

# **Gender Issues in Recovery**

Compiled by International Recovery Platform (IRP)

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### **About IRP**

*The International Recovery Platform (IRP) was conceived at the World Conference on Disaster Reduction (WCDR) in Kobe, Hyogo, Japan in January 2005. As a thematic platform of the International Strategy for Disaster Reduction (ISDR) system, IRP is a key pillar for the implementation of the Hyogo Framework for Action (HFA) 2005-2015.*

*The major role of IRP is to identify gaps and constraints currently experienced in the context of disaster recovery and to serve as a catalyst for the development of tools, resources, and capacity for resilient recovery. Moreover, IRP is an international source of knowledge on good recovery practice.*

### **IRP Steering Committee Members**

*The IRP relies heavily on its Partner Organizations for its success. IRP Partner Organizations are designated by the IRP Steering Committee based on their participation in the consolidated work-plan or otherwise substantial contribution towards the work and objectives of the IRP.*

- *Asian Disaster Reduction Center (ADRC)\_*
- *Cabinet Office, Japan\_*
- *Hyogo Prefectural Government, Japan\_*
- *International Federation of Red Cross and Red Crescent Societies (IFRC)\_*
- *International Labour Organization (ILO)\_*
- *Ministry of Foreign Affairs, Italy\_*
- *Swiss Agency for Development and Cooperation (SDC)\_*
- *United Nations Centre for Regional Development (UNCRD)*
- *United Nations Development Programme (UNDP)*
- *United Nations Human Settlements Programme (UN-HABITAT)*
- *United Nations International Strategy for Disaster Reduction (UN/ISDR)*
- *United Nations Office for the Coordination of Humanitarian Affairs (UN/OCHA)*
- *World Bank, the (WB)*

*NOTE: This publication is part of ongoing efforts facilitated by the IRP secretariat to disseminate good practices on issues critical for effective and resilient recovery. Acknowledging the expertise and knowledge base of IRP partners and the larger community of practice, this series of “Executive Briefs for Recovery: Extracts from Key Documents” aims to provide easy access to the gist of a plethora of knowledge products currently available on themes considered critical to resilient recovery. This series provides selected relevant extracts from key documents, as a compilation of good practices and lessons learned. This series does not claim to be original work; it derives from documents acknowledged herein.*

*This collection of extracts on gender issues in recovery is an initial compilation work by the IRP secretariat to address the pressing needs of a specific audience: governments, local leaders and organizations concerned with ex-post recovery and challenged by gender issues in the recovery process. Gender is one of the thematic lines of the IRP. As an initial step, this compilation provides an introduction to the importance of mainstreaming gender issues in recovery and reconstruction. It will be improved through future collections of similar case studies, as well as subsequent analyses of the trends and features observed.*

## **1. Why Gender Issues in Recovery Are Important?**

### ***1.1 Recovery Cannot Be Resilient Without Addressing Gender Issues***

Gender shapes the disaster experience and the ability to recover. It explains why certain groups of people are at greater risk or why some others recover at a slower pace. Since gender plays an important role in assigning roles and responsibilities within groups and in determining the access to and control of resources among groups, gender sensitivity and gender aspect become a valid and important policy domain during disasters and throughout the rehabilitation, recovery and reconstruction process. (WBI, 2009)

Gender mainstreaming is a key strategy to reduce inequalities among gender groups. Mainstreaming gender into disaster management strengthens the resilience of entire communities, cuts recovery time, and leads to more efficient recovery and reconstruction. It can be achieved by taking into account the needs, concerns and capacities of gender groups in planning and implementing disaster reduction and risk management activities. (WBI, 2009)

### ***1.2 Gender and Post Disaster Window of Opportunity***

*In post-disaster literature, the idea of turning the adversity of the disaster into an opportunity for achieving development is increasingly recognized (IFRC 2006). It is believed to be of importance for a successful disaster recovery to seize this “window of opportunity”<sup>1</sup>. In post-tsunami literature from Sri Lanka it is emphasized how the tsunami aftermath has provided an opportunity for women to partake in decisions that affect their lives (Prasad N.d.). They have been offered the opportunity of participating in the rebuilding of their families and the society (ibid). Successive International Recovery Forums of 2008 and 2009, have emphasized that “Build Back Better”<sup>2</sup> strategy provides a “window of opportunity” not only aiming at rebuilding of bricks and buildings but also seeking to change society in a positive way.*

Post disaster response and recovery programs represent huge investments by development and humanitarian relief agencies (Ayse Yonder, 2005). Since 1980, the World Bank alone has invested “about \$35 billion dollars in loan commitments for projects that included at least one disaster component” (World Bank 2004:1). As devastating as natural disasters are, they can become focusing events, leading to improved future development:

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<sup>1</sup> Window of opportunity refers to the idea of utilizing the aftermath of a disaster to bring about an improved situation compared to the pre-disaster conditions (IRIN 2006; IFRC 2006). It can be in terms of bringing the poor out of poverty, empowering women, etc.

<sup>2</sup> It is a new kind of recovery that not only restores what existed previously, but goes beyond, seizing the moral, political, managerial, and financial opportunities the crisis has offered governments to set communities on a better and safer development path (IRP 2007).

*Disasters should also be seen as an opportunity to improve pre-existing conditions, including sex equity. Reconstruction, therefore, should not be thought of simply as a process of replacing what has been lost, but also as an opportunity to perform actions that make the most under-privileged groups less vulnerable, favor sex equity and improve living conditions for women, especially those who are heads of households. (UNECLAC 2003:45)*

Building back better encompasses a number of dimensions with gender-specific implications, beyond the erection of strengthened physical infrastructure. It involves paying express attention to a range of issues from compensating women for the losses of their tools and assets that is often overlooked, through providing childcare for fathers and for mothers, to supporting the formation of men's and women's groups and strengthening human development. Mainstreaming gender into reconstruction provides for faster and deeper recovery, in addition to the benefits gained in promoting gender equality and addressing gender based vulnerabilities (WBI, 2009).

