



MAKING WOMEN'S VOICES COUNT

Integrating Gender Issues in Disaster Risk Management Overview & Resources for Guidance Notes



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OVERVIEW

The Challenge: Gender Concerns and Natural Disasters in East Asia and the Pacific

Disaster impacts are often not distributed uniformly within a population. Due to existing socio-economic conditions, cultural beliefs and traditional practices, women face disproportionate risks. In many cases, the mortality rates for women in the aftermath of a disaster are much higher than those of men. For example, women represented an estimated 61% of fatalities in Myanmar after Cyclone Nargis in 2008, 70% after the 2004 Indian Ocean Tsunami in Banda Aceh, and 91% after Cyclone Gorky in Bangladesh in 1991.

Women can make a difference in disaster risk management (DRM) efforts through participation and empowerment in the planning, decision-making and implementation processes. Failure to consider both women's and men's concerns in the design and implementation of DRM programs are likely to lead to overlooking the true costs of disasters and making DRM support less effective. Gender-blind responses can also reinforce, perpetuate and increase existing gender inequalities, making bad situations worse for women and other vulnerable groups.

ISSUES IN DISASTER RISK MANAGEMENT PROGRAMS

To address key issues and bottlenecks for mainstreaming gender issues into disaster risk management projects; and to help teams design and implement gender dimensions into disaster risk management work, the Infrastructure and Social Development groups of the World Bank's Sustainable Development Department in the East Asia and Pacific Region have jointly produced a set of operationally relevant [Gender and Disaster Risk Management Guidance Notes](#) for World Bank staff, clients and development partners. Grounded in extensive field work in Lao PDR and Vietnam, and drawing on the significant amount of material already available, these notes aim to condense a number of complex issues and themes to provide 'first stop' practical information.

With a focus on the EAP region, the following guidance notes have been prepared:

- **GN1 Making Women's Voices Count - Addressing Gender Issues in Disaster Risk Management in East Asia and the Pacific Region** provides an overview, identifies the key operational bottlenecks, and recommends strategies and resources.
- **GN2 Integrating Gender Issues in Disaster Risk Management Policy Development and Projects** identifies critical entry points for integrating gender concerns in policy development and in the World Bank project cycle.
- **GN3 Gender Informed Monitoring and Evaluation in Disaster Risk Management** explains the need for collecting sex-disaggregated data and identifies ways data collection can be done.
- **GN4 Integrating Gender Issues in Community-based Disaster Risk Management** focuses on community-based DRM, linkages to grass-roots organizations, and lists practical tools to support a gender conscious approach.
- **GN5 Gender Mainstreaming in Recovery and Reconstruction Planning** focuses on the key challenges that women face during post disaster reconstruction and recovery, especially in relation to housing, land titling and property rights, violence, and livelihood restoration.
- **GN6 Integrating Gender-Sensitive Disaster Risk Management into Community-Driven Development Programs** gives an overview of the main reasons for making DRM CDD programs gender-sensitive; and offers practical advice in achieving this.
- **GN7 Making Livelihoods and Social Protection Gender-Sensitive** identifies key challenges, strategies and tools for incorporating gender-sensitive social protection and livelihoods into DRM programs, and strengthening the linkages between these disciplines.
- **GN8 Gender-Sensitive Post-disaster Assessments** summarizes the benefits and concrete steps to make post-disaster assessments more sensitive to gender needs and preferences.

The Guidance Notes, available online on www.worldbank.org/eapdisasters, include case studies and tools, including checklists, survey questions and draft terms of references. A summary of the key challenges and recommendations as identified by the Guidance Notes is in the table below.

