <http://www.fao.org/publications/card/en/c/99f234e5-fac5-5a06-8964-b455b4ffe721/>.
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4. FAO, 2016, Regional Strategy on Gender Equality and Action Plan for Europe and Central Asia (2016-2017), <http://www.fao.org/3/a-i5501e.pdf>.
5. UN Women, 2012, Guide: Community Mobilization for Empowerment of Vulnerable Women and Men, <http://eca.unwomen.org/en/digital-library/publications/2012/03/guide-community-mobilization-for-empowerment-of-vulnerable-women-and-men>.
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8. Asian Development Bank, 2014, Tip Sheet: Gender-Inclusive Disaster Risk Management, <https://www.adb.org/documents/tip-sheet-gender-inclusive-disaster-risk-management>.
9. Inter-Agency Standing Committee, 2008, Women, Girls, Boys and Men: Different Needs - Equal Opportunities, [https://interagencystandingcommittee.org/system/files/legacy\\_files/IASC\\_Gender\\_Handbook\\_28Feb\\_2007%29.pdf](https://interagencystandingcommittee.org/system/files/legacy_files/IASC_Gender_Handbook_28Feb_2007%29.pdf).
10. Inter-Agency Standing Committee, 2012, Multi-Cluster/Sector Initial Rapid Assessment, [https://docs.unocha.org/sites/dms/documents/mira\\_final\\_version2012.pdf](https://docs.unocha.org/sites/dms/documents/mira_final_version2012.pdf).
11. The Sphere Project, 2011, Humanitarian Charter and Minimum Standards in Humanitarian Assistance, <http://www.spherehandbook.org/>.
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13. Inter-Agency Standing Committee, 2015, Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action, <http://gbvguidelines.org/en/home/>.
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## Unit 1: Gender in the immediate response phase: emergency and humanitarian relief

To effectively address the needs of disaster-affected women and men, girls and boys, quality programming must consider their distinct needs, vulnerabilities and skills across all phases of emergency response, relief, recovery and rehabilitation efforts. This requires a holistic approach that engages multiple stakeholders and applies gender analysis in the planning and implementation of disaster recovery programmes.

### 1.1 Gender in the immediate response phase: basic needs, protection and participation

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To prepare basic emergency and humanitarian aid packages, duty bearers must understand why gender-specific services are required. Programmes and interventions should be based on gender-disaggregated data from affected populations, as well as gender needs assessments and analyses.

A gender analysis of inequalities between women and men takes into account various factors: family and community responsibilities, workload, access to (and control over) resources, decision-making power and opportunities for skills development (see Module 2 for more details), all of which help aid workers tailor responses more effectively.

Women respond differently to disasters and have diverse coping mechanisms. Having gender-balanced teams of first responders in the emergency phase (e.g. local fire and police departments or search and rescue teams) is essential if women and men's needs are to be met, and cultural and social barriers are to be overcome. (see Module 2 on specific gender needs). For an effective response, it is important women have the necessary information and training to act in emergencies.

Local and national women's movements and organizations (national gender machineries, in particular) can be relied on to pinpoint the specific needs and capacities of women and men in remote disaster prone and/or affected regions. Include these organizations in consultations on emergency response, and the design and implementation of evacuation plans and humanitarian relief. For the most part, women (including women's organizations) have not been extensively involved to date in emergency response efforts in Europe and Central Asia.

Humanitarian action and early recovery present opportunities for communities to address gender inequalities. In many cases, women already attend to the immediate and early recovery needs of their families and communities by offering personal support and establishing coping mechanisms for others.<sup>32</sup> Women can build on these roles and assume new ones, providing for their families and emerging as leaders and decision-makers in their communities. During a crisis, certain opportunities

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32 UNISDR, 2015, Global Assessment Report on Disaster Risk Reduction: Risk and Poverty in a Changing Climate, Geneva, Switzerland, <https://www.unisdr.org/we/inform/publications/42809>

allow a community to rebuild stronger local institution capacity, livelihoods, and service delivery channels. This is often done through inclusive decision-making, principles of local ownership, participatory approaches and sustainability and transparency measures that strengthen resilience and disaster risk reduction outcomes. Because they are champions of community response and resilience, women and the organizations they lead should be included in consultations on the design and implementation of all early recovery operations.

### **Gender in humanitarian relief response**

When providing gender-responsive services and humanitarian aid, duty bearers must consider women's access, safety and participation. Non-food items (NFIs) should include dignity kits and women's clothing. Access to sexual and reproductive health care, child-friendly and women-only spaces, and psychosocial support for men and women should be provided. When collective centres and/or camps are established, gender issues must be carefully considered to ensure the security and safety of women and girls, and encourage women's participation in all camp decision-making, planning, implementation and monitoring.

Pregnant women require special attention. According to UNFPA, 60 percent of maternal deaths occur during conflict, population movement and natural disasters.<sup>33</sup> Four percent of all IDPs, or those affected by a natural disaster, are pregnant women. Of those women, 15 percent experience pregnancy-related complications.<sup>34</sup> This is why it is important to provide all women in areas affected by natural disasters with access to reproductive health services and information. **(See UNFPA Minimum Initial Service Package, 2015.)**

Timing and access need to be considered to ensure that women and girls fully benefit from services. The work hours of a medical clinic, for example, should not coincide with food distribution times as this excludes women from accessing healthcare if they are responsible for collecting food. Everyone should be able to equally benefit from provided services like health, water, and childcare. Not only should separate toilet and hygienic facilities be established for women and men, but they should be easily accessible, well lit, and allow users to retain their dignity and safety.

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33 UNFPA (2015). State of the World Population. Available at: <http://www.unfpa.org/swop-2015>

34 Ibid.

### Box 3.1. Nepal: Establishing women's centres after an earthquake

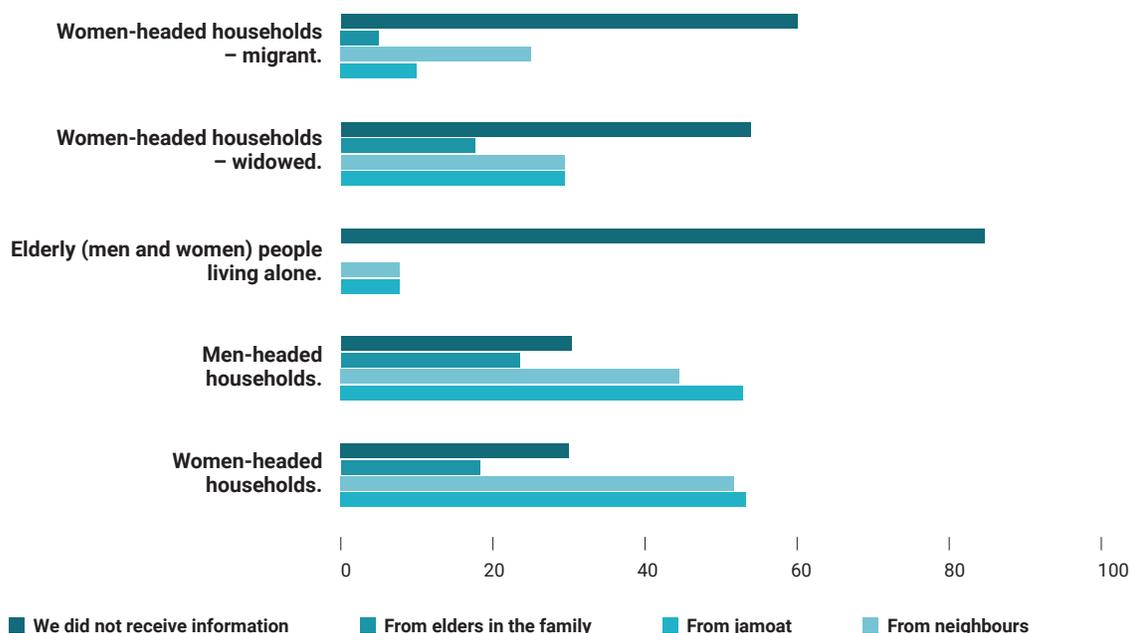
In the immediate aftermath of the 2013 earthquake, women's groups and local governments established five multi-purpose women's centres and three information centres. The UN Women project targeted some of the most vulnerable women, including widows, women living with disabilities, women who are heads of households, and members of the Dalit group. Participants received a range of services, including psychosocial counselling, trauma assistance and legal help. Centres also raised awareness on the availability of services, including Cash for Work opportunities.

As a result, more than 43,000 women benefited from provided services. Centres distributed NFIs in seven districts, including 6,513 dignity kits, 8,094 solar lanterns, 19,182 sanitary pads and 2,500 radio sets. Three information centres, set up in affected districts of Sindhupalchowk, Gorkha and Nuwakot, provided services to 5,262 people (4,360 women and 902 men).

For more visit: **UN Women**, <http://www.unwomen.org/en/news/stories/2016/4/nepal-a-year-after-the-earthquakes#sthash.G6cULIMe.dpuf>

Information on emergency and humanitarian aid should be communicated to all affected households and social groups, taking into account each group's specific vulnerabilities. Results from the Gender Assessment of Humanitarian Situations in Tajikistan (2014) revealed that the most vulnerable households during a flood were those headed by women (e.g. widows, divorcees and the spouses of migrants), households of single and elderly people, and those with 13 or more members. The study also revealed that most of these households had limited access to information about aid distribution (see graph).<sup>35</sup>

**Figure 1:** Receipt of information on emergency and humanitarian aid distribution following flooding, broken down by type of household (%).



35 UN Women, 2014, from Gender Assessment of Humanitarian Situations, Tajikistan.

### Gender-based violence in disaster settings

Assessing the prevalence, risk, and impact of gender-based violence (GBV) is an essential part of any effective disaster response. GBV encompasses all physical, mental, psychological or social abuses committed against someone based on their gender, and includes acts of violence (attempted or threatened), manipulation, and coercion. Sexual violence (including rape, attempted rape, forced pregnancy or abortion, forced prostitution, sexual harassment or abuse, and sexual exploitation), domestic violence, female genital mutilation, intentionally harming men's genitals, forced early marriage, and widow killings are all different forms of GBV. The term GBV recognizes that both men and women can be perpetrators of violence and that men and boys can be targets of other men and women.

Following disasters, women, men, girls and boys are often unwilling to report attacks for fear of reprisals or being stigmatized. Yet, evidence shows that violence against women, both from intimate partners and other men, increases in the aftermath of a disaster. Studies conducted following the 2004 tsunami in Sri Lanka found that domestic violence and sexual assault had increased. One NGO reported a threefold increase in cases, while some researchers found that women were beaten because they resisted their husbands' financial decisions (e.g. regarding sale of their jewellery or use of tsunami relief funds) or because some were blamed by fathers for the death of their children.<sup>36</sup>

The design of emergency shelters either exacerbate or prevent violence against women and members of the LGBTQI community. In camps for refugees and displaced people, women and girls are particularly vulnerable. They may face sexual violence while collecting firewood, or when bathing or using the bathroom since sanitation areas provide little privacy and security. Women and girls living in camps can be coerced into exchanging sex for emergency services or food and relief items. There is evidence that women are reluctant to heed early warning systems and move to safe areas and shelters because they fear sexual violence. Women feel especially vulnerable to violence when they are sole heads of households.

Acknowledging these factors is critical when addressing GBV in disaster response. This is why UNFPA has developed two essential tools: **Minimum Standards for Prevention and Response to Gender Based Violence in Emergencies** and a **Minimum Initial Service Package (MISP)**.<sup>37</sup>

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36 Sarah Fischer, 2005, University of Leeds Institute of Politics and International Studies, Dissertation, Gender Based Violence in Sri Lanka in the Aftermath of the 2004 Tsunami Crisis: The Role of International Organisations and International NGOs in Prevention and Response to Gender Based Violence, <http://www.gdnonline.org/resources/fisher-post-tsunami-gbv-srilanka.doc>

37 The MISP was developed by the global Inter-Agency Working Group (IAWG) on Reproductive Health in Crises. In 2013, the regional IAWG for Eastern Europe and Central Asia developed a tool to help country teams assess their readiness to implement the MISP at the onset of a crisis and provide services during a humanitarian crisis. In 2018, eighteen countries and territories in Eastern Europe and Central Asia performed a second MISP readiness assessment, which allowed them to monitor how much they had improved their readiness since the first assessment in 2014. A full report will be soon available on the website of UNFPA Regional Office (<http://eeca.unfpa.org/en>). The MISP was enriched in 2017 and its revised guidelines will be made available in 2018.