Analyses of the Mano community in Kobe, Japan, and of the Mulukutu community of Nicaragua, for example, have suggested that those communities with pre-existing strong organizations and/or women's groups were able to respond quickly, mobilize community resources efficiently, and reduce the amount of damage when disasters struck (Ayse Yonder, 2005).

**Box 1.1: DISASTER-OPENING UP LOCAL GOVERNANCE OPPORTUNITIES FOR WOMEN AT THE GRASSROOTS**

**Sengul Akçar: Foundation for the Support of Women's Work, Ankara, Turkey**

By experience, disaster opens up opportunities for women to involve in local governance for several reasons;

- 1) All disaster related areas are very concrete issue of local governance, during this dramatic process, a totally new "main actor" came in to the scene right at the first phase (rescue efforts); the women and their communities. And it is proven that even in the rescue and relief efforts, the key issue is community empowerment and community participation.; In our case, only 400 people out of 10.000 were rescued from under the debris by the professional rescue teams (international, national, NGO), while the rest was done by the people themselves. I think only this figure proves that investment should be gone to communities in pre and post disaster response efforts. However, nobody wanted to see this bare fact and the common perception that these people should be "victims" with no capacity, shifted all attention to NGOs who did rescue operations. Thus, the rescue and relief efforts by the survivors, themselves, In this case, women and the communities in the face of failure of local governments to reach out and assist people especially during the first days, were shadowed.

When the governmental leadership which had been collapsed during the early days was rebuilt gradually and food and medical supplies, basic services, infrastructure and temporary shelters were started to be provided by governmental and relief agencies (national and international) , the communities and people themselves were totally put aside and treated as passive takers.

But women did not stop. They continued their survival efforts that they started from the first moment , they kept their families together and involved in rebuilding their own lives and their communities. Using their own collective public centers, through the relief, rehabilitation and reconstruction processes, continued information gathering and dissemination, monitoring and negotiating with officials related to provision of basic supplies and community services, income generating and saving activities and earthquake safe housing.

- 2) By nature, disaster response needs partnership between almost all the actors in the society, including the marginalised groups and even individuals at all levels ,most importantly neighborhood/community level, where women normally operates.
- 3) Decision makers/ rulers are more ready in disaster situations for participation and Partnership building than ever; What is at stake is the lives, and right to live and survive is something that cannot be denied by any government. Disaster creates a socially acceptable and legitimate reason for women to get in to public arena. In a way it creates a kind of recognition for women's mobilization to advocate for their needs and also their initiatives. And this coincides with government's willingness to recognize and responsibility to act. Thus, women's priorities like provision of community services collective businesses and access to credit, housing cooperatives, safe housing, etc., become concrete issues of engendering local governance. However, this is always at stake, and the critical issue for women here is building a critical mass to continue to advocate for themselves. And, most importantly women become aware of their potential and this opportunity during their experiences.
- 4) Disaster also increases the visibility of the way that women and communities cope with the challenges and their solutions and their good practices, since all the attention of the country (including media) is there. In a way they and the communities exposed to the whole universe...This , visibility also helps the continuity of their empowerment processes and recognition by officials.
- 5) Disaster, like economic crisis increases solidarity and thus women act collectively when they are provided with some assets like collective physical spaces , etc and increase their collective bargaining power (rather than individual ) and thus to move toward sustainable organizations/groups to continue to influence the local agenda.

**United Nations Division for the Advancement of Women (DAW)**

**International Strategy for Disaster Reduction (ISDR)**

**Expert Group Meeting on "Environmental management and the mitigation of natural disasters: a gender perspective" 6-9 November 2001 Ankara, Turkey**

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

Post disaster recovery can be seen as an opportunity to channel and leverage investments to upgrade the living standards of the poor, to enable the most marginalized to participate, and to establish dialogue mechanisms between affected citizens and government to foster accountability. It is a chance to “build back better” and apply principles of sustainable development and hazard reduction to communities and regions that are likely to remain at high risk of future disasters. To encourage such an approach, analyzing how the various stages of disaster response could be redesigned is important (Ayse Yonder, 2005) .

(See Further Reading on gender analysis)

## **2. What Are Gender Concerns in Recovery**

### ***2.1 Gender Dimension in Post Disaster***

#### ***2.1.1 The Gender Perspective***

Gender roles and cultural contexts ensure that in both the household and in the community, women and men often have distinct roles, responsibilities, and differential access to a range of social, economic, and political resources. These in turn shape their ability to prepare for and protect themselves from disaster. An understanding of these gender-differentiated situations and the priorities they can give rise to can play a vital role in strengthening disaster prevention, relief, and rehabilitation work. This can be achieved by helping to develop culturally- and gender-appropriate protection and mitigation strategies that are grounded in the coping strategies, knowledge, and energy of local communities. A gender perspective can also play a valuable part in highlighting the contributions men and women, as members of communities most susceptible to hazards, can and do play in strengthening resilience to disasters at the local level.

Looking at people as gendered beings thus provides an essential lens through which to see how the fact of being male or female – coupled with other intersecting ‘social fault lines’ – has a great deal to do with their ability to cope with and ‘bounce back’ from the effects of disasters. In particular, gender analysis provides the following:

- Illuminates the gender inequalities that render women and girls more susceptible to the risks and outcomes of natural disasters and helps to address future vulnerabilities by providing livelihood assistance to those who are most vulnerable
- Helps to ensure that resources reach the people most in need, women and men alike
- Ensures a greater likelihood of providing culturally- and gender-appropriate resources and services (i.e., housing, foodstuff, clothing, and other personal needs)
- Recognizes the vital role local capacities play in preparing for and responding to Disasters

In 2007, UNDP launched an Eight Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery. The action plan offers a comprehensive approach to address the needs of women and girls in crisis and gives them a voice in the recovery process.

Five of the eight points are relevant to disaster risk reduction and recovery contexts:

- Strengthen women's security in crisis: Stop violence against women;
- Expand women's citizenship, participation and leadership: Advance women as decision-makers;
- Promote gender equality in disaster risk reduction: Help women and men build back better;
- Ensure gender-responsive recovery: Promote women as leaders of recovery; and
- Develop capacities for social change: Work together to transform society.