Notes	Key challenges	Recommendations
<ul style="list-style-type: none"> Lacking conceptual overview of gender and DRM issues, and awareness of the importance of gender considerations. 	<ul style="list-style-type: none"> Review and make use of available resources, consult available case studies and projects. Education and advocacy at all levels of government and community through DRM dialogue and platforms inclusive of gender. Identify a high-ranking, gender champion to take the lead on advocating the inclusion of gender issues. Educate and empower women and other marginalized groups on their rights and entitlements, for example through civil society or women's organizations. 	
<ul style="list-style-type: none"> Lack of practical guidance on the different stages of the project cycle. 	<ul style="list-style-type: none"> Provide program staff and partners with gender analysis training. Employ Gender and DRM specialists on the team. Use gender-specific terms in DRM policies and plans. Gender-sensitive needs, vulnerability and capacity assessments and market surveys can help recognize men's and women's contributions and their needs. 	
<ul style="list-style-type: none"> Lack of sex-disaggregated data, which makes it difficult to assess the impact of disasters on key vulnerable groups, and design projects that would address these needs. 	<ul style="list-style-type: none"> Make collection of sex-disaggregated data a requirement at the policy level. Ensure sex-disaggregated data are collected both in the pre- and post-disaster situation. Include women's groups (if they exist) and women in communities in data collection and data analysis. Develop an internal accountability/ monitoring and evaluation tool. 	
<ul style="list-style-type: none"> Lack of a sustainable approach, equal participation, and representation at the community level. 	<ul style="list-style-type: none"> Conduct gender sensitivity training and highlight the importance of gender issues among male-dominated decision-making and project bodies at the community level. For all DRM consultation and planning exercises, communicate in the local language and use pictures / figures / diagrams to illustrate issues. Organize consultations at convenient times for women and men. Work with or strengthen existing local organizations that represent women and diverse groups to encourage broad community participation. 	
<ul style="list-style-type: none"> Gender specific needs are not adequately considered in post-disaster response efforts, esp. related to housing, land titling and property rights; violence against women; community services and infrastructure restoration; and poverty reduction, livelihood restoration and economic development. 	<ul style="list-style-type: none"> Ensure both men and women are involved in DRM planning, implementation, monitoring and evaluation processes. Take into consideration different needs and priorities among affected groups, comprising men and women. Work closely with the government, other stakeholders and development partners to be inclusive in their approach to recovery and reconstruction. The establishment and protection of land and property rights is critical to ensuring women's inclusion in post-disaster land and property recovery and improving access to livelihoods resources and social status. 	
<ul style="list-style-type: none"> Lack of participation of women in program; and constraints in capacity to integrate DRM and gender needs into community-driven development programs. 	<ul style="list-style-type: none"> Promote women's substantive contributions, by ensuring women's can access capacity-training/mentoring to empower women to be able to fully participate in community decision-making and implementation processes. Gender and DRM expertise should be provided by the program team through staff/consultant roles and/or CSO/ NGO partners. Community outreach mechanisms need to be designed to be accessible to all, engaging male and female staff and volunteers from marginalized groups. 	
<ul style="list-style-type: none"> Women's productive roles and contributions to a poor household's survival or resilience, as well as their reproductive and domestic roles are often inadequately recognized by those in planning positions. Limited access to financial resources and to social safety nets. 	<ul style="list-style-type: none"> Eligibility requirements for cash transfer, public works, micro-finance and other social protection and livelihoods programs need to be designed to avoid the exclusion of female household members or female-headed households as well as other poor and marginalized groups. Increase the access of poor and marginalized women and men to financial resources, such as micro-credit, micro-finance and micro-insurance schemes. Beneficiary targeting, ex-ante registration, and quotas can help break barriers in accessing relief assistance. 	
<ul style="list-style-type: none"> Information gaps, time constraints, and lacking capacities and awareness of gender-sensitive post-disaster assessment can negatively affect the quality of the assessments, as well as the recovery and reconstruction efforts. 	<ul style="list-style-type: none"> Train team members, and agree on quantitative and qualitative data requirements to administer a gender needs and capacity assessment in all sectors. Include gender experts in donor and non-governmental assessment missions and ensure they are paired with national partners to encourage mentorship and exchange. 	