# Minimum Standards

## for Prevention and Response to Gender-Based Violence in Emergencies

- 1 PARTICIPATION**  
 Communities, including women and girls, are engaged as active partners to end GBV and to promote survivors' access to services
- 2 NATIONAL SYSTEMS**  
 Actions to prevent, mitigate and respond to GBV in emergencies strengthen national systems and build local capacities
- 3 SOCIAL & GENDER NORMS**  
 Emergency preparedness, prevention and response programming promotes positive social and gender norms to address GBV
- 4 COLLECTING & USING DATA**  
 Quality, disaggregated, gender-sensitive data on the nature and scope of GBV and on the availability and accessibility of services informs programming, policy and advocacy
- 5 HEALTHCARE**  
 GBV survivors, including women, girls, boys and men, access quality, life-saving healthcare services, with an emphasis on clinical management of rape
- 6 MENTAL HEALTH & PSYCHOSOCIAL SUPPORT**  
 GBV survivors access quality mental health and psychosocial support focused on healing, empowerment and recovery
- 7 SAFETY & SECURITY**  
 Safety and security measures are in place to prevent and mitigate GBV and protect survivors
- 8 JUSTICE & LEGAL AID**  
 The legal and justice sectors protect survivors' rights and support their access to justice consistent with international standards
- 9 DIGNITY KITS**  
 Culturally relevant dignity kits are distributed to affected populations to reduce vulnerability and connect women and girls to information and support services
- 10 SOCIO-ECONOMIC EMPOWERMENT**  
 Women and adolescent girls access livelihood support to mitigate the risk of GBV, and survivors access socio-economic support as part of a multi-sector response
- 11 REFERRAL SYSTEMS**  
 Referral systems are in place to connect women, girls and other at-risk groups to appropriate multi-sector GBV prevention and response services in a timely and safe manner
- 12 MAINSTREAMING**  
 GBV risk mitigation and survivor support are integrated across humanitarian sectors at every stage of the programme cycle and throughout the emergency response
- 13 PREPAREDNESS & ASSESSMENT**  
 Potential GBV risks and vulnerable groups are identified through quality, gender-sensitive assessments and risk mitigation measures are put in place before the onset of an emergency
- 14 COORDINATION**  
 Coordination results in effective action to mitigate and prevent GBV and promote survivors' access to multi-sector services
- 15 ADVOCACY & COMMUNICATIONS**  
 Coordinated advocacy and communications lead to increased funding and changes in policies and practice that mitigate the risk of GBV, promote resilience of women and girls and encourage a protective environment for all
- 16 MONITORING & EVALUATION**  
 Objective information collected ethically and safely is used to improve the quality and accountability of GBV programmes
- 17 HUMAN RESOURCES**  
 Qualified, competent and skilled staff are rapidly recruited and deployed to design, coordinate and/or implement programmes to prevent and respond to GBV in emergencies
- 18 RESOURCE MOBILIZATION**  
 Dedicated financial resources are mobilized in a timely manner to prevent, mitigate and respond to GBV in emergencies

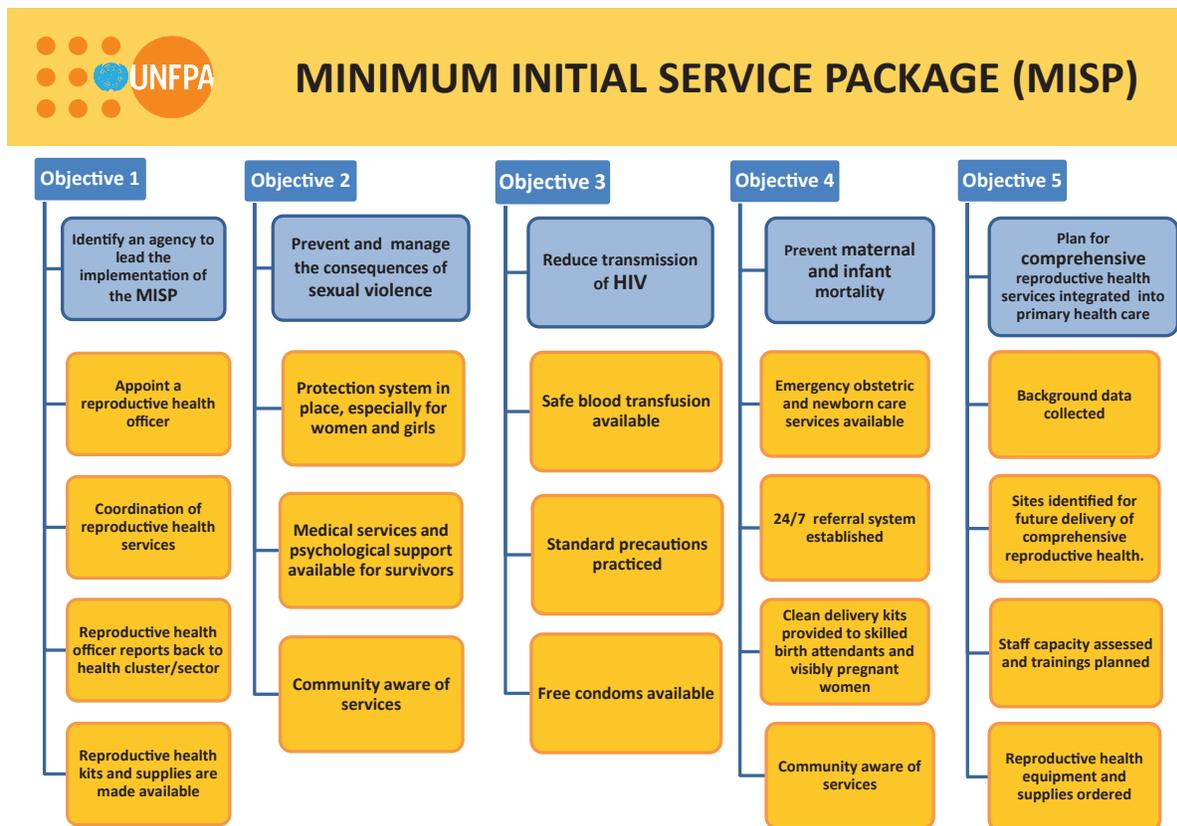
“Together we must ensure that action to prevent and respond to gender-based violence is a priority — a systematic and unquestionable part of our humanitarian response, at the heart of UNFPA’s work to improve the health, safety, and well-being of women and girls in emergencies.”

— Babatunde Osotimehin, UNFPA Executive Director



Source: <http://www.unfpa.org/resources/gbvie-minimum-standards-poster>

The Minimum Initial Service Package (MISP) is a series of crucial actions required to respond to reproductive health needs at the onset of every humanitarian crisis. The MISP is not just kits of equipment and supplies, it is a set of activities that must be implemented in a coordinated manner by appropriately trained staff.



Source: <https://www.unfpa.org/resources/what-minimum-initial-service-package>

In addition to this list of actions, the **Inter-Agency Standing Committee's 2015 Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action: Reducing risk, promoting resilience and aiding recovery** is essential reading.

If women are to have adequate protection, humanitarian organizations should focus on reducing the risk of trafficking, forced prostitution, rape and domestic violence since disasters increase these practices.<sup>38</sup> The United Nations and other international and national responders in emergencies are strengthening their responses to sexual exploitation and abuse within their own organizations. In February 2017, the United Nations Secretary-General issued a new strategy to combat sexual exploitation and abuse, based on a system-wide approach. The strategy focuses on four actions: putting victims first, ending impunity, engaging civil society and external partners, and improving strategic communications for education and transparency.<sup>39</sup> The United Nations Secretary-General asked all agencies, funds and programmes to adopt new measures and strengthen existing ones to better prevent, detect, report and take action against staff who commit such inexcusable and abhorrent acts.<sup>40</sup>

38 The Sphere Project, 2011, Humanitarian Charter and Minimum Standards in Humanitarian Response, <http://www.refworld.org/cgi-bin/tehis/vtx/rwmain/pendocpdf.pdf?reldoc=y&docid=4ed8affa2>

39 United Nations, 2017, Report to the Secretary General, special measures for protection from sexual exploitation and abuse: a new approach, <https://undocs.org/A/71/818>

40 For more on this see UN, Preventing Sexual Exploitation and Abuse, <https://www.un.org/preventing-sexual-exploitation-and-abuse/> and the IASC Task Force on Protection from Sexual Exploitation and Abuse <http://www.pseatastaskforce.org/>

Improving the response to gender-based violence in disasters is being addressed by the Committee on the Elimination of Discrimination Against Women, which is elaborating a general recommendation on “Gender-Related Dimensions of DRR in a Changing Climate.” The Committee reiterates that governments and other stakeholders have obligations under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) to take concrete steps to address gender-related dimensions of disaster risk reduction in changing climates.

Thematic areas of concern in disaster risk reduction settings are: health, adequate standards of living, food water and sanitation, education and information, social protection, sustainable urban development, rural settings, marriage and family life, gender-based violence against women, migration and forced displacement.

With regard to gender-based violence, the draft general recommendation 37 on the gender-related dimensions of DRR in a changing climate (October 2016) requires states to:<sup>41</sup>

- a) Promote women’s leadership in developing policies and programmes to address existing and new risk factors for gender-based violence against women – including domestic violence, sexual violence, human trafficking and forced marriage - within the context of disaster risk reduction and climate resilience planning.
- b) Provide accessible spaces for all women wishing to report gender-based violence, and ensure that appropriate information on different forms of violence that are prevalent within situations of disaster are provided. Support women who want to report gender-based violence and guarantee that their right to confidential, effective and rights-based processes for accessing justice is upheld.
- c) Develop, in partnership with a wide range of stakeholders including women’s associations, a system of regular monitoring and evaluation of different interventions designed to prevent and respond to gender-based violence against women within disaster management and risk reduction programmes.
- d) Adopt long-term policies and strategies to address the root causes of gender-based violence against women in disaster situations, including by engaging with men and boys, the media, traditional and religious leaders and educational institutions to identify and eliminate social and cultural stereotypes concerning the status of women.

Furthermore, the following issues should be considered in post-disaster emergency and humanitarian settings: (i) increased risk of violence against women, especially in temporary camps; (ii) involving women in decision-making issues regarding security in temporary camps; (iii) ensuring that women and girls have access to reproductive health services in emergencies and in temporary camps; (iv) increased risk of forced or early marriage for women and girls; (v) provision of regular monitoring services for high-risk areas at different times of the day; and (vi) provision of psychosocial support for women, especially those affected by gender-based violence.

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41 For the entire draft see Draft General Recommendation No. 37 on the Gender-related dimensions of Disaster Risk Reduction in a Changing Climate, see [http://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1\\_Global/CEDAW\\_C\\_GC\\_37\\_8100\\_E.pdf](http://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8100_E.pdf)

## 1.2 Tools to engender the humanitarian programme cycle

Duty bearers have an obligation to promote gender equality through humanitarian action that is in line with the **Inter-Agency Standing Committee's (IASC) Gender Equality Policy Statement (2008)**,<sup>42</sup> Sphere Standards,<sup>43</sup> IASC Gender Handbook for Humanitarian Action (2006) standards and guidelines, IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action (2015),<sup>44</sup> and the International Federation of Red Cross and Red Crescent Societies Minimum Standard Commitments to Gender and Diversity in Emergency Programming (2015).

The obligation to support, through targeted action, women's and girls' protection, participation and empowerment is also articulated in the Women, Peace and Security agenda in United Nations Security Council Resolution 1325 and seven subsequent United Nations Security Council resolutions.

The **IASC Gender Handbook in Humanitarian Action (2006)** is a primary guide for responders and duty bearers when assessing and responding to the different needs of women, girls, boys and men in emergency situations. It also includes a checklist to assess gender equality programming.

In emergencies, **GenCap** is a United Nations facility that deploys Gender in Humanitarian Action Advisors to facilitate and strengthen capacity and leadership in promoting gender equality programming. The role of the advisors is to provide support to humanitarian leaders (clusters, Humanitarian Country Teams, United Nations agencies, NGOs and governments) to integrate gender equality and women's empowerment in the assessment, planning, implementation and monitoring of immediate responses.

Disasters generally require a coordinated response based on a gender-responsive assessment and/or analysis of needs. Needs assessments are the basis for strategic planning and establishment of baselines for monitoring and evaluation. They should be carried out by a number of stakeholders, including the United Nations, international and national NGOs, local and national authorities, representatives of local communities, women in affected communities, and representatives of women's associations and national gender machineries.