(UNDP, 2008)

### *2.1.2 Elements of Post- Disaster Situations and Their Possible Gender Dimensions*

*The UNDP publication of Disaster Risk Management Program (India) Indicates Elements of Post Disaster Situations and Possible Gender Dimensions:*<sup>3</sup>

The following are some of the significant post disaster impact on women in rehabilitation phase:

**Basic needs:** During Rehabilitation phase<sup>4</sup>, the affected families need basic amenities like shelter, sanitary arrangements, drinking water, electricity, transportation, and communication. Some of the amenities like sanitation and drinking water are transformed into specific gender needs. Traditionally, Indian villages are not adequately equipped with sanitary arrangements and, hence, this need is not fulfilled during the interim process.

**Drinking water:** The critical issue is that of drinking water as, fetching the water is considered to be a woman's duty. The unavailability or inadequacy of clean, potable drinking water not only increases the work burden on women but also jeopardizes their productive activities. This is also true of fuel. Relief items do not necessarily consist of wood or any other fuel. This need has to be fulfilled immediately of the affected families are to resume their moral life.

**Employment:** Another practical need is employment. The employment needs in the post disaster situation are critical as traditional means and sources are destroyed. Most of the relief and rehabilitation activities, particularly those related to building and construction of infrastructure, are male centered and male-intensive. Women do not receive adequate employment in these activities. At the same time, specific employment generation programs for women are neither undertaken nor conceived.

**Literacy:** Another handicap is the low level of literacy among women and subsequent lack of exposure to outside world. The women get confounded after the disaster, especially when they are accommodated in relief camps outside villages or taken to hospitals at far off places. They are at a loss after being discharged from the hospitals, as they cannot easily reach their homes. The lack of

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<sup>3</sup> Patricia L. Delaney & Elizabeth Shrader, LCSPG/LAC Gender Team, The World Bank, January 2000

<sup>4</sup> UNDP, India, "Training of Trainers Manual on Gender Mainstreaming in Disaster Risk Management", June 2008

exposure to communication and transportation links creates these disadvantages.

**Malnourished status:** women's malnourished status and nutritional deficiencies pose a handicap in post-disaster situations, especially in post-operative or convalescent stages and also in the wake of epidemics.

**Medical treatment:** although, no discrimination is made in administering professional medical treatment, women might feel uncomfortable to be treated by a male doctor and might thus not request the necessary treatment. In addition the injured or convalescing women do not get the mandatory rest or respite from domestic chores. They are not only expected to look after their homes but also care for the injured or hospitalized relatives.

**Schools:** during the relief and rehabilitation phases, schools are reopened but it is observed that girl-students often drop out of this stage. Conventionally, the proportion of girls dropping out of schools is high, especially among poor, laboring classes. Their vulnerability increases manifold after the disasters.

**According to UN-HABITAT Elements of Post-Crisis Situations and Possible Gender Dimensions<sup>5</sup> are:**

- 1) **Abuse and discrimination:** In the post-crisis phase blatant discrimination might again (or still) be prevalent, as box 2.1 shows.

#### **Box 2.1: Gender Perspectives During and After the Tsunami Disaster**

*The statistics indicate that in Aceh, India and Sri Lanka more women died in the tsunami than men, almost 80% of the dead are women. The tsunami has not only killed more women, it has produced some very gender-specific aftershocks, ranging from women giving birth in unsafe conditions to increased cases of rape and abuse. In Sri Lanka, dead bodies were sexually abused and women were dragged out of the rushing water and raped as payment for being saved. In Thailand, women are discriminated even in death: the government assistance for funerals provides twice as much as money for a man's death than for a woman's. Source: ASIA PACIFIC FORUM ON WOMEN, LAW AND DEVELOPMENT (APWLD), *Why Are Women More Vulnerable During Disasters? Violations of Women's Human Rights in the Tsunami Aftermath*, APWLD, 2005, p. 3,*

#### **2) Demographic changes**

Population compositions are imbalanced as a result of disaster or violent conflict, e.g. either a disproportionate amount of women die as a result of disaster or widows and orphans are particularly numerous as a result of armed conflict. In most cases demographic changes do not mean increased social, political or economic authority for women.

#### **3) Ownership rights**

In the wake of disaster, women's rights might deteriorate, as husbands have died and ownership

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<sup>5</sup> UN-HABITAT, Human Settlements in Crisis, "GENDER AND POST-CRISIS RECONSTRUCTION", 2007

is patrilineal. Box 2.2 exemplifies such as case.

**Box 2.2: Women's Access to Land after the Tsunami Disaster**

*The tsunami exacerbated the problems associated with women's access to land. Women in Aceh and India do not have ownership rights to land registered to their husband and father's names as women are not recognised as head of household. In Thailand, the tsunami has created new land conflicts with big businesses claiming the land of entire communities, especially of minorities, who have lived on that land for several generations but never had the land titles.*

Source: ASIA PACIFIC FORUM ON WOMEN, LAW AND DEVELOPMENT

(APWLD), *Why Are Women More Vulnerable During Disasters? Violations of Women's Human Rights in the Tsunami Aftermath*, APWLD, 2005, p. 4, <http://www.gdnonline.org/sourcebook/chapt/ind.php?id=7>

**4) Economic recovery**

Women often recover more slowly from economic loss than men, as they are more house-bound and more overloaded with the responsibility for a variety of tasks including child care, emergency response and mitigation of family conflicts. Additionally, women often fail to receive equitable financial recovery assistance from the government or external actors.

**5) Unstable monetary and fiscal situation**

High inflation, a weak and poorly managed banking system, and an unstable currency will hurt particularly small scale business owners, many of which are women.

**6) Environmental damage**

Disaster debris, toxic agents, landmines, unexploded ordnances (UXOs) and infrastructural damage are likely to mean that agricultural production is low. As traditionally a high percentage of women work the land, the effect on their economic well-being is more pronounced than on men.

**7) Political negotiations**

Men's and women's participation in these processes tends to vary, with women often playing only minor roles in formal negotiations or policy making.

**8) Informal political participation and organization**

Women as sole earners of income during the disaster or conflict periods have learned to gain greater confidence in organized networks and see benefits of working with other women. Gender specific networks might exclude men.