RESOURCES

Organisation	Initiative / Publication	Description
World Bank - selected projects related to gender concerns and disaster risk management	<ul style="list-style-type: none"> • Gender Impacts of Land Titling in Post-disaster and Post-conflict Environment: Lessons Learned from Aceh and Policy Implications, 2010; After the Tsunami. Women and Land Reforms in Aceh. Social Development Notes, East Asia and Pacific Region, 2011. • Reconstruction of Aceh land Administration System (RALAS) Project Implementation Completion and Results (ICR) Report, 2010; RALAS: Project Implementation and Beneficiary Assessment (PIBA), 2009. • Indonesia's Empowerment of Female Heads of Households: An International Best Practice. • Myanmar: PDNA and gender data, 2008, http://www.gfdr.org/gfdr/node/323. • Pakistan: Gender Assessment: long term and short term public policy options, 2005. • Honduras: Helping Women Achieve Equal Treatment in Obtaining Land Rights, 2011. • Zambia: Strategic country gender assessment – A report by the World Bank , 2004. • Philippines: Land Titling made easy – World Bank Second Land Administration and Management Project (LAMP2), 2011. 	
World Bank (2011)	Social Development Group Sectoral Guidelines For Gender Integration	Guidelines have been developed for the transport; information & communication; energy; water & sanitation; and urban development. The guidelines include reference to emergency response, but there is no specific reference to risk reduction.
International Federation of the Red Cross (2010)	A Practical Guide To Gender Sensitive Approaches To Disaster Management	Guidelines for Red Cross staff to incorporate effective gender-sensitive and inclusive approaches into their disaster management strategies when assisting communities prepare for, respond to, and recover from disasters.
ISDR, UNDP, IUCN (2009)	Making Disaster Risk Reduction Gender-Sensitive: Policy And Practical Guidelines	Policy and practical guidelines (“ADAPT”) for national and local governments in the implementation of the Hyogo Framework for Action (HFA).
UNISDR / UNIFEM – Asia Pacific (2009)	Guidance Tool For Monitoring Cross-Cutting Issues In The HFA: Indicators And Strategies For Change	Guidance Note for gender analysis and cultural sensitivity; community participation and volunteers; capacity building and technology transfer; and multi-hazard approaches in DRM.
World Bank (2008)	Building Resilient Communities: Risk Management And Response To Natural Disasters Through Social Funds And Community-Driven Development Operations	Contains a specific module on Gender in CBDRM and other DRM modules incorporating gender aspects.
Gender and Disaster Network (2008)	Gender And Disaster Sourcebook	Gender and Disaster Network(GDN) is a worldwide network of people sharing information on gender dimensions of DRM. It is a source of conceptual papers and summary documents in the field of gender and disaster.
Gender and Disaster Network (2008)	Gender Equity In Disasters: Six Principles For Engendered Relief And Recovery	Outlines 6 principles and steps to ensuring post disaster opportunities for mainstreaming gender are captured.
UN ISDR (2008)	Gender Perspectives: Integrating Disaster Risk Reduction Into Climate Change Adaptation	This document demonstrates the link between DRR and climate change by highlighting a number of successful initiatives that are integrating DRR into adaptation work and addressing vulnerable people’s needs and priorities.