Applying gender analytical tools during needs assessments helps duty bearers understand the challenges women face, and how to address inequalities based on gender. Although gender should be mainstreamed throughout an assessment it is preferable to have a separate chapter for issues related to gender inequality and women's rights.

42 Since 2006, the IASC Reference Group on Gender in Humanitarian Action (Gender Reference Group/ Gender RG/GRG) has supported the integration of gender equality and women's empowerment in the humanitarian action system coordinated by the IASC. The Gender Reference Group brings together representatives from the United Nations, NGOs and Member States, and meets on a monthly basis.

43 The Sphere Project: Humanitarian Charter and Minimum Standards in Humanitarian Response, 2011. <http://www.refworld.org/cgi-bin/telex/vtx/rwmain/opensslpdf.pdf?reldoc=y&docid=4ed8affa2>

44 The IASC Gender Handbook in Humanitarian Action (2006) is currently being revised. In 2016, the Handbook was reviewed and a summary report was published: [https://interagencystandingcommittee.org/system/files/final\\_report\\_from\\_handbook\\_consultations\\_april\\_2016\\_\\_0.pdf](https://interagencystandingcommittee.org/system/files/final_report_from_handbook_consultations_april_2016__0.pdf). UN Women co-chairs the IASC Gender Reference Group.

### Box 3.2. Checklist for integrating gender issues in emergency and humanitarian assistance programming

- Has sex, age or disability data from the affected population been disaggregated, collected, and analysed?
- Have the needs of different target groups been assessed? If yes, have results been fed into emergency response plans and initiatives?
- Have the needs of various communities and affected households been assessed? If yes, have results been fed into emergency response plans and initiatives?
- Do needs assessment teams include women and men, in equal numbers?
- Are the needs of women and men from different population groups in local communities and households considered when setting up and equipping temporary camps or relocating affected populations?
- Have security aspects, including gender-based violence, been considered when setting up and equipping temporary camps or relocating affected populations?
- Have women and representatives of all target population groups been involved in decision-making processes related to provision and distribution of emergency and humanitarian aid? If so, what percentage are women?
- Can women and men equally access information on the provision and distribution of emergency and humanitarian aid?
- Have gender concerns been considered when developing emergency and humanitarian monitoring and reporting mechanisms?
- Has a gender analysis on the effects of emergency and humanitarian operations on human rights (including rights of women and girls) been conducted?
- Is there regular contact with local communities, including women's organizations and other community groups representing women's interests?

Adapted from: **the IASC Gender Handbook in Humanitarian Action, 2006**

#### Multi-Cluster/Sector Initial Rapid Assessment

In Central Asia, the Multi-Cluster/Sector Initial Rapid Assessment (MIRA) is a tool for joint needs assessments and has been utilized in the early stages of the disaster response.<sup>45</sup> It can be used in the sudden-onset of disasters, and before cluster/sectoral needs assessments. MIRA integrates a gender equality approach in data collection tools and analysis that measures local needs. A Humanitarian Response Plan is generally developed, or updated, by using MIRA.

**Figure 2:** Indicative timeline of Humanitarian Programme Cycle



45 For more on MIRA see IASC, Multi-Sector Initial Rapid Assessment Guidance, Revision 2015, <https://www.humanitarianresponse.info/en/programme-cycle/space/document/multi-sector-initial-rapid-assessment-guidance-revision-july-2015> In a protracted crisis, the consolidated analysis of needs of affected people is presented in a Humanitarian Needs Overview (HNO), either instead of, or subsequent to, a MIRA. The HNO is a result of a coordinated assessment and joint analytical process in a given country. The MIRA guidance also exists in Russian.

Each phase involves specific partners, interim results, information, analysis and coordination procedures. Tools for various phases of the process include sampling templates, interview techniques and analyses. A field assessment team should be gender-balanced, and each member's knowledge of gender, age, and protection-related issues should be considered when creating teams.

The main methods of primary data collection include interviews with informants and focus group discussions. When selecting informants, representatives from different women's groups should be targeted, while focus group discussions should include women and men. Standardized questionnaires should be used, and questions should cover a wide range of issues, so the assessment team can identify gaps and determine the emergency and humanitarian needs of different groups across sectors. The toolkit used to identify the most vulnerable and affected populations for such discussions should cover various segments of each population: the elderly, people living with disabilities, LGBTI people, and ethnic and religious groups.

In line with the MIRA methodology, an assessment should take place either at the household or community level, depending on the extent and scale of the disaster. Data is collected at the household level for small-scale disasters or at the community level for large-scale ones. The components of data collection in both cases include a checklist and rapid assessment toolkits. MIRA recommendations stress the need for a vulnerability and risk analysis of gender groups, women-headed households and the elderly, as well as others. Recommendations also highlight the importance of assessing the impact of a disaster on different gender and age groups. This is done by asking the following questions:

- Has the disaster affected women and men of different age groups differently?
- Has the crisis exacerbated pre-existing gender and age inequalities?
- How have existing gender inequalities affected the social and economic vulnerability of the population?
- Have women and men expressed different priority needs?

The proposed methodology for conducting initial rapid assessments can be adapted to different countries and contexts. Although MIRA has not been applied in the Western Balkans, it has been in Nepal (2015) and the Philippines (2013). In Tajikistan, a three-day simulation workshop facilitated by OCHA in August 2012 helped the United Nations Humanitarian Country Team to carry out an assessment and support the government in integrating rapid assessment approaches in national contingency and disaster plans.

**\*Tip:** For detailed guidance, tools and best practices see <https://humanitarianresponse.info/miratoolbox> and <https://www.humanitarianresponse.info/programme-cycle/space/document/mira-framework>.

## Exercise 1

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(Module 3, Unit 1)

### Developing a gender-responsive toolkit for rapid emergency and humanitarian needs assessments

The effectiveness of emergency and humanitarian relief depends on how well the needs of affected households have been assessed. Gathering information and data on affected populations for interventions requires the use of multiple tools: surveys, questionnaires, focus groups and/or observations. Each questionnaire should include a section for gathering general information about household and family composition, sex, age and other characteristics. Availability of disaggregated data on sex and age will help expose gender-specific issues that underlie socio-economic and/or cultural trends.

#### Objectives:

- Measure participants' grasp of post-disaster humanitarian needs assessments and transfer skills on how to develop a toolkit for rapid assessment in the response phase;
- Improve participants' understanding of gender-responsive emergency and humanitarian needs assessments across sectors;
- Test participants' skills in developing standardized data collection questionnaires for a gender-responsive emergency and humanitarian needs assessment of affected populations;
- Identify the differences in emergency and humanitarian needs and priorities for women and men.

**Time:** 1 hour 10 minutes

**Resources:** Relevant texts and case studies.

#### Case study: Mudflows in country X

**Instructions:** Ask participants to pair up and assign two sectors from the case study to each pair. Sector 1 (general information about the household/community) is mandatory reading for everyone so participants will work on a total of three sectors in each pair.

Give each pair 35 minutes to read the case study and develop a list of questions relevant to the sectors they are working on. Questions should be designed for interviewing members of households to identify the different needs of women and men, girls and boys, in humanitarian situations.

Ask participants to present their work to the group. Provide feedback as needed.

## Case study: Mudflows in country X

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(Module 3, Unit 1, Exercise 1)

In Country X, heavy mudflows damaged the central water supply system in two municipalities and completely (or partially) destroyed critical infrastructure such as schools, hospitals and shops. Approximately 500 households were affected and 60 percent of victims were women. In the majority of cases, houses were partially destroyed, the electricity and water supply were cut, and personal items (such as clothing) were ruined. The landslide covered considerable sections of household yards and gardens with a thick layer of clay and debris.

When providing emergency and humanitarian assistance it is imperative to conduct a rapid gender-responsive needs assessment of affected households. The methodology for primary data collection involves interviewing the head of a household using a standardized questionnaire.

Questionnaires should cover a wide range of issues to identify challenges and gaps in women and men's needs and should be broken down into the following sectors:

1. General information about the household/community
2. Displacement
3. Water supply, sanitation and hygiene
4. Food Security
5. Housing
6. Healthcare
7. Safety
8. Education
9. Household items
10. Sources of livelihoods
11. Provision of assistance

## Exercise 2

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### (Module 3, Unit 1)

#### Involving women in decision-making in the planning and implementation of humanitarian response

In natural disasters, women can be active participants in disaster response since they better understand the needs of other women and vulnerable groups. They also have knowledge and experience in caring for the most vulnerable members of their households. Involving women in decision-making processes is crucial for effective humanitarian relief that reflects the needs and interests of women, girls, and other vulnerable groups.

Involving women in decision-making processes varies from increasing their representation in administrative and executive bodies to facilitating consultations with women's groups, leaders or members of the community. To increase women's full participation, they should be involved in disaster planning and all phases of DRR and long-term development.

#### Objectives:

- Improve participants' understanding of why it is important to involve women in decision-making processes;
- Build participants' skills on developing indicators that measure women's involvement in decision-making processes.

**Time:** 1 hour

**Resources:** Handouts, relevant texts.

**Instructions:** Divide participants into three groups.

Group 1: Developing measures for the national level;

Group 2: Developing measures for the city/district level;

Group 3: Developing measures for the village/community level.

Ask each group to create a set of procedures that involve women in decision-making processes at various levels, using the template below. Remind participants it is necessary to identify measures that involve women in planning and decision-making processes during the response phase, and that also focus on final results following the implementation period. Questions to ask:

- What results do you expect to get in the short and medium-term?
- Which indicators can measure these results?

After 30 minutes, ask participants to present their work to the group. Summarize key points and follow up as needed.

**Action plan template for involving women in decision-making in the response phase  
(for use in small groups)**

	Proposed Measures	Final expected result	Short-term expected result	Medium-term expected result	Indicators to measure results
<b>I.</b>	<b>At the level of planning emergency and humanitarian relief institutive</b>				
1.					
2.					
3.					
4.					

	Proposed Measures	Final expected result	Short-term expected result	Medium-term expected result	Indicators to measure results
<b>II.</b>	<b>At the level of implementing emergency and humanitarian relief initiatives</b>				
1.					
2.					
3.					
4.					

## Unit 2: Gender-responsive longer-term recovery

Whereas the provision of emergency assistance is concerned with short-term results (e.g. saving lives), recovery, reconstruction and rehabilitation are medium and long-term measures that help survivors of disasters move forward. In the best-case scenario, such interventions should enhance individual and collective resilience, sustainable livelihoods, equality, and gender-transformative norms. In the emergency phase, first responders tend to focus on basic service provision and protection issues, while in longer-term recovery they prioritize the reconstruction of infrastructure (including education and health services), homes, and livelihoods.

### 2.1 Women and men have equal access in all phases of recovery

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Gender-responsive activities in this phase should consider: (i) gender-specific needs in restoring livelihoods with a focus on providing equal opportunities for women and men; (ii) gender-specific needs in recovery and development of infrastructure across all sectors—housing, health, education, water, food security, sanitation and hygiene—following the ‘Build Back Better’ principle; and (iii) increasing the participation of women and excluded groups (e.g. youth, people living with disabilities, etc.) in policy and planning processes.

The Sendai Framework recognizes the gender dimension of recovery in Article 36 (a)(i), which stipulates:

*“Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations.”*

Livelihood assistance should consider and address deep-rooted economic inequalities between women and men, which are common in the Western Balkans, the Caucasus, and Central Asia. Living conditions are especially challenging for rural women. Rural areas are often racked by poverty, aging infrastructure and reduced services, migration and depopulation, limited employment opportunities, and disappearing natural and cultural heritage. Women living in villages tend to have lifestyles that are rooted in traditional and patriarchal structures, which makes them doubly marginalized: for being members of rural agricultural communities and because they have limited access to income, property, and decision-making within the household. Additionally, pre-existing gender discrimination (e.g. no property rights for women) often limits their access to resources such as loans, emergency assistance, seeds, tools and land.

### Box 3.3. Gender dimensions of livelihoods

**Water, sanitation and hygiene:** Women and men have variable access to water and sanitary facilities. Importance should be given to ensuring that women and girls have similar access to these facilities, in accordance with local cultural norms, and ensuring their right to personal safety when accessing water, toilets, and laundry facilities.

**Food security:** Damage assessment should determine how men's and women's ability to secure food has been affected, and if specific interventions are in place. Special attention must be paid to differences in how family members (women, girls, men and boys) access food. This should cover economic activities, as well as food production. In some cases, activities can be combined, for example, when women breed cows to sell milk.