**9) Societal trauma**

Many men suffer from post-traumatic stress disorder. Societal trauma can lead to psychosocial degeneration of society, including new maladaptive patterns such as crime, domestic violence, prostitution, and alcohol and drug abuse, all of which have an affect on gender relations.

**10) Media used to communicate messages**

Men's and women's access to media may differ, and may mean that only a predominantly male view is represented and discussed

**11) International investments in employment creation, health care, etc**

Reconstruction programmes may not recognize or give priority to gender parity. Favouring men over women as target groups may result in widening the gap between the sexes rather than closing it.

**12) Measures to increase the capacity of and confidence in civil society**

Women's and men's participation in community organizations and NGOs is generally uneven. These organizations often lack the capacity and interest in granting priority to equality issues.

(Source: UN-HABITAT, 2007)

## ***2.2 Six Principles for Engendered Relief and Reconstruction<sup>6</sup>***

### **2.2.1 Think big**

Gender equality and risk reduction principles must guide all aspects of Disaster mitigation, response and reconstruction. The “window of opportunity” for change and political organization closes very quickly. Plan now to:

- respond in ways that empower women and local communities
  - rebuild in ways that address the root causes of vulnerability, including gender and social inequalities
  - create meaningful opportunities for women's participation and leadership
  - fully engage local women in hazard mitigation and vulnerability assessment projects
  - ensure that women benefit from economic recovery and income support programs, e.g. access, fair wages, nontraditional skills training, child care/social support
- give priority to social services, children's support systems, women's centers, women's “corners” in camps and other safe spaces
- take practical steps to empower women, among others:
    - consult fully with women in design and operation of emergency shelter
    - deed newly constructed houses in both names
    - include women in housing design as well as construction
    - promote land rights for women
    - provide income-generation projects that build nontraditional skills
    - fund women's groups to monitor disaster recovery projects

### **2.2.2 Get the facts**

Gender analysis is not optional or divisive but imperative to direct aid and plan for full and equitable recovery. Nothing in disaster work is “gender neutral.” Plan now to:

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<sup>6</sup> Adapted from Gender And Disaster Network January 2005

- collect and solicit gender-specific data
- train and employ women in community-based assessment and follow-up research
- tap women's knowledge of environmental resources and community complexity
- identify and assess sex-specific needs, e.g. for home-based women workers, men's mental health, displaced and migrating women vs. men
- track the (explicit/implicit) gender budgeting of relief and response funds
- track the distribution of goods, services, opportunities to women and men
- assess the short- and long-term impacts on women/men of all disaster initiatives
- monitor change over time and in different contexts

### **2.2.3 Work with Grassroots Women**

Women's community organizations have insight, information, experience, networks, and resources vital to increasing disaster resilience. Work with and develop the capacities of existing women's groups such as:

- women's groups experienced in disasters
- women and development NGOs; women's environmental action groups
- advocacy groups with a focus on girls and women, e.g. peace activists
- women's neighborhood groups
- faith-based and service organizations
- professional women, e.g. educators, scientists, emergency managers

### **2.2.4 Resist Stereotypes**

Base all initiatives on knowledge of difference and specific cultural, economic, political, and sexual contexts, not on false generalities:

- women survivors are vital first responders and rebuilders, not passive victims
- mothers, grandmothers and other women are vital to children's survival and recovery but women's needs may differ from children's
- not all women are mothers or live with men
- women-led households are not necessarily the poorest or most vulnerable
- women are not economic dependents but producers, community workers, earners
- gender norms put boys and men at risk too, e.g. mental health, risk-taking, accident
- targeting women for services is not always effective or desirable but can produce backlash or violence
- marginalized women (e.g. undocumented, HIV/AIDS, low caste, indigenous, sex workers) have unique perspectives and capacities
- no "one-size" fits all: culturally specific needs and desires must be respected, e.g. women's traditional religious practices, clothing, personal hygiene, privacy norms

### **Box 2.3: Gender stereotyping – it hurts everyone**

Gender stereotypes – the casting of people into rigidly fixed ‘boxes’ based on assumptions and expectations about their abilities and their temperaments (which are often far removed from reality) – often play a large part in configuring how people are affected by and how they respond to disasters. In the aftermath of Hurricane Mitch some work programmes in housing construction prevented women from participating in construction work in order that they could devote their time to their perceived ‘natural roles’ of domestic work and child care (Delaney and Shrader 2000). In other instances, relief and rehabilitation agencies have unwittingly reinforced women’s work burdens by taking for granted their labour and care-giving inputs.

Field studies indicate that men, too, are by no means immune to the negative effects of gender stereotyping. Cross-culturally, ideologies of manhood stress men’s roles as breadwinners and protectors of families, a problematic image to live up to in ‘normal’ times (especially when the overwhelming reality is that most rural and poor urban households are equally dependent on the inputs and earnings of their female members).

It can become especially onerous in post-disaster situations when families’ livelihoods and assets are destroyed. Evidence from North America and Cambodia indicates that men may have a difficult time seeking assistance from relief centres because of a perceived sense that this is an admission of their inability to live up to their roles as providers (Enarson 2004). In another example, young Sudanese men in refugee camps were unable to prepare the food provided for them, since cooking was usually done only by women, and it was something they had never learned to do (WHO 2002).

Gender stereotyping can also cause damage by failing to give due weight to the mental trauma and psycho-social problems that emerge in disaster contexts and which can seriously affect people’s coping strategies. There is evidence that females may suffer more emotional disorder and distress in the aftermath of disaster than men because of the expectation of society that they will provide the support needed to family members, placing family well-being before themselves within a context of limited social support for their own needs (ALNAP 2005; Bradshaw 2004b; WHO 2002). On the other hand, the expectation that men (and boys) are physically and emotionally strong has done little to ensure that they are provided with much-needed counselling and emotional support in times of trauma.