Organisation	Initiative / Publication	Description
Inter-agency Standing Committee (2006)	Gender Handbook In Humanitarian Action - Women, Girls, Boys And Men – Different Needs, Equal Opportunities.	Provides standards for gender integration in DRM and checklists for humanitarian coordinators on how to analyse the situation from a gender perspective, implement gender-aware activities and measure effectiveness.
UN HABITAT (Draft 2007)	Gender And Post-Crisis Reconstruction: A Practitioner's Handbook	Provides an overview of the issues; examines the foundations for actions; and provides an outline of tools for mainstreaming gender equity in the programme / project cycle.
International Recovery Platform (2009)	Knowledge For Recovery Series: Info Kits	IK1 -Why Gender Issues in Recovery are Important; and IK2 – IK7 Gender-Sensitive Post Disaster Rehabilitation Guidance for 2) Livelihood; 3) Shelter / Housing; 4) Empowerment; 5) Shifting from Vulnerabilities to Capacities; 6) Debris Management for Recovery; 7) Gender Assessment
International Recovery Platform	Website: www.Recoveryplatform.Org	Provides a comprehensive set of resources in the areas of: Gender analysis of recovery projects, gender balance in socio-economic rehabilitation, open access to livelihood recovery programs
World Bank Institute for Distance Learning (undated)	Distance Learning: Gender Aspects Of Disaster Recovery And Reconstruction	Provides learning plan and materials for course which reviews the aspects of disaster management where gender concerns arise, and introduces options – policies and tools – to consider in mainstreaming gender in disaster recovery and reconstruction for better results
IUCN, UNDP, Global Gender and Climate Alliance (2009)	Training Manual On Gender And Climate Change.	Training manual including modules: 1) gender and gender mainstreaming; 2) legal framework for mainstreaming gender in climate change; 3) gender issues and climate change; 4) gender mainstreaming in adaptation efforts; 5) gender sensitive strategies for mitigation actions; 6) gender sensitive strategies on tech development and transfer to support mitigation and adaptation; 7) gender mainstreaming in climate change financing mechanism.

Guidelines and Resources

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GUIDANCE NOTES on GENDER and Disaster Risk Management

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Acknowledgements:

Guidance Notes 1 through 5 were prepared by Helene Carlsson Rex, Senior Social Development and Gender Specialist, and Zoe Trohanis, Senior Infrastructure Specialist, with the assistance of Zuzana Svetlosakova, Consultant, under the general guidance of Markus Kostner, Sector Leader, Social Development and Abhas Jha, Program Leader, Disaster Risk Management. Peer reviewers included: Le Anh Tuan, Social Development Specialist; Margaret Arnold, Senior Social Development Specialist; Camila Rodriguez, Infrastructure Specialist; Maureen Fordham, University of Northumbria; Sophie Herrmann, Disaster Risk Management Specialist. Additional inputs were received from Keith Clifford Bell, Senior Land Policy Specialist; Maitreyi B Das, Lead Social Development Specialist, and team (Emcet Tas, Soumya Kapoor and Nilufar Ahmad); Pierella Paci, Sector Manager; Yulia Immajati, Gender Specialist; Santhadevi Meenakshy, Consultant; and Rachel Dore Weeks, UN Women. The Guidance Notes draw extensively on work completed by Earth System Lao, led by Tom Callendar, Senior Environmental and social scientist. This work was funded by the Gender Action Plan (GAP) and the Global Facility for Disaster Reduction and Reconstruction (GFDRR).

Guidance Notes 6 through 8 were prepared by Cynthia Burton, Social Development Specialist; Helene Carlsson Rex, Senior Social Development and Gender Specialist, Zoe Trohanis, Senior Infrastructure Specialist, and Zuzana Svetlosakova, Consultant, under the general guidance of Markus Kostner, Sector Leader, Social Development and Abhas Jha, Program Leader, Disaster Risk Management. Peer reviewers included: Margaret Arnold, Senior Social Development Specialist; Malcolm Ehrenpreis, Senior Gender Specialist; Jolanta Kryspin-Watson, Operation Officer; and Mary James, Gender Specialist, AusAID. Additional inputs were received from Rachel Cipryk, Disaster Risk Management Analyst.

The team wishes to acknowledge the generous support from the Australian Agency for International Development (AusAID) provided through the World Bank East Asia and Pacific Infrastructure for Growth Trust Fund (EAAIG) which enabled the Guidance Notes 6-8 to be developed. Field work and the development of the Guidance Notes 1-5 was funded by the Gender Action Plan (GAP) and the Global Facility for Disaster Reduction and Recovery (GFDRR).

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October 2012



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