**Education:** An increase in recovery-related work is likely to keep children of school age, especially girls, at home, in shelters or in camps for displaced people. Recovery and care planning should therefore include special education programmes aimed at children who are unable to attend school regularly following a disaster. Furthermore, when restoring/repairing education facilities, access of children living with disabilities should be considered.

**Livelihoods** comprise the capabilities, assets (both material and social), and activities required for maintaining a standard of living. People's livelihoods are sustainable when they can cope with, and recover from, stresses and shocks without undermining the natural resource base.

**Adapted from:** UNISDR, 2010, Guidance Note on Recovery: Livelihood.

Disaster damages and losses are usually recorded for material resources in the formal economy, which tend to be owned by men. Losses in the informal sector and subsistence farming, where women are over-represented, are seldom measured or recorded, leading to a substantial undervaluation of the impact and cost for women<sup>46</sup> and thus the overall disaster impacts for the community and the country as a whole.

Such inequalities need to be carefully considered when designing and implementing interventions to support the restoration of livelihoods in post-disaster environments. Activities in gender-responsive livelihood programming should:

- Raise awareness of rights, including women's rights to property, land and loans;
- Involve women in decision-making processes that concern the local economy;
- Ensure equal participation of women and men in livelihoods programming;
- Develop programmes based on the skills and needs of women and men;
- Ensure equal access to and participation in food-for-work, food-for-education and cash-for-work programmes for women and men;
- Maintain gender balance among programmes and increase the capacity and skills of women through specific training and income-generating and microfinance activities;
- Provide childcare services for women engaged in capacity-building activities.

Disasters increase a woman's burden of care, which limits her participation in recovery programmes. In the recovery phase, support should be provided for the care of children and other dependents so that women can access job opportunities or skills training. When selecting beneficiaries for economic assistance, livelihood recovery or vocational training programmes, a gender balance needs to be ensured. Gender-responsive training programmes should take into consideration factors that hinder women's participation—like time, mobility or safety. Men need to be engaged and understand why women should have access to equal rights and benefit from resilience programming.

46 S. Bradshaw and M. Fordham, 2013, Women, Girls and Disasters: A Review for DFID, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/236656/women-girls-disasters.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/236656/women-girls-disasters.pdf)

#### WHAT DO YOU NEED TO KNOW TO DEVELOP AND IMPLEMENT GENDER-RESPONSIVE LIVELIHOOD INITIATIVES?

What is the demographic structure of the population (sex, age, minority disaggregated)?

What were women's and men's traditional cultural and social roles and practices before the disaster?

What access to resources necessary to provide livelihoods and control over them do women and men have?

How did the workload, responsibilities and gender roles change after disaster?

## 2.2 Gender in post-disaster needs assessments

Over the past several years, **Post-Disaster Needs Assessments (PDNA) and Recovery Frameworks** have been applied in Bosnia-Herzegovina, Serbia, the former Yugoslav Republic of Macedonia, Moldova and Kosovo. The PDNA is governed by institutional and legalized agreements between the World Bank, the United Nations and the European Commission. It is used to make international appeals to fund mid- and longer-term responses. A government-led exercise, it is meant to result in the drafting of a single, consolidated report, detailing information on the physical impacts of a disaster, economic value of damages and losses, the human impacts as experienced by affected populations and early and long-term recovery needs and priorities. More information on the tool is available in guides developed by The European Union, the United Nations Development Group and the World Bank.<sup>47</sup>

As indicated in Gender PDNA guidelines, Volume A, page 25:

*“The inclusion of a gender analysis in the assessment facilitates an understanding of the distinct obstacles to access encountered by women and girls. For example, due to social and cultural reasons, women and girls may not be permitted to travel to water, sanitation or health facilities that are available; or the prevailing insecurity in the area of evacuation may mean that women and girls do not feel safe to travel in order to avail of facilities.”*

In some instances, a stand-alone gender report or chapter is included in the overall PDNA report.

However, a 2013 analysis of the PDNA revealed that less than 33 percent of guidelines included references to gender issues, and fewer were translated into concrete budget allocations in recovery frameworks. PDNAs rarely recorded damages and losses to women's possessions or livelihoods, as these are not likely to be officially registered. PDNAs also do not cover the factors that influence women's access to social protection, disaster compensation, or loans. In many cases, women are not entitled to disaster compensation because of social or cultural norms.<sup>48</sup>

Supporting the recovery and resilience of women's economic contributions can accelerate personal recovery along with that of the communities. However, this requires investing in targeted support to sustainable and alternative livelihood options that support women. Existing PDNA gender guidelines should be used during PDNA exercises to strengthen the gender aspects of an assessment, and in the design and implementation of recovery plans.

To secure greater financial support for programmes that benefit women, the Organisation for Economic Cooperation and Development (OECD) developed a Gender Marker in 2007 to track expenditures for gender equality programming in development. Following this, the IASC created its Gender Marker to strengthen gender in humanitarian action, and the ECHO Gender-Age Marker was designed to assess the extent to which humanitarian projects take into account the needs and capacities of different population groups: young children, adolescent boys, women-headed households, or the elderly. Based on a set of criteria, each project receives a score between 0 and 2 for responsiveness to gender and

47 Guides are available at: <http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/pdna.html>

48 I. Jawed, B. Naseem, S. Haleema, and K. Bilal, 2013, Gender Mainstreaming into Community Based Disaster Risk Management, <http://eujournal.org/index.php/esj/article/viewFile/2041/1953>

age. The marker assesses ECHO's performance and aims at making humanitarian assistance more responsive to differences in gender and age.

**Example:** Recommendations for addressing gender issues in recovery plans identified in the post-disaster recovery needs assessment in Bosnia and Herzegovina, 2015

#### **Agriculture, land ownership, and housing**

- Ensure equitable and transparent land, housing and property legal frameworks and restitution for men and women, irrespective of marital status;
- Ensure default joint titling and registration of recovery assisted land, housing, property and productive resources for married women and unmarried women;
- Accompany titling and registration programmes with awareness-raising initiatives aimed at educating women and men about women's rights to access, use and control land and other resources;
- Encourage the meaningful participation of women, including marginalized and excluded women, in decision-making processes relevant to housing, land, property and agriculture;
- Provide clear criteria for reconstruction assistance and train equal numbers of women and men on DRR construction, with special assistance for those unable to carry out manual work on their own;
- Cash-for-work assistance must be balanced equally for men and women;
- Cash compensation must be provided to vulnerable people who are completely reliant on small-scale subsistence agriculture;
- Emergency telephone services should be expanded to include psychological support and services for disaster-affected individuals. Housing and compensation issues for war victims must be urgently addressed.

#### **Employment and livelihoods**

- Increase transparency in the distribution of recovery funds, especially cash, and make sure resources are equitably provided to women and men;
- Strengthen economic empowerment programmes for women;
- Compensate women for unpaid labour;
- Establish dedicated funds for the rapid re-establishment of women-run small and home-based enterprises;
- Engage young people registered with employment bureaus so they are inspired to assist with post-disaster recovery;
- Prioritize the rebuilding of schools, social and children's services, and safe houses, which help to reduce the burden on women and give them time to find gainful employment.

## **2.3 Gender perspectives in restoring and developing infrastructure and the economic sector**

Gender-specific needs and priorities must be considered when restoring infrastructure. Damaged or destroyed health facilities can limit a woman's access to reproductive services and/or childcare. An estimated 60 percent of maternal deaths occur during conflict, population movements and natural disasters.<sup>49</sup> Therefore, maternal and reproductive health services should be restored as soon as possible, and priority given to the reconstruction of schools, kindergartens, hospitals and public lighting on main roads, as these have a direct effect on women's roles in the community.

In housing reconstruction, give priority to women-headed households, or those with a high number of elderly and sick people, or people living with disabilities. Issues of ownership, property registration, and user rights must be addressed. Property-related disputes lead to gender discrimination, especially if paperwork was not handled properly or property is registered under a man's name but used by women. It is necessary to establish what land and property rights the affected women and men have to provide

49 WHO, UNICEF, UNFPA, the World Bank and the United Nations Population Division, 2014, Trends in Maternal Mortality: 1990-2013, <http://www.who.int/reproductivehealth/publications/monitoring/maternal-mortality-2013/en/>

appropriate support to them. A main concern should be to specifically support women and persons who have become widowed or orphaned following disasters, and pensioners.

### **Gender-responsive components of infrastructure and livelihood recovery**

To ensure gender-responsiveness, infrastructure and livelihood recovery programmes should be guided by the following principles:

- Conduct assessment of affected infrastructure and consider the gender implications;
- Identify primary needs and necessary recovery measures for women and men from different population groups;
- Ensure involvement of women and women's groups, irrespective of their age and marital status, in needs assessment and decision-making around recovery and development;
- Source procurement of construction materials from companies owned by women or hire women to work on infrastructure development and in livelihood development programs;
- Ensure access to financing and training for women interested in entrepreneurship;
- Ensure equal access to services for women and men from various population groups;
- Allocate targeted funding for women's empowerment programmes;
- Monitor and evaluate the implementation of gender-specific measures based on gender-responsive indicators (see module 4 for more information).

Too often, rebuilding homes, schools, hospitals and other infrastructure fails to generate the same opportunities for women as it does for men. Men also dominate skilled trades (e.g. carpentry, masonry, electrical work). Unless women are actively skilled and/or recruited for these jobs, they are relegated to menial tasks in recovery projects. When women who are trained in relevant trades participate they do so in conflict with traditional gender divisions of labour. Women-targeted training programmes for skilled trades are becoming more popular, providing new opportunities for women. Yet, many trained women still receive lower wages and must work harder to receive recognition. The introduction of active interventions prevents discrimination and makes sure that recovery programmes do not exacerbate existing inequalities.

But without gender-specific data that shows the growing number of women in the workforce, recovery stakeholders make generalizations about the division of labour, which often place women in reproductive and community service roles, while men take on most of the economic and/or "productive" responsibilities. Yet, a lack of data only partially contributes to the problem. Increasing the participation of women in decision-making, addressing gender inequality and sustaining advocacy and political will are required to change entrenched perceptions and practices.

## **2.4 Gender perspectives in long-term recovery and rehabilitation efforts**

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To overcome gender inequalities, recovery initiatives should contribute to long-term development objectives and targets that eradicate inequalities, including poverty and hunger, by adapting other sectors of the economy to climate change risks and reducing community vulnerability to natural disasters.

### **Expanding economic opportunities and women's access to economic resources**

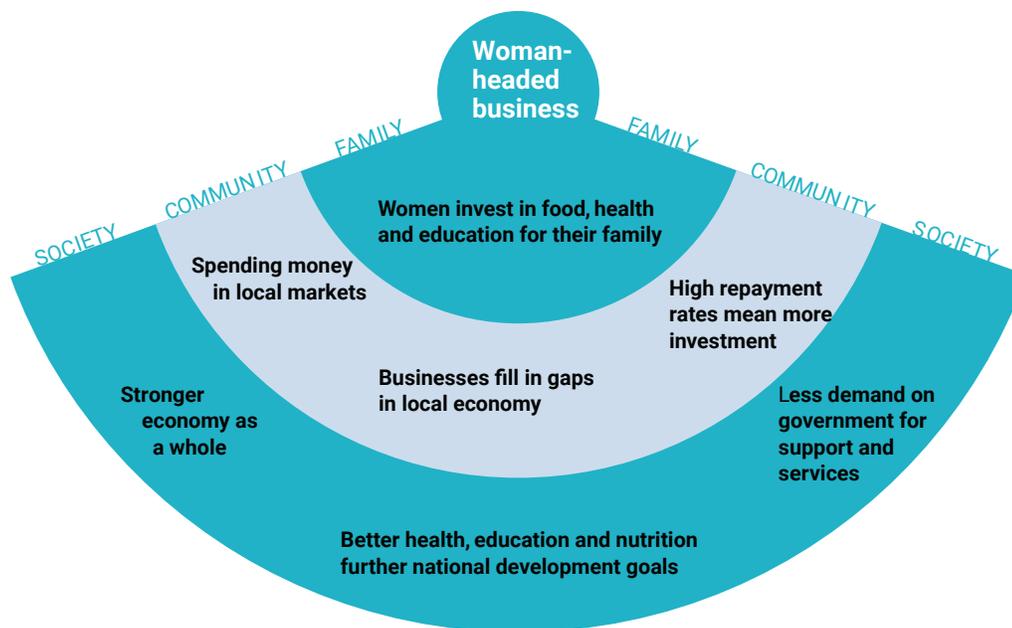
Women must have the same access to economic resources as men. The ownership of, and control over, resources provides women with higher levels of protection, the possibility of improving their lives and a sense of self-reliance. On a larger scale, direct benefits will be felt not only by women and their households but also local communities and the society (see diagram).<sup>50</sup>

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50 UNDP, 2009, Annual Report, [http://www.unisdr.org/files/10836\\_ENFINAL1.pdf](http://www.unisdr.org/files/10836_ENFINAL1.pdf)

### Loaning to women benefits society as a whole

In 2008, UNCDF – administered by UNDP – supported microfinance and financial services institutions that delivered benefits to 1.5 million poor clients, more than half of whom were women.