**Source:** *Manjari Meht, ICIMOD, 2007*

[http://www.preventionweb.net/files/8040\\_GenderMattersLessonsforDRR.pdf](http://www.preventionweb.net/files/8040_GenderMattersLessonsforDRR.pdf)

### **2.2.5 Take a Human Rights Approach**

Democratic and participatory initiatives serve women and girls best. Women and men alike must be assured of the conditions of life needed to enjoy their fundamental human rights, as well as simply survive. Girls and women in crisis are at increased risk of:

sexual harassment and rape

- abuse by intimate partners, e.g. in the months and year following a major disaster
- exploitation by traffickers, e.g. into domestic, agricultural and sex work
- erosion or loss of existing land rights
- early/forced marriage
- forced migration
- reduced or lost access to reproductive health care services
- male control over economic recovery resources

### **2.2.6 Respect and Develop the Capacities of Women**

Avoid overburdening women with already heavy workloads and family responsibilities likely to increase.

- identify and support women's contributions to informal early warning systems, school and home preparedness, community solidarity, socio emotional recovery, extended family care
- materially compensate the time, energy and skill of grassroots women who are able and willing to partner with disaster organizations
- provide child care, transportation and other support as needed to enable women's full and equal participation in planning a more disaster resilient future

(Adapted from Gender And Disaster Network January 2005)

## **3. Gender-Sensitive Post-Disaster Rehabilitation Guidelines**

### **3.1 Gender-Sensitive Recovery: What would it look like<sup>7</sup>?**

Sustainable recovery planning is a process tied as much to culture and place as to the politics of authority (Vale & Campanella, 2005; Oliver-Smith, 1986). Inescapably linked to sustainable mitigation planning (and vice versa), recovery is implicit in every decision made during the response phase (Peacock, Morrow & Gladwin, 1997; Mileti, 1999; Berke, Kartez & Wenger, 1993; Schwaab et al., 1998; and see Monday, 2001). Yet recovery planning is still the last tool at hand. Always a process (never an end), disaster recovery is fraught with political tension, financial challenge, uncertain and shifting aims, and insufficient resources, including clear thinking about the root causes of disaster vulnerability and consensus on desired futures. But the hallmarks of good recovery are clear, if only in the breach: it must be comprehensive, all-hazard, forward-looking, integrated,

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<sup>7</sup> Elaine Enarson, A Gendered Human Rights Approach to Rebuilding After Disasters, Chapter Two, P21-22

participatory, transparent and—I add here—gender-sensitive. Like that illusive concept of disaster resilience, it is difficult to imagine sustainable recovery without the full and equal participation of women and men, especially (but not exclusively) those directly affected. Certainly, the full recovery of children is supported by policies and practices that support their mothers and other key women in their lives. Women are key actors before disasters in the home, workplace and neighborhood as they prepare their families and kin against impending disasters and obvious hazards. They are, in the language of the UN ISDR, “the keys to prevention.” In the aftermath, they can be the “calm in the storm” (Vail, 2006) whose determined efforts to rebuild with social justice and sustainability in the forefront must be supported.

While gender-sensitive programming in other areas has been highlighted by the UN ISDR (e.g. ISDR, 2007), gender-sensitive indicators were not included for sustainable recovery or sustainable mitigation (Enarson, forthcoming). Yet both recovery and mitigation bear heavily on the potential to actually reduce risk and thereby prevent or reduce the impact of future disasters. Current efforts on the part of the UN ISDR and other UN agencies to develop gender-sensitive indicators of recovery are evidence of this.

The case must be made for gender-inclusive recovery based on appreciation of the rights of women and children. Specifically, as noted in a report by funders of grassroots women’s groups active in the aftermath (Vail, 2006), gender-fair recovery from the Gulf Storms calls for:

- 1) an integrated approach linking women’s recovery work to the larger community;
- 2) childcare resources made available again as promptly as schools reopen;
- 3) ensuring affordable housing, especially for low-income women heading families alone and residing in public housing;
- 4) job training and access to capital for women to support their essential economic contributions in the broader community and in the household; and
- 5) mental health resources, including domestic violence counselors in emergency shelters.

## **3.2 Guidelines for Gender-Sensitive Disaster Recovery**

### ***3.2.1 Livelihood<sup>8</sup>***

Creating and recreating livelihoods is one of the most crucial components of recovery and reconstruction. Disaster affected areas can only be fully revitalised if earning opportunities are present on a large enough scale, beyond the activities of relief aid organisations. One aspect to restoring self-sufficiency and opening up earning possibilities is the recovery of pre-disaster economic opportunities. The other main aspect is the development of new livelihood opportunities, where possible.

Often, reconstruction aid is focussed on revitalising the most visible industries in a region, as with the supply of boats and fishing equipment after the 2004 tsunami. However, a broader reconstruction reach that depending on the type of disaster covers the restoration of small agricultural plots, and

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<sup>8</sup> Anna, 2007, WBI, Mainstreaming Gender into Disaster Recovery and Reconstruction

compensates for the loss of tools and assets owned by those engaged outside the most visible industries, can be equally important for the economic recovery of disaster affected areas and of individual households. Flooding, droughts, hurricanes, tsunamis and other types of disaster can wreak havoc on agricultural land. Because it is often cultivated by women in the informal sector, and can therefore be more easily overlooked, the damage is not always incorporated into disaster assessments and recovery schemes in proportion to its significance for the affected households (IEG 2006).

**Box 3.1: Good Practice**

Responding to extensive flooding in Chokwe district of Mozambique, the International Labour Organisation targeted women when it was evident that the heavily-female sectors of agriculture and small trade had been extensively damaged. Women traders and farmers were given relief assistance, and were also directly engaged in the ILO's labor-intensive programming. Of those directly benefiting from ILO initiatives (e.g., relocating markets, vocational training, restoring livestock), 87% were women. Source: ILO (2000)

Reconstruction agendas may also exclude replacing the tools necessary for women's economic activities that were typical before the disaster occurred. Sewing machines, and bicycles used for transporting goods to be marketed are two examples that could make a considerable difference to women's ability to recover livelihoods in some areas, and that were not included in reconstruction assistance in recent disasters (Tata Institute of Social Sciences 2005). Investment practices with a gender bias can pose a further obstacle to recovery. Loans in the USA were found to be awarded disproportionately to male-owned businesses after disasters, although female-owned businesses also fail, as in the aftermath of the 1997 Red River floods (Enarson n.d.).

Access to micro-credit under feasible terms can be equally important in recovering pre-disaster livelihoods and developing new ones. When floods in Bangladesh temporarily impaired women's ability in the affected areas to continue trading in vegetables, sugar cane, clothes and other goods, micro-credit NGOs offering loans to low income women did not defer payments, which drove some to loan sharks, locking them in a cycle of increasing debt (Lovekamp 2003).

Certainly, while making micro-credit schemes accessible and feasible, it is also necessary to ensure the operational and financial viability of micro-finance institutions and to maintain a cash flow during and after disasters. Nevertheless, there are policies that could ease the contradiction between these apparently contradictory needs. At the simplest, access to credit on affordable should be open to women as well as to men, and it should be available in traditionally women-dominated occupations as well. On a more complex level, it may be wise for micro-finance institutions to restrict reconstruction and rehabilitation assistance to existing clients, while opportunities may be offered to those newly seeking credit through disaster-specific aid schemes provided by government or by international organisations. It may also prove to be effective to implement a coherent disaster

response at the sector level, instead of fragmented response by individual micro-finance institutions. Economies of scale could be achieved through consolidating disaster risk identification and assessment, and effectiveness could be boosted by institutional specialization in providing a range of credit, savings and insurance services (Pantoja 2002). In addition, a subsidized reinsurance policy could be considered that would be activated only in case of emergency, subject to reaching critical values of well-defined indicators (such as the scale of damage, or the obtaining of emergency financial packages from international institutions).

Access to training in new skills, as well as broadening knowledge and capacity in existing operations is equally important for women and for men. However, women have in the past found it particularly difficult to access training and capacity building. Even among the 71 gender projects that were surveyed by the World Bank Independent Evaluation Group, only 18 planned training programmes. In the agriculture sector, cultural taboos have kept women from receiving advice on improved practices (IEG 2006). Not only does this penalise women where much or all of agricultural labour is provided by female workers, but the practice can have broader implications for food security itself.

### **Box 3.2: Good Practice**

To overcome the problem of insufficient advice for women on improved practices in agriculture and in other fields, recent projects trained female extension workers to reach women in rural areas. In projects in 1989 in Yemen, 1992 in Cameroon, 2000 in Mali, 2001 in Tunisia and 2002 in China, female extension workers gave advice on animal husbandry and orchard management. They also developed creative materials and methods for accessing hard to reach audiences, such as drama and farmer competitions as well as using the mass media. In the 1992 Cameroon project, subsequent follow-up research indicated that around 40% of women improved their nutritional knowledge, and 20% improved their nutritional practices.

Source: IEG (2006)

Training and capacity building in new forms of livelihood should ideally be offered to men as well as to women. Past experience has also been largely positive in offering training and employment outside the occupations traditionally considered appropriate for a gender group. Cultural constraints on jobs deemed appropriate for given social groups have proved to be more durable in the case of religious-ethnic customs. In India, for example, where the caste system is still very strong in practice in many regions, higher caste members have refused to participate in courses in basket weaving and similar occupations that are associated with the lower castes. While it is advisable therefore to proceed with cultural sensitivity and awareness of local social rules when designing training programs, other examples have been very encouraging. Many cases have been recorded, including in India, where women successfully launched new careers in non-traditional areas such as electrical fitting, masonry and carpentry, against initial resistance from male relatives, but soon accepted by families and communities (Chopra 2005, Oxfam 2005b).

### **Box 3.3: Lessons learned**

A group of women in Mulukutú, Nicaragua organised themselves following Hurricane Joan in 1988 to recover from the disaster. The women were concerned with the loss of lives, houses and productive assets, but also with pre-disaster conditions including high rates of domestic violence, problems with sexually transmitted diseases (STDs) and unwanted pregnancies, and a lack of political power in the municipality. They started with a construction project for housing destroyed by the hurricane. Over the next ten years, and with the help of the men in the community, the women of Mulukutú successfully established a brick factory, carpentry workshops, and a women's clinic.

Source: Delaney and Shrader (2000), citing Puntos de Encuentro Special Bulletin on Gender and Hurricane Mitch (Mainstream Gender into Disaster Recovery and Reconstruction, WBI, 2009)

Following list alerts practitioners to issues that need attending to in relief and reconstruction work and which, if overlooked, can have profound and extremely detrimental impacts on women. (Source: Enarson (2001a))

Women's work is often socially invisible, but in the great majority of households around the world their life-sustaining and income-generating activities of everyday life are essential. Economic rehabilitation and reconstruction planning must target economically active women of all ages and social groups.

- Assume women are economic providers and plan accordingly; target the informal sector.
- Implement economic initiatives which reflect the economic losses of women whose work depends on sustainable natural resources; prioritize the restoration of economic resources vital to their recovery.
- Target self-employed artisans and home-based women workers for grants and loans to replace damaged or destroyed tools, work spaces, equipment, supplies, credit, capital, markets and other economic resources.
- Expand women's limited employment and work opportunities as much as possible in the process of redeveloping local and regional economies.
- Monitor access to work, wages, training and working conditions in private and public relief work projects and assess their impacts on women and girls.
- Commit to long-term monitoring of the indirect economic effects of disasters on women's livelihoods, e.g. disrupted markets, loss of clients, forced sale of assets, involuntary

migration, increasing proportion of female-headed households, secondary unemployment, etc.

- Develop gender accountability measures, e.g. record the percentage of females in construction trade employment, numbers of disabled women trained, proportion of economic recovery grant and loan funds received by women, etc.
- Evaluate women's ability to participate in and benefit from economic recovery packages, e.g. with attention to women's mobility, access to child care and health services for themselves and injured family members.
- Incorporate gender analysis into all empirical assessments. Collect or generate gender-specific data to make this possible.
- Partner with women's grassroots organizations to avoid overlap; capitalize on and scale up their local expertise, supporting indigenous initiatives.
- Support women's dual responsibilities as paid and family workers; work with employers to develop or strengthen "family-friendly" policies for those needing time to apply for assistance, move into new housing, help injured family members, and in other ways promote family recovery.
- Extend government stipends to family caregivers as needed throughout the long-term recovery period in order to support caregivers economically and ensure continuity of care to the injured, unaccompanied children, and the disabled.