Source: World Bank  
Illustration: Pamela Geismar

### Recommended measures to increase women's access to financial resources

Some methods of increasing women's access to financial resources include:

- Early loan repayment without fines and contractual penalties;
- Implementation of socially-oriented loans with favourable interest rates or no credit guarantee schemes;
- "Solidarity lending" for the most vulnerable women;
- Replication of best practices in setting up and running various financial institutions, including credit unions. A credit union has more advantages than other credit institutions: it's local, it requires a small initial investment and is owned and controlled by members within the union;
- Securing state support in the design and promotion of banking and microfinance organizations that implement successful, socially responsible programmes and projects.

Other methods focus on the wider use of collateral-free loans, solidarity lending or personal loans, and securing the participation of microfinance institutions in assisting women's business projects—all of which increase women's confidence in taking out and repaying loans.

### Examples of women's economic empowerment in Central Asia

In Kyrgyzstan, Women's Right to Land (WESA) led awareness raising campaigns and implemented programmes that drew attention to specific problems faced by rural women, specifically in relation to land reform. Since 2002, WESA has worked with local/community institutions and the private sector to secure women's property and inheritance rights. At the institutional level, programme results include strengthening the capacity of local authorities in gender-responsive governance and monitoring the implementation and effectiveness of legislation that gives women equal access to economic resources.

In Kazakhstan, the share of women heading SMEs has grown steadily since the early 2010, when the state-owned DAMU Entrepreneurship Development Fund set up microcredit funds for women entrepreneurs. The fund promotes the growth of small and medium enterprises (SMEs) throughout the

country by providing integrated support, a wide range of financial and non-financial tools, and creating a robust business environment. Fund staff collaborate closely with organizations providing support to SMEs and set up support centres for women entrepreneurs. Existing sex-disaggregated statistics show that over 41,5 percent of SMEs in Kazakhstan are now headed by women. Moreover, according to the National Union of Women Entrepreneurs, the contribution of women to GDP is estimated at about 40 percent.

In Tajikistan, the President established a grant programme to support women entrepreneurs, including in rural areas. The programme promotes competitiveness among women entrepreneurs to encourage improved access to financial resources and enhance women's professional skills and training.

Many countries engaged local communities on women's economic empowerment issues (Moldova, India, Kyrgyzstan, Tajikistan) using social mobilization and community engagement tactics, like the establishment of self-help groups (SHGs). Groups are formed by people who share common interests, and each of them offers specific tools through which members receive support (e.g. savings funds). SHGs create solidarity among members and lead to skills development. They can be transformed into cooperatives, credit unions or other support groups.

## Exercise 3

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(Module 3, Unit 2)

### Developing gender-responsive plans to restore livelihoods post-disaster

**Objectives:**

- Strengthen gender analysis skills and identify appropriate livelihoods interventions for affected populations;
- Use gender analysis to define gender differences in livelihood recovery;
- Create activities for livelihood recovery and/or identify alternative livelihood.

**Time:** 1 hour and 10 minutes

**Resources:** Case study handouts, relevant texts, action plan template.

**Case study:** A natural disaster in Tajikistan

**Instructions:** Ask participants to pair up. Based on the case study, ask each pair to conduct a gender analysis and assess which livelihoods/financial streams were affected by each disaster.

Based on the analyses, assess how disaster consequences affected the livelihoods of men and of women, define what can be done to recover old livelihoods or identify new, alternative livelihoods. In addition, determine what resources are required and from where they can be sourced.

Give each pair 35 minutes to develop an action plan using the attached template. Afterwards, ask each pair to present their work to the group.

## Case study: A natural disaster in Tajikistan

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### (Module 3, Unit 2, Exercise 3)

On May 7, 2010, following heavy rainfall in Kulyab and seven neighbouring districts, the Tebalai mudflow channel in Kulyab and the Surkhob and Yakhsu riverbanks burst. Forty people were killed due to flooding and 33 went missing. More than 300 people were wounded and 85 were taken to the hospital with serious injuries.

The floods caused serious damage to the homes and property of 7,500 people in Kulyab and seven neighbouring districts. Another 16,000 people (2,762 households) in the countryside were directly affected by the disaster (e.g. livestock were killed, crops were destroyed, pastures were covered with mud and debris). Almost 70,000 people had no access to safe drinking water. According to reports, four health clinics suffered damage, as did eight schools and kindergartens. Roads and bridges were damaged, as were infrastructure facilities like river dams, water supply systems, and power lines.

Statistics in Tajikistan have shown that women are more dependent on natural resources for their livelihoods than men. This includes income from individual subsidiary farming. An analysis of livelihood sources shows that women have limited access to property and financial resources. This gender disparity is particularly acute among those who receive income from property they own. Furthermore, women have considerably less savings than men. The majority of women do not apply for loans because of high interest rates and their inability to leave a deposit. Land use rights certificates are issued in the names of men. Most women are housewives, while most men work abroad, with migration being seasonal and increasing between March and December.

## Self-assessment questions

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1. What factors impact livelihoods at individual, household, and community levels?
2. How does gender inequality (in access to livelihood streams) manifest itself?
3. What steps should be taken to increase women's participation in DRR decision-making processes?
4. What are the long-term priorities for ensuring gender equality and the empowerment of women in the various phases of recovery?

**Action plan template for the livelihoods recovery or creating new livelihoods (LLHs)**

	Inventory of LLHs before the disaster	Condition of LLHs after the disaster (no damage/ partially damaged/ completely destroyed)	Specific measures to recover LLHs or to find alternative LLHs	Resources to implement the specific measures (financial, equipment, knowledge)	Sources of necessary resources for LLH recovery
<b>LLHs recovery plan for women</b>					
1.					
2.					
3.					
4.					

	Inventory of LLHs before the disaster	Condition of LLHs after the disaster (no damage/ partially damaged/ completely destroyed)	Specific measures to recover LLHs or to find alternative LLHs	Resources to implement the specific measures (financial, equipment, knowledge)	Sources of necessary resources for LLH recovery
<b>LLHs recovery plan for men</b>					
1.					
2.					
3.					
4.					



# **Module 4**

## **Gender-responsive monitoring and assessment of disaster risk reduction programmes**

## LEARNING OBJECTIVES

- Understand the importance of monitoring gender concerns in disaster risk reduction programmes
- Improve the use of sex-disaggregated data and gender-based evidence for monitoring of DRR interventions
- Improve the use of gender-responsive indicators
- Become familiar with existing reporting mechanisms and how they can be made more gender-responsive

# Gender-responsive monitoring and assessment of disaster risk reduction programmes

## Module outline

### Unit 1: Using sex-disaggregated data, gender-based evidence and indicators for monitoring DRR initiatives



**Presentation of key messages by facilitator(s)**



60-90 minutes

- Outline the importance of collecting and using sex-disaggregated data and gender-based evidence for monitoring;
- Highlight the importance of gender equality indicators (e.g. human and economic capital, voice and rights, capacity-building);
- Present different types of indicators (qualitative vs. quantitative, output vs. input);
- Present examples of gender-responsive outcome and impact indicators.

### Unit 2: Gender-responsive monitoring in implementing the Sendai Framework for DRR and the SDGs



**Presentation of key messages by facilitator(s)**



45 to 60 minutes

- Present indicators for monitoring the implementation of the Sendai Framework for DRR and the SDGs.



**Practical exercise**

Exercise 1: Design local and national gender-responsive monitoring frameworks based on the Sendai Framework for DRR and SDG indicators.



**Self-assessment**

# Gender equality in disaster response and recovery



## Recommended reading

1. UNDP, 2009, Handbook on Planning, Monitoring and Evaluating for Development Results, <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>.
2. UNISDR, 2014, Overview of National Platforms in Europe, <http://www.unisdr.org/we/inform/publications/19617>.
3. UNISDR, 2015, Indicators to Monitor Global Targets of the Sendai Framework for Disaster Risk Reduction 2015-2030: A Technical Review, [https://www.preventionweb.net/files/45466\\_indicatorspaperaugust2015final.pdf](https://www.preventionweb.net/files/45466_indicatorspaperaugust2015final.pdf).
4. UNISDR, National Platforms for DRR, <http://www.unisdr.org/we/coordinate/national-platforms>.
5. Asian Development Bank, 2013, Tool Kit on Gender Equality Results and Indicators, <https://www.oecd.org/derec/adb/tool-kit-gender-equality-results-indicators.pdf>.
6. UN Economic and Social Council, 2016, Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators, <https://unstats.un.org/unsd/statcom/47th-session/documents/2016-2-IAEG-SDGs-Rev1-E.pdf>.
7. Various authors, Sendai Framework Data Readiness Review Reports, <https://www.preventionweb.net/english/>.
8. Various authors, 2017, Sendai Framework, National Progress Reports, <https://www.preventionweb.net/english/hyogo/national/reports/>.
9. GIZ, 2014, Guidelines on designing a gender-sensitive result-based monitoring, <https://www.genderingermandevelopment.net/custom/images/contentBilderGalerie/bilderGalerie1000503/GIZ-Guidelines-on-designing-a-gender-sensitive-results-based-monitoring-system-2014-EN.pdf>.
10. S. Klasen and W. Kumase, 2007, Cutting Edge Pack, IDS/BRIDGE, Gender and Indicators, overview report, <http://www.bridge.ids.ac.uk/sites/bridge.ids.ac.uk/files/reports/IndicatorsORfinal.pdf>.
11. IFAD, 2010, Gender sensitive monitoring and evaluation, <https://asia.ifad.org/documents/627927/627956/65+Gender-Sensitive+%26E.pdf?version=1.0>.
12. UNISDR, 2016, The Plan of action for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Central Asia and South Caucasus Region, [https://www.unisdr.org/files/globalplatform/591d1dd3ca1beCASC\\_Regional\\_Plan\\_for\\_Sendai\\_Framework\\_implementation\\_ENG.pdf](https://www.unisdr.org/files/globalplatform/591d1dd3ca1beCASC_Regional_Plan_for_Sendai_Framework_implementation_ENG.pdf).
13. Asian Development Bank, 2013, Tool Kit on gender equality results and indicators, <https://www.adb.org/documents/tool-kit-gender-equality-results-and-indicators>.

## Unit 1: Using sex-disaggregated data and gender-based evidence and indicators for monitoring DRR initiatives

**Sex- and age-disaggregated data**, along with gender-based evidence, shed light on similarities and differences between the genders, along with the way gender norms, social institutions and policies shape one's experience during and following a disaster. Without gender-based evidence, it is difficult to monitor or address the differing needs of women and men for an effective response.

In Europe and Central Asia, the degree to which such evidence and data are used in monitoring and managing DRR initiatives varies widely. Globally, almost 90 percent of countries that reported to the Hyogo Framework for Action did not collect sex disaggregated or gender-based evidence, which made it impossible to identify the separate needs of women and men. A lack of evidence-based data continues to impede the design and monitoring of strategies and plans that address gender inequalities and promote women's equal involvement in community resilience initiatives.<sup>51</sup>

### Box 4.1. Collecting sex-disaggregated data in the former Yugoslav Republic of Macedonia

Since 2008, UNDP and the national Crisis Management Centre (CMC) **in the former Yugoslav Republic of Macedonia**—a country where earthquakes and floods pose serious risks—have worked together to ensure that sex-disaggregated data is collected to be used in DRR interventions. New software for a geographic information system was developed so researchers could collect sex-disaggregated data. This data was used to train staff at the Macedonian Red Cross on gender responsiveness. They have also developed an e-learning software application on gender issues. In addition, the National Platform on Disaster Risk Reduction established working structures for gender issues in case of disasters and accidents, and UNDP and CMC also developed a gender-responsive national contingency plan.