### ***3.2.2 Shelter/Housing<sup>9</sup>***

Safe and secure shelter is vital for women, as much of their daily life revolves around the household. As home-based workers, household managers, and family caregivers, women must be centrally involved in the design, siting, construction, and retrofitting of local housing and community facilities.

- As "temporary" shelter is often long-lasting, make women's safety a priority in the social organization of temporary camps, e.g. through adequate lighting, on-site security, and provisions to protect privacy.
- Provide space and services in temporary accommodation for the care of post-operative and newly disabled survivors and their caregivers.
- Increase housing security for women by prioritizing affordable housing that is safe and secure; where relevant, deed permanent housing in both women's and men's names.
- In determining priorities for occupancy of new housing, target single mothers, widows, below-poverty and unemployed women, socially marginalized women and others identified at the local level by knowledgeable women.

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<sup>9</sup> Elaine Enarson, *A Gendered Human Rights Approach to Rebuilding After Disasters*, Chapter Two, P26-27

- Provide women fair access to construction-related employment. Include employment-relevant job training. Seek out women with technical qualifications for training to help construct safer residences, e.g. more seismically resistant or “green.”
- Contract with women-owned businesses and solicit the participation of women professionals in the construction industry and related fields.
- Partner with women’s grassroots organizations and community-based groups to evaluate and monitor the process of housing reconstruction.
- Promote the participation of women across class/caste, ethnicity, age, faith and other divisions in all decisions about community relocation, the siting of new settlements, the design of new structures, and construction of new community facilities.
- Collaborate with local women in planning housing design innovations which may reduce or simplify their workloads or otherwise improve living/working conditions.

**Box 3.4: Shelter Cluster – Operations- Yogyakarta and Central Java Earthquake, 2006**

- **Bring a gender lens to shelter.** All shelter standards (emergency-transition-permanent) and approaches should be informed by separate focus group discussions with women and with men. Before final approval, standards should be put through a gender lens. Engineers and beneficiaries, men and women, may have differing definitions of safety and people-friendliness.
- **Train community facilitators in how to engage women.** Humanitarian shelter actors need to invest in active facilitation to get the meaningful voice and participation of women of all ages. This includes training community facilitators in how to identify and overcome the barriers to women’s participation.
- **Involve the Government’s gender machinery in shelter response.** The government gender machinery (the Ministry of Women’s Empowerment and its provincial and district arms) was involved in the Yogyakarta/Central Java response but primarily through links to the Protection Cluster. This involvement of government gender specialists warrants being expanded into the shelter response. The UN is an appropriate facilitator of this linkage. Early joint collaboration on gender mainstreaming should result in gender considerations being well considered in the emergency phase, creating a momentum for ensuring gender issues are reflected later in transition and permanent housing.
- **Promote joint title.** Although most Yogyakarta permanent housing is being rebuilt in-situ, some previous residential land is now deemed unsafe for housing. When new land for housing is gifted (i.e. Kulon Progo), this should be viewed as an opportunity to advance joint title of land.

Source: Florensia Malau & Linda Pennells , **Gender Reflections Shelter Cluster and Shelter materials** IFRC ,IASC, October 2008

### **3.2.3 Training and Education**

Women are significant informal and formal educators who provide vital links between households and emergency responders, and whose social networks make them effective trainers in community-based technical assistance projects. Attention needs to be directed at girls who are at risk of leaving school early after disasters and at the many women who are unable to work because of child-care and other responsibilities.

- On a priority basis, restore all preschool and childcare facilities, schools, and community education programs targeting women and girls.
- Closely monitor short- and long-term effects of injury, displacement, and rehabilitation on girls' access to school; avoid relief projects not enabling school attendance.
- Monitor all disaster-related jobs programs to avoid stereotypic training which limits rather than expands women's options; offer nontraditional training to boys and men.
- Disaster recovery information must reach all women; use a wide variety of media and all community languages to ensure that women are informed and able to contribute and share information.
- Women's social networks are a valuable resource in community disaster education. Capitalize on women's local knowledge about vulnerable people in the village or neighborhood, environmental conditions, coping strategies in past disasters, etc.
- In professional and governmental outreach projects, provide on-the-job training as needed for women to take up decision-making roles; include women with professional/technical expertise in leadership roles.
- At the community level, partner with women's organizations to recruit and train women as disaster outreach specialists with technical skills in the areas of livelihood reconstruction, earthquake-resistant housing, post-disaster mental health issues, special needs of children, disaster-mitigation strategies, etc.
- Develop targeted disaster mitigation materials for integration into the training programs of women's grassroots, professional/ technical, and advocacy organizations.
- Make disaster-related training employment relevant; increase women's capacities in nontraditional areas.

### **Box 3.5: Pakistan Earthquake**

#### **Prioritizing the needs of women and ensuring equity in reconstruction planning**

Serious gender disparities existed in the affected areas before the earthquake. Both the government and the international humanitarian community have the responsibility to address these disparities, through the reconstruction process. For instance, massive gender gaps existed in education prior to the earthquake in NWFP, with male gross enrolment rates standing at 97 per cent, while the female rate was only 56 per cent — the largest gender gap of any province in Pakistan. Reconstruction provides an opportunity to increase the access of girls and women to quality education and health facilities. Resources for the expanded provision of teacher training for women, by the Government of Pakistan, may help to ensure that quality education is available to meet the demand for it. There was a serious shortage of female teachers even before the earthquake and, given the large number of teachers killed during the earthquake, this situation is likely to be worse now.

A gender audit of the reconstruction plans should take place, with recommendations shared and a clear strategy outlined to ensure that the needs of women are given the highest priority in the allocation of resources. Internationally recognized human rights frameworks can act as guiding benchmarks for evaluating, through a gender lens, the plans for reconstruction and rehabilitation. (Oxfam International, 2006)

### ***3.2.4 Physical and Mental Health***

Women's health keeps families healthy after disasters through sanitation, nutrition, and medical care. As caregivers to the young, old, sick, disabled, and injured, women tend to put their own needs last but their own health must be promoted throughout long-term recovery. Women's reproductive health needs attention, as does the increased risk of sexual and/or domestic violence in the aftermath of a major disaster.