51 UNISDR, 2014, Towards the post-2015 Framework for Disaster Reduction: Women as a force in resilience, building gender equality in disaster reduction: a background paper on gender and inclusion in HFA2, [http://www.preventionweb.net/documents/posthfa/background\\_paper\\_gender\\_inclusion\\_in\\_hfa2.pdf](http://www.preventionweb.net/documents/posthfa/background_paper_gender_inclusion_in_hfa2.pdf)

**Gender-responsive monitoring and evaluation** of initiatives during and after disasters improves their effectiveness in rapidly changing situations. Monitoring involves a systematic assessment of how programmes and strategies perform over time. It raises the likelihood of achieving relief and recovery efforts related to helping women and men equally by contributing to a thorough understanding of local contexts and generating/utilizing data to maximize efficiency. Assessment helps to identify the relevance, impact and sustainability of interventions at a specific point in time.

Gender-responsive monitoring uses sex-disaggregated data and gender-based evidence<sup>52</sup> to:

- assess whether interventions target and include women and men equally;
- identify changes in the status of women;
- determine whether improvements in gender equality can be attributed to initiatives or programmes being implemented.

Data and evidence should be collected at the following points<sup>53</sup> in the programme cycle:

- **During initial assessments.** Quantitative data is usually collected during the preparedness phase, but collection might occur during the disaster response phase as well;
- **At the start of the initiative** to establish a 'baseline point,' (e.g. post-disaster assessment when questionnaires and focus group discussions can be used to collect more gender-based evidence) using Capacity and Vulnerability Assessment or MIRA methodology;<sup>54</sup>
- **Every three months** as part of ongoing monitoring;
- An evaluation should take place one **year into programme implementation** or at the mid-term phase;
- Baseline measurements should be repeated at the end of the **first and second years.**

Indicators measure or observe changes that have resulted from the actions of a particular initiative or strategy. Gender-responsive indicators measure changes in gender relations over time.

Questions to ask when developing gender-responsive indicators are:

- Did the initiative, strategy, or policy provide different benefits for women and men? How?
- To what extent were the different vulnerabilities and capacities of women and men considered?
- Did the programme or strategy improve gender equality and women's empowerment measures or work against them? In what ways did the initiative help or hinder?

To generate gender-responsive indicators, identify them at the start of an initiative through a participatory process that includes men and women who are intended to be beneficiaries and/or participants. In addition, collect data that measures gender-differentiated vulnerabilities and capacities during preparedness and post-disaster risk assessments and use it to provide a baseline for gender analysis.

### **Quantitative vs. qualitative indicators**

Gender-responsive indicators can be **quantitative** (e.g. the percentage of women and men who have access to a certain service) or **qualitative** (e.g. the extent to which women feel their opinions are heard). While data from quantitative indicators may be easier to collect and analyse, qualitative indicators have stronger explanatory and analytical roles. It is essential to use a mix of indicators to observe changes in gender relationships in communities, households and institutions.

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52 Refer to Module 1 on use of sex- and age- disaggregated data and gender-based evidence for gender analysis.

53 Monitoring timelines will vary depending on the length and nature of initiatives and should be adjusted accordingly.

54 Refer to modules two and three for the CVA and MIRA methodologies.

Comparison of qualitative and quantitative indicators	
Quantitative indicators	Qualitative indicators
<ul style="list-style-type: none"> <li>Measures quantity.</li> <li>Number, percentage or ratio.</li> </ul>	<ul style="list-style-type: none"> <li>Measures quality.</li> <li>Subjective and based on perception, opinion, or level of satisfaction.</li> </ul>
Sources of data: surveys, census information, reports, questionnaires.	Sources of data: focus groups, testimonials, interviews, qualitative surveys, case studies.
<p>Examples:</p> <ol style="list-style-type: none"> <li>Percentage of women in decision-making positions.</li> <li>Increase or decrease in rates of gender-based violence.</li> <li>Percentage of new legislative acts promoting gender equality.</li> </ol>	<p>Examples:</p> <ol style="list-style-type: none"> <li>Women's perception of empowerment.</li> <li>Levels of satisfaction regarding support and food provided by government/aid organizations.</li> <li>Satisfaction levels regarding police and legal responses to cases of domestic violence.</li> <li>Perceptions of new legislative acts favouring greater gender equality.</li> </ol>

It is important to distinguish between **output, outcome and impact indicators**.

Take the example of an initiative aims to reduce vulnerability to risk in a flood-prone area. Its objectives are to reduce the number of human lives lost and ensure that risk reduction efforts reach women and men equally. One of its key activities is to raise awareness and train women and men to put in place effective early warning systems. In this case the difference between indicators would be:

- Outputs** (or 'results' in the programme log frame). These indicators measure the result of an activity. They are quantitative and do not reveal change (e.g. the number of women and number of men who attended training sessions on early warning systems).
- Outcomes** (or 'specific objectives'). These indicators measure what happened as a result of outputs, or the observable or measurable change brought about by an activity (e.g. the ratio of women to men who quickly and safely reach shelters (within x hours/minutes) in the event of a flood).
- Impact** (or 'principal objectives'). These indicators measure change towards the overall goal (e.g. the percentage reduction in the number of women/girls' and men/boys' lives lost during floods).

Gender-responsive outcome and impact indicators can be developed by defining broad ideas that will lead to more equal gender relations. For most contexts, these can be defined generically. Specific indicators that measure the extent to which change has occurred needs to be defined in a participatory way (ideally at the start of the programme implementation period). This process should involve the concerned women and men and consider context-specific perspectives on gender equality and women's empowerment. Examples of gender-responsive outcome and impact indicators can be seen in the table below.

Areas of change that result in more balanced/equal gender relations	Outcome or impact indicators
Women and men participate in decision-making more equally, in both the public and private domains	<ul style="list-style-type: none"> <li>• More equal and active participation of women and men in identifying gender-specific concerns during risk and needs assessments.</li> <li>• More equal and active participation, decision-making and leadership of women and men in the planning, implementation, monitoring and evaluation of DRR interventions.</li> <li>• Increase the role of women in the planning and construction of latrines and areas to shower/bathe.</li> </ul>
Women have more equal access to, and control over, economic and natural resources, and basic social services	<ul style="list-style-type: none"> <li>• Equal provision of basic needs like food, water, fuel, housing, and health care.</li> <li>• Women have greater access to, and control over, land, tools, credit, income and accumulation of capital and/or joint ownership of housing.</li> <li>• Increase in the percentage of women and women-headed households that receive early warning information.</li> </ul>
Fewer women experience gender-based violence, and women have increased control to make choices regarding their own bodies	<ul style="list-style-type: none"> <li>• Women feel safer using temporary shelters, latrines, showers/ bathing areas.</li> <li>• Fewer women experience violence or threats of violence in the community or household</li> <li>• Men are increasingly challenged, and challenge each other, on violent behaviour and why such behaviour is unacceptable.</li> </ul>
Fewer women experience gender-based violence, and women have increased control to make choices regarding their own bodies	<ul style="list-style-type: none"> <li>• Greater involvement of men in roles traditionally performed by women (e.g. domestic work).</li> <li>• Men increasingly take action to support the rights of women in gaining equal participation in the household, society and workforce.</li> <li>• Greater involvement of women in roles and responsibilities traditionally performed by men (e.g. search and rescue teams).</li> </ul>
Women are empowered to think and act freely, exercise free choice, and fulfil their potential as equal members of society; they also have the increased capacity to organize and become active agents of change.	<ul style="list-style-type: none"> <li>• Women can freely voice their concerns and priorities regarding disaster preparedness planning, and feel these concerns are heard and acted on.</li> <li>• Women's status in the community improves because they take on roles as early warning focal points. Women in flood zones learn life-saving skills like how to swim or climb a tree.</li> </ul>

Using gender-specific indicators **and** sex- and age-disaggregated data in monitoring and assessment phases is useful for pointing out gender-based differences on how a disaster affects men and women differently. Sex- and age-disaggregation of most quantitative indicators without further analysis only highlight differences in outcomes but they do not explain why or how differential outcomes occur. Generally, when a baseline is established, indicators are set but do not help to explain changes. For this, gender-responsive monitoring indicators are needed to highlight how an initiative or programme can effectively address gender equality issues. See Box 4.2 on gender-responsive baseline and monitoring indicators for DRR initiatives and programmes, clustered by areas of concern.<sup>55</sup>

<sup>55</sup> Developed by UNDP practitioners in Europe and Central Asia based on experiences from DRR programmes and interventions.

## Box 4.2. Indicators clustered according to context and demographics

Baseline indicators	Monitoring indicators
<b>Context and demographics</b>	
Life expectancy of women and men, at birth Birth and death rates, disaggregated by sex	Percentage of disaster casualties, disaggregated by sex
Maternal and child mortality rates	Changes in birth and death rates, and maternal and child mortality rates
Population disaggregated by sex and age, including the percentage of infants, the young (under 15 years) and the elderly (+65 years)	Proportion of internally displaced people, disaggregated by sex and age
Percentage of households headed by women	Changes in the number of households headed by women
Access to prenatal and delivery care services	Percentage of women who have access to prenatal and postnatal care from trained staff Percentage of newborn children provided with neonatal and infant health care
Access to sexual and reproductive health services	Proportion of women who have access to sexual and reproductive health services
Number of schools and health and other community facilities	Number of rehabilitated schools and health and other community facilities
Length of roads	Length of rehabilitated roads
Number of doctors/medical professionals per 1,000 inhabitants and their accessibility	Number of doctors per 1,000 inhabitants and percentage of people with access to doctors/medical professionals
Availability of public transportation	Availability of rehabilitated public transportation
Number and proportion of households connected to the water supply system, disaggregated by gender of head of household	Number and proportion of households connected to the water supply system, disaggregated by gender of head of household
Number of persons living with disabilities, disaggregated by gender and age	Percentage of disaster casualties among persons living with disabilities, disaggregated by gender and age
Numbers of persons belonging to disadvantaged and marginalized groups, disaggregated by gender	Percentage of disaster casualties among persons belonging to disadvantaged and marginalized groups, disaggregated by gender

## Box 4.2. Indicators clustered according to context and demographics

Baseline indicators	Monitoring indicators
<b>Context and demographics</b>	
Prevalence of gender-based violence Number of reported/registered cases of gender-based violence	Prevalence of gender-based violence Number of reported/registered cases of gender-based violence Number of reported/registered cases of gender-based violence in temporary shelters
<b>Political and institutional factors</b>	
<b>Baseline Indicators</b>	<b>Monitoring Indicators</b>
Equality and protection of women under the law	Threats and restrictions for women and women's organizations
Number of women registered to vote Number of women voting in elections Number of women candidates in elections	Changes in the number of women registered to vote Changes in the number of women voting in elections Changes in the number of women candidates in elections
Percentage of women in national and local parliaments, parliamentary commissions, task forces	Changes in the number of women in national and local parliaments, parliamentary commissions, task forces
Percentage of women and men in local decision-making bodies including customary institutions and arrangements for decision-making at local level	Women's effective involvement in DRR management decision-making Percentage of women in local DRR management committees
Resistance to women's participation in DRR processes (in local DRR mechanisms, emergency management units, civil protection units etc.)	Percentage of women involved in disaster response (number of women rescuers) Number of people involved in recovery work, disaggregated by gender
Degree of cooperation among local institutions and bodies (social workers, civil protection units, community decision-making institutions, etc.)	Degree of cooperation among local institutions and bodies (social workers, civil protection units, community decision-making institutions, etc.)
Municipalities and sub-regional governance bodies which have mainstreamed gender in local policies and strategies, including DRR	Municipalities and sub-regional governance bodies that have appointed gender focal points dealing with mainstreaming gender into local policies
Number of active women's organizations	Number of women's organizations with a DRR agenda

## Box 4.2. Indicators clustered according to context and demographics

Political and institutional factors	
Baseline Indicators	Monitoring Indicators
Presence of identifiable local leaders, institutions or collaborations that lead disaster risk reduction activities at the local level	Local leaders, institutions or collaborations that lead disaster risk reduction activities at the local level and address gender equality issues Local leaders, institutions or collaborations that lead disaster risk reduction activities at the local level engaging with NGOs, women's organizations, local authorities, and personalities promoting gender-responsive DRR at central and local levels
Economic Factors	
Baseline Indicators	Monitoring Indicators
Women's involvement in decisions on water, land and property management	Women's involvement in decisions on reconstruction and rehabilitation
Proportion of property owned by women Proportion of women that have legal control over property	Number of family residences owned by women
Percentage of women and men in the formal labour sector	Percentage of women and men involved in reconstruction and rehabilitation work
Percentage of low-income families, disaggregated by gender of head of household	Proportion of women with access to resources for livelihood (agriculture, entrepreneurship, etc.)
Percentage of women and men in the informal labour sector	Number and percentage of women and men employed, disaggregated by age, job type and salary
Access to and use of credits and micro-finance opportunities, disaggregated by gender and age	Access to and use of credits and micro-finance opportunities, disaggregated by gender and age
Access to information technologies and computer literacy rate, disaggregated by gender	Proportion of women employed in unskilled, technical, management, and supervisory roles
Workforce participation rate, disaggregated by age, sex and education	Net average salaries and wages, disaggregated by age and sex
Active companies led by women and men, per 1,000 people	
Active entrepreneurs disaggregated by sex and age, per 1,000 people	

## Box 4.2. Indicators clustered according to context and demographics

Economic Factors	
Baseline Indicators	Monitoring Indicators
Access of and control over economic resources disaggregated by sex, age	Proportion of cash distribution disaggregated by sex, age
Social Factors	
Baseline Indicators	Monitoring Indicators
Level of education and adult literacy rate, disaggregated by sex and age	
Years of schooling for men and women	Changes in years of schooling for men and women
Unpaid work trends, disaggregated by sex, age and education	Unpaid work trends, disaggregated by sex, age and education
Access to health services	Proportion of women and men accessing health outreach services by age, urban or rural location, ethnicity and income
Access to social care benefits, child care benefits, elderly care benefits	Access to social care benefits, child care benefits, elderly care benefits
Number of households with access to electricity, safe drinking water, sanitation, telephone, transportation, disaggregated by gender of head of household	Number of households with access to electricity, safe drinking water, sanitation, telephone, transportation, disaggregated by gender of head of household
Number of schools and health and other community facilities using clean energy sources for heating and other uses	Number and percentage of households using clean energy sources for heating and other uses, disaggregated by gender of head of household
	Number of households adopting workload-saving and labour-saving technologies, disaggregated by gender of head of household
	Number and percentage of households with free or subsidized electricity connections, flexible payment arrangements, or receiving credit for household connections, including for renewable and non-polluting energy technologies, disaggregated by gender of head of household

## Unit 2: Gender-responsive monitoring in implementing the Sendai Framework for DRR and the SDGs

**The Sendai Framework for DRR** recognizes that global, regional and national platforms for disaster risk reduction are important to its implementation. Platforms should periodically monitor and assess progress and contribute to the deliberations of the High Level Political Forum for Sustainable Development, the United Nations General Assembly and Economic and Social Council (including integrated and coordinated follow-up processes to United Nations conferences and summits), and quadrennial comprehensive policy reviews of United Nations operational activities.

**The Global Platform for Disaster Risk Reduction**<sup>56</sup> synthesizes the feedback of 87 United Nations Member States to establish data baselines but more effort is needed so baselines reflect gender differences based on specific country contexts.

Regional platforms exist to implement global and national commitments. In Europe, the regional platform for disaster risk reduction is the European Forum for Disaster Risk Reduction. The first forum<sup>57</sup> called for “the systematic collection of sex, age and disability disaggregated open data; performance of gender and diversity analysis; development of gender-responsive communication strategies; and inclusion in national monitoring frameworks of gender sensitive targets.” A regional disaster risk reduction platform is also active in Central Asia and South Caucasus.<sup>58</sup>

To understand the varying vulnerabilities, needs and priorities of women and men, sex- and age-disaggregated data should be systematically collected and used when carrying out gender and diversity analyses. Global, regional and national monitoring frameworks must include gender-responsive targets, all of which require the meaningful participation of women, women’s groups and national gender machineries at all levels of monitoring, as well as the allocation of funds for gender-responsive monitoring and evaluation.

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56 UNISDR, 2017, The Global Platform for Disaster Risk Reduction, Cancun Forum, <http://www.preventionweb.net/english/professional/policies/v.php?id=53439>

57 UNISDR, 2017, The European Forum for Disaster Risk Reduction, Istanbul, <http://www.preventionweb.net/english/professional/policies/v.php?id=52533>

58 UNISDR, 2016, Central Asia and South Caucasus Regional Platform for Disaster Risk Reduction Facilitating effective implementation of Sendai Framework for Disaster Risk Reduction 2015-2030, <https://www.unisdr.org/we/inform/events/49434>

Despite the commitments made in Sendai, serious shortfalls hinder the collection of sex- and age-disaggregated data in DRR. Furthermore, 2017 Sendai Framework Data Readiness surveys for Europe and Central Asia found that only a handful of states collect sex-disaggregated information on deaths attributed to disasters, buildings damaged or destroyed by disasters, or the number of livelihoods disrupted or destroyed by disasters.<sup>59</sup>

Although the Sendai Framework for DRR and related SDG indicators do not explicitly measure progress towards gender equality, they have the potential to advance gender equality if those using the indicators pay attention to the differential impacts of disasters by collecting sex- and age-disaggregated data. Indicators adopted at national and local levels should be gender-responsive and track changes that affect the status of women and men.

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59 UNISDR, 2017, Sendai Framework data readiness review, Global summary report, <https://www.unisdr.org/we/inform/publications/53080>

## Box 4.3. SDG targets relevant to disaster risk reduction

### SDG 1: No poverty

Target 1.5: Build the resilience of the poor and vulnerable by 2030 and reduce their exposure and vulnerability to climate-related events and other economic, social, and environmental shocks and disasters.

### SDG 11: Sustainable cities and communities

Target 11.5: Significantly reduce the number of deaths caused, and number of people affected, by disasters by 2030. Substantially decrease direct economic losses, relative to global gross domestic product, caused by disasters, including flooding, and with a focus on protecting the poor and vulnerable.

Target 11.b: By 2020, substantially increase the number of cities and human settlements that have adopted and implemented integrated policies and plans for inclusion, resource efficiency, mitigation and adaptation to climate change, and resilience to disasters. Develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels.

### SDG 13: Climate action

Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.

### SDG 5: Achieve gender equality and empower all women and girls

The Sustainable Development Goals recognize gender equality and women's empowerment as a specific stand-alone goal (SDG 5) and a common requirement for achieving all SDGs.

- 5.1 – End all forms of discrimination against all women and girls everywhere.
- 5.2 – Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking, and sexual and other types of exploitation.
- 5.3 – Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.
- 5.4 – Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.
- 5.5 – Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
- 5.6 – Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences.
- 5a – Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.
- 5b – Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.
- 5c – Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

For all SDG 5 targets see: <https://sustainabledevelopment.un.org/sdg5>.

The Sendai Framework for DRR includes 38 indicators to measure progress towards achieving global targets and determining global trends in the reduction of risk and losses.<sup>60</sup> Indicators are complemented by nationally-determined ones, which enables stakeholders to measure progress towards the achievement of Sendai-specific goals and targets and generate data for the development of local strategies and risk-informed policies. None of the indicators in the Global Sendai Framework are gender-specific or gender-disaggregated. However, they are closely aligned with the disaster-related SDG goals and **SDG targets**.<sup>61</sup> (See Box 4.4)

Some countries don't have the necessary resources to collect data disaggregated by gender and age for monitoring the implementation of the Sendai Framework for DRR. That being said, states in Europe and Central Asia are in the process of nationalizing indicators for SDG implementation, especially where gender equality is a primary component. Data collection for SDG monitoring can inform DRR monitoring.

The first Sendai Framework Progress Report will be published in 2019 and cover biennial cycles. The SDG Annual Report is submitted to the **High-level Political Forum for Sustainable Development** every year.

### Box 4.4. Sendai Framework for disaster risk reduction indicators aligned with SDG indicators<sup>62</sup>

Sendai Framework for disaster risk reduction indicators	SDG indicators
<p><b>Global target A: Substantially reduce global disaster mortality by 2030</b>, lowering average per 100,000 global mortality between 2020-2030 compared to 2005-2015.</p> <p>A-1 Number of deaths and missing persons and directly affected persons attributed to disasters, per 100,000.</p>	<p><b>SDG 1 Target 1.5:</b> Indicator 1.5.1: Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population.</p> <p><b>SDG 11 Target 11.5:</b> Indicator 11.5.1: Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population.</p> <p><b>SDG 13 Target 13.1.</b> Indicator 13.1.1: Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population.</p>
A-2 Number of deaths attributed to disasters, per 100,000 population.	
A-3 Number of missing persons attributed to disasters, per 100,000 population.	
<p><b>Global target B: Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 between 2020-2030 compared to 2005-2015.</b></p>	
B-1 Number of affected people attributed to disasters, per 100,000 population.	

60 See <http://www.preventionweb.net/drr-framework/sendai-framework-monitor/indicators>

61 See <http://www.preventionweb.net/drr-framework/sendai-framework-monitor/common-indicators>

62 See <http://www.preventionweb.net/drr-framework/sendai-framework-monitor/common-indicators>

### Box 4.4. Sendai Framework for disaster risk reduction indicators aligned with SDG indicators

Sendai Framework for disaster risk reduction indicators	SDG indicators
B-2 Number of injured or ill people attributed to disasters, per 100,000 population.	
B-3 Number of people whose damaged dwellings were attributed to disasters.	
B-4 Number of people whose destroyed dwellings were attributed to disasters.	
B-5 Number of people whose livelihoods were disrupted or destroyed attributed to disasters.	
<b>Global target C: Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030.</b>	
C-1 Direct economic loss attributed to disasters in relation to global gross domestic product.	<b>SDG1 Target 1.5</b> Indicator 1.5.2: Direct economic loss attributed to disasters in relation to global gross domestic product (GDP) <b>SDG 11 Target 11.5:</b> Indicator 11.5.2: Direct economic loss in relation to global GDP, damage to critical infrastructure and number of disruptions to basic services, attributed to disasters
C-2 Direct agricultural loss attributed to disasters.	
C-3 Direct economic loss to all other damaged and destroyed productive assets attributed to disasters.  Productive assets would be disaggregated by economic sector, including services, according to standard international classifications. Countries would report against those economic sectors relevant to their economies. This would be described in the associated metadata.	
C-4 Direct economic loss in housing sector attributed to disasters.	
C-5 Direct economic loss resulting from damaged and destroyed critical infrastructure attributed to disasters.	
C-6 Direct economic loss to cultural heritage damaged and destroyed attributed to disasters.	

## Box 4.4. Sendai Framework for disaster risk reduction indicators aligned with SDG indicators

Sendai Framework for disaster risk reduction indicators	SDG indicators
<b>Global target D: Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030.</b>	
D-1 Damage to critical infrastructure attributed to disasters.	
D-2 Number of destroyed or damaged health facilities attributed to disasters.	
D-3 Number of destroyed or damaged educational facilities attributed to disasters.	
D-4 Number of destroyed or damaged critical infrastructure units and facilities attributed to disasters.	
D-5 Number of disruptions to basic services attributed to disasters.	
D-6 Number of disruptions to educational services attributed to disasters.	
D-7 Number of disruptions to health services attributed to disasters.	
D-8 Number of disruptions to other basis services attributed to disasters.	
<b>Global target E: Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020.</b>	
E-1 Number of countries that adopt and implement national DRR strategies in line with the Sendai Framework for Disaster Risk Reduction 2015- 2030.	<p><b>SDG 1 Target 1.5</b> Indicator 1.5.3: Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015–2030</p> <p><b>SDG 11 Target 11.b.</b> Indicator 11.b.1: Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015–2030</p> <p><b>SDG 13 Target 13.1.</b> Indicator 13.1.2: Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015–2030</p>

## Box 4.4. Sendai Framework for disaster risk reduction indicators aligned with SDG indicators

Sendai Framework for disaster risk reduction indicators	SDG indicators
E-2 Percentage of local governments that adopt and implement local DRR strategies in line with national strategies.	<p><b>SDG 1 Target 1.5.</b> Indicator 1.5.4: Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies</p> <p><b>SDG 11 Target 11.b.</b> Indicator 11.b.2: Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies</p> <p><b>SDG 13 Target 13.1.</b> Indicator 13.1.3 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies</p>
<p><b>Global target F: Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of this framework by 2030.</b></p>	
F-1 Total international support, (official development assistance (ODA) plus other official flows), for national disaster risk reduction actions.	
F-2 Total official international support (ODA plus other official flows) for national disaster risk reduction actions provided by multilateral agencies.	
F-3 Total official international support (ODA plus other official flows) for national disaster risk reduction actions provided bilaterally.	
F-4 Total official international support (ODA plus other official flows) for the transfer and exchange of disaster risk reduction-related technology.	
F-5 Number of international, regional and bilateral programmes and initiatives for the transfer and exchange of science, technology and innovation in disaster risk reduction for developing countries.	
F-6 Total official international support (ODA plus other official flows) for disaster risk reduction capacity-building.	
F-7 Number of international, regional and bilateral programmes and initiatives for disaster risk reduction-related capacity-building in developing countries.	

## Box 4.4. Sendai Framework for disaster risk reduction indicators aligned with SDG indicators

Sendai Framework for disaster risk reduction indicators	SDG indicators
F- 8 Number of developing countries supported by international, regional and bilateral initiatives to strengthen their disaster risk reduction-related statistical capacity.	
<b>Global Target G: Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to the people by 2030.</b>	
G-1 Number of countries that have multi-hazard early warning system	
G-2 Number of countries that have multi-hazard monitoring and forecasting systems.	
G-3 Number of people per 100,000 that are covered by early warning information through local governments or through national dissemination mechanisms.	
G-4 Percentage of local governments having a plan to act on early warnings.	
G-5 Number of countries that have accessible, understandable, usable and relevant disaster information and assessment available to the people at the national and local levels.	
G-6 Percentage of population exposed to or at risk from disasters protected through pre-emptive evacuation following early warning.	

## Exercise 1

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(Module 4, Units 1 and 2)

### Design local and national gender-responsive monitoring frameworks based on the Sendai Framework for DRR and SDG indicators

**Objectives:**

- Develop participants' understanding of the practical applications of gender-responsive indicators;
- Analyse gender targets set out in the SDGs and align them with the Sendai Framework for DRR;
- Build skills for developing indicators to measure progress and performance of the implemented interventions.

**Time:** 90 minutes

**Requirements:** Handouts, flipcharts and markers.

**Instructions:** Split participants into two groups:

Group 1: Design a local DRR monitoring framework;

Group 2: Design a national DRR monitoring framework.

Give participants 45 minutes to create a gender-responsive monitoring framework for DRR. Participants should integrate gender dimensions from existing Sendai Framework for DRR indicators when developing the national monitoring framework. The local monitoring framework should include gender-responsive baseline and monitoring indicators, as applicable.

Each group will have 10 minutes to present their frameworks.

Close the session with a discussion on follow-up actions. Each participant takes 5 to 10 minutes to identify a set of follow-up commitments to share with the group.

**\*Tip:** encourage participants to use information presented in the session: baseline and monitoring indicators for DRR, and Sendai Framework for DRR and SDG indicators.

## Course evaluation

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**Time:** 15 minutes

**Requirements:** Evaluation forms, pens.

**Instructions:** Distribute evaluation forms for participants to complete before they depart the workshop.

Set aside time at the end of the workshop for participants to share individual feedback.

To get participants thinking in an evaluative way (and determine the successful/unsuccessful aspects of the workshop) ask them to answer the following questions:

- How would you evaluate the content of the course?
- How would you evaluate the delivery and presentation of the course?
- On a practical level, how useful was this course for your day-to-day work on DRR? How useful were the various sessions?
- Was there a particular module or session you found to be more interesting/useful than the others?





# Glossary of terms

**Baseline study:** Analysis describing a situation prior to a development intervention. Study variables can be used to determine levels of progress, assess performance, or make data-specific comparisons.

**Capacity:** The combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals. Capacity may include infrastructure and physical means, institutions, societal coping abilities, as well as human knowledge, skills and collective attributes such as social relationships, leadership and management. Capacity also may be described as capability.

**Capacity and vulnerability analysis:** This analysis was designed to help agencies and organizations plan interventions that meet the needs of all women and men. It is based on the idea that women and men's existing knowledge/skills (capacities) and weaknesses (vulnerabilities) determine the extent to which they are affected by a disaster and how they respond in its aftermath. A capacity and vulnerability analysis is used to identify and analyse intersecting economic, political, social, physical, and psychological factors that influence women and men's vulnerabilities and choices, and combines personal knowledge with scientific data to gain a better understanding of local risks. Such analyses are used to inform local and national disaster action plans.

**Climate change:** (a) The Inter-Governmental Panel on Climate Change (IPCC) defines climate change as: "a change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings, or to persistent anthropogenic changes in the composition of the atmosphere or in land use". (b) The United Nations Framework Convention on Climate Change (UNFCCC) defines climate change as "a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods." For disaster risk reduction purposes, either of these definitions may be suitable, depending on the particular context.

**Contingency planning:** A management process that analyses specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations. Contingency planning results in organized and coordinated courses of action with clearly identified institutional roles and resources, information processes, and operational arrangements for specific actors at times of need. Based on scenarios of possible emergency conditions or disaster events, it allows key actors to envision, anticipate and solve problems that can arise during crises. Contingency planning is an important part of overall preparedness. Contingency plans need to be regularly updated and exercised.

**Coping capacity:** The ability of people, organizations and systems, using available skills and resources, to face and manage adverse conditions, emergencies or disasters. The capacity to cope requires continuing awareness, resources and good management, both in normal times as well as during crises or adverse conditions. Coping capacities contribute to the reduction of disaster risks.

**Disaster:** Disasters result from natural and human-induced hazards. There are three types of natural hazards: (i) geological earthquakes, volcanic eruptions, landslides, etc., (ii) hydro-meteorological or weather-related (floods, cyclones, drought, etc.), and (iii) human-induced (conflict, chemical spills, industrial accidents, etc.). A disaster occurs when the effects of a hazard exceed a community's ability to cope using its own resources.

**Disaster risk:** The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.

**Disaster risk management:** The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

**Disaster risk reduction:** The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

**Discrimination against women:** Defined by CEDAW Article 1 as "Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field."

**Early warning system:** Early warning systems allow individuals and communities to respond to hazards in a timely and appropriate manner to reduce the risk of death, injury, property loss and damage. Comprehensive early warning systems are people-centred and informed by: (i) individual knowledge of existing disaster risks; (ii) detection, monitoring, and forecasting risks and possible consequences; (iii) dissemination of clear warning signals, and (iv) community preparedness/capacity to respond to alerts.

**Empowerment:** The term implies people—women and men—have control over their lives and are able to set their own agendas, gain skills (or have their skills and knowledge recognized), increase self-confidence and ability to solve problems, and develop self-reliance. It is a process and an outcome. Empowerment implies women have an improved ability to make strategic life choices in contexts where such opportunities were previously denied to them.

**Evaluation:** The systematic and objective assessment of an ongoing or completed project, programme or policy, including its design, implementation and results. The purpose of an evaluation is to determine the relevance of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide useful and credible information that incorporates lessons learned into the decision-making processes of recipients and donors. Evaluation can also refer to the process of determining the worth or significance of an activity, policy or programme.

**Gender:** Socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence society ascribed to women and men on a differential basis, based on sex. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies within and across cultures. Gender is relational and does not simply refer to women or men, but to the relationship between them.

**Gender analysis:** A systematic way of looking at how development, policies, programmes, and legislation affect women and men. A gender analysis involves—first and foremost—the collection of sex-disaggregated data and gender-responsive information about population(s) concerned and may also include an examination of the multiple ways women and men use strategies to transform existing roles, relationships, and processes for their own interest and that of others.

**Gender-based violence:** Gender-based violence is a term used to describe any type of physical, psychological, sexual, or social abuse committed against women or men because of their gender. It includes acts of violence committed by force, manipulation, or coercion.

**Gender discrimination:** This type of discrimination is based on socially constructed ideas and perceptions about women and men.

**Gender equality:** Gender equality means all humans, women and men, are free to make choices and develop their personalities without external limitations shaped by stereotypes, rigid gender roles, or prejudices. Different behaviours, aspirations, and needs of women and men are considered, valued, and favoured equally, and their rights, responsibilities and opportunities do not depend on whether they were born female or male.

**Gender issue(s):** The term 'gender issue' refers to any issue or concern shaped by gender-based and/or sex-based differences between women and men. This may include the status of women and men in society, the way they interact and relate, differences in their access to, and use of, resources, and the impact of interventions and policies on women and men.

**Gender mainstreaming:** This is the process of assessing the implications any planned action (including legislation, policies or programmes) will have on men and women. Mainstreaming gender in the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and social spheres, helps to ensure that inequality between men and women is not perpetuated, and the concerns and experiences of women and men are included in all phases of programming.

**Gender-responsive:** Gender-responsive programming, policies, and initiatives take the needs of women and men into account, aiming to shift unequal relations in communities, families, and institutions so people can fully enjoy their rights and opportunities, regardless of gender.

**Gender-responsive monitoring and evaluation:** This type of monitoring and evaluation involves integrating gender perspectives into the monitoring, reporting, results, outcomes, and evaluation practices of all policies and plans to learn how programmes or specific projects affect the lives of men and women, and to guarantee that inequality is not perpetuated.

**Hazard:** A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

**Impact:** Positive and negative impacts refer to the primary and secondary long-term effects caused by a development intervention—direct or indirect, intended or unintended.

**Indicators:** Quantitative or qualitative factors or variables that provide a simple and reliable means to measure achievement, reflect the changes connected to an intervention, or help assess the performance of a development stakeholder.

**Mitigation:** The lessening or limitation of the adverse impacts of hazards and related disasters. The adverse impacts of hazards often cannot be prevented fully, but their scale or severity can be substantially lessened by various strategies and actions. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness.

**Outcome:** Likely or achieved short- and medium-term effects of an intervention's outputs.

**Output:** The products, capital goods and services that result from a development intervention. May also include changes resulting from an intervention that are relevant to the achievement of outcomes.

**Participation and inclusion:** All people are entitled to participate actively and freely in, contribute to, and enjoy civil, economic, social, cultural, and political affairs where human rights and fundamental freedoms can be realized.

**Practical needs:** Practical gender needs arise out of gendered divisions of labour and women's subordinate position in society. Needs are identified in response to an immediate perceived risk, necessity, or threat, and generally include inadequacies in living conditions, or access to basic services, health care, employment and security services. Meeting practical needs is not enough to shift prevailing power dynamics in societies, and often does little to challenge or transform traditional gender roles.

**Preparedness:** The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions. Preparedness action is carried out within the context of disaster risk management and aims to build the capacities needed to efficiently manage all types of emergencies and achieve orderly transitions from response through to sustained recovery. Preparedness is based on a sound analysis of disaster risks and good linkages with early warning systems, and includes such activities as contingency planning, stockpiling of equipment and supplies, the development of arrangements for coordination, evacuation and public information, and associated training and field exercises. These must be supported by formal institutional, legal and budgetary capacities.

**Prevention:** The outright avoidance of adverse impacts of hazards and disasters. Prevention expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance.

**Reproductive health:** The state of an individual's physical, mental, and social well-being in all reproductive matters. If people have the capability to reproduce they should have the freedom to decide if, when, and how often to do so.

**Resilience:** The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions. Resilience means the ability to "resile from" or "spring back from" a shock. The resilience of a community in respect to potential hazard events is determined by the degree to which the community has the necessary resources and is capable of organizing itself both prior to and during times of need.

**Risk:** The combination of the probability of an event and its negative consequences.

**Sex:** Refers to the biological characteristics that define humans as female or male. Biological markers are not mutually exclusive since there are individuals who possess both female and male characteristics.

**Sex-disaggregated data:** Sex-disaggregated data is collected and analysed separately for women and men and measures various social and economic differences between women and men. But breaking down data by sex does not guarantee that concepts, definitions, and methods used in data production reflect gender roles, relations and inequalities in society. Collecting data disaggregated by sex represents only one characteristic of gender-disaggregated data.

**Gender-disaggregated data** consists of data that: (i) is collected and disaggregated by sex; (ii) reflects gender issues; and (iii) is based on concepts that adequately reflect diversity within sub-groups (women and men) and captures all aspects of their lives. This type of data collection takes into account existing stereotypes, and social and cultural factors that cause gender bias.

**Strategic needs:** What women or men require to improve their position or status with regard to each other. Meeting these needs gives people greater control over their lives instead and eases restrictions imposed by socially defined roles. Long-term and behavioural in nature, strategic needs can change

attitudes. Examples of addressing strategic needs include giving women and minorities increased land rights or legal recourse/rights to inheritance or credit and financial services, or by increasing the participation of women in decision-making processes.

**Survey:** Data-collection tools for gathering information about individuals to learn about generalized phenomena. Surveys are measurement tools used to ask questions and gather qualitative or quantitative information.

**Vulnerability:** The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

**Sources:**United Nations Evaluation Group, 2014, Integrating Human Rights and Gender Equality in Evaluations, <http://www.uneval.org/document/detail/980>; International Strategy for Disaster Reduction, 2009 ISDR Terminology on Disaster Risk Reduction, <http://www.unisdr.org/we/inform/publications/7817>; European Institute for Gender Equality, 2017, Gender Equality Glossary and Thesaurus, <http://eige.europa.eu/rdc/thesaurus/terms/1397>.

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