- Throughout the long-term recovery period, include antenatal and postnatal care and nutritional supplements for pregnant and lactating women.
- Ensure that mobile health services include a full range of reproductive and family-planning health services.
- Integrate post-disaster public health outreach with existing community-based health systems and informal healthcare providers, e.g. midwives and home health workers.
- Target mothers and grandmothers in post-disaster grassroots campaigns promoting public health.
- Incorporate knowledge about women's increased risk of violence into emergency planning, shelter operations and post-disaster public health education. Provide increased resources to grassroots women's groups responding to women hit both by violence and disaster.
- Provide training for mental health providers on gender-specific factors in post-traumatic stress, targeting highly vulnerable groups such as women heading households, grandmothers

caring for orphans, battered women, women with disabling injuries, newly widowed women and men.

- Prioritize the health needs of disabled women, women whose injuries are permanently disabling, and those recovering from temporary disabilities. Support their immediate family caregivers, e.g. through respite care, financial assistance, and extended counseling services.
- Allocate resources for elderly women's health needs as their well-being will be vital to the extended family.

### **3.2.5 Empowerment**

Women's local knowledge and expertise are essential assets for households and communities struggling to rebuild. In order to capture their capacities, disaster responders need to work closely with them in ways that empower and develop their self-determination.

- Integrate disaster mitigation initiatives into ongoing community activities and concerns, if possible partnering with local women.
- Ensure that women who are knowledgeable about women's issues are proportionally represented when key decisions are made about the distribution and use of relief funds and available government funds.
- Plan for ongoing and long-term consultations with local women's groups in affected areas. Identify and develop relations with women's advocacy groups. Strengthen or develop informal social networks that link these groups with disaster response agencies and offices.
- Organise reconstruction planning meetings and pay attention to women's ability to participate by providing child-care, transportation, holding the meeting at a time convenient to the women, etc.
- Monitor and respond to women's need for legal services in the areas of housing, employment, and family relations.
- Monitor relief and rehabilitation services for gender bias and inequalities (unintentional burdening of women's work, etc).
- Monitor, as far as possible, the degree to which relief and rehabilitation assets are equally distributed within the household.

## **4 Experience of Post Disaster Recovery from Gender Perspective – Shifting from Vulnerabilities to Capacities<sup>10</sup>**

### **3.1 Enabling Women to Play a Lead Role in Disaster-Affected Marginal Communities:**

*Gender Mainstreaming in Tsunami-Affected Areas Caritas India, Tamil Nadu, Andhra Pradesh, Kerala & Andaman and Nicobar Islands, India*

#### **The Initiative**

This Tsunami Relief and Rehabilitation Programme was initiated in January 2005 and is an ongoing programme linking relief to development. The thrust of the current ongoing "community mobilization" phase is to strengthen community capacity for self-help. It seeks to: (1) strengthen and establish linkages for disaster preparedness, and (2) respond to localized epidemics like chikungunya, fire outbreak and flood. All the initiatives taken under the CBDP component are expected to be integrated into the ongoing/planned programmes of the respective Panchayati Raj Institutions (PRIs) to ensure sustainability.

Initially the focus was on relief and reconstruction but it has shifted to CBDP and housing after the women began playing a decisive role. Drawing inspiration from previous successful experiences, women's monitoring committees were set up to monitor the CBDP and housing programmes. In all efforts/activities undertaken, community participation was given top priority, with a particular emphasis on community ownership and commitment. The housing programmes provided secure shelters to the tsunami-affected communities, especially women and children. Participation gave women the strength to take further initiatives to reduce their dependency. The CBDP programmes have increased the knowledge held by women, men and children, and enhanced their capacity to address various disasters, natural and man-made.

Training on certain skills was provided to the women to generate alternative employment. In other words, the programmes enhanced women's participation and their capacity to take a leading role in development in their communities which, until then, was unimaginable. In all activities, priority was given to building women's capacity and encouraging equal participation of both men and women.

#### **Good practices**

In Andhra Pradesh State when initiating the CBDP programmes, efforts were made to ensure that the programmes were led and controlled by women from the communities involved. Emphasis was also laid on utilizing local resources and reducing dependency on outside support. In some cases, special training was given to women on disaster issues. For instance, in a recent flood in Andhra Pradesh State, communities played a major role in the rescue programme, paying special attention to children, pregnant women, old people and the disabled. In some villages in this state,

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<sup>10</sup> UN/ISDR, **Gender Perspective: Working Together for Disaster Risk Reduction**, Good Practices and Lessons Learned, Geneva, June 2007

communities have created village emergency funds based on household "handful-of-rice" and "kitchen-utensil" contributions.

In Alleppey District (Kerala State), women comprise 50 percent of task force committee members, 50 per cent of village-level disaster management teams, and 70 per cent of both central-level resource teams and central-level trauma counseling teams. More priority was given to widows and "weaker" women when selecting the beneficiaries of the housing programme. In Thiruvananthapuram District (Kerala State), village communities have taken initiatives to convert waste, which was a breeding ground for mosquitoes and diseases, into vermin compost. This helped address the chikungunya menace in the area. In Pondicherry, women's self-help groups (volunteered and took the lead in supplying relief items to the affected

community. Children in Chinavererapatinam village informed the Fire and Rescue Department when fire broke out. The taskforce in Chinnakalpet taught children swimming and helped to put out fire. Tsunami early warning systems have been installed at the Cuddalore Harbour; and in each village, women read out weather forecasts, wave lengths and wind directions through local public address systems. In villages supported by the Chengalpattu Rural Development Society (in Tamil Nadu State, village development committees are formed, comprising 50 per cent of women who are responsible for the overall development of the village and they are doing very good work in addressing social and development issues. In Pondicherry, women's self-help groups (volunteer red and took the lead in supplying relief items to the affected community. Children in Chinavererapatinam village informed the Fire and Rescue Department when fire broke out. The taskforce in Chinnakalpet taught children

### **Lessons Learned**

Key lessons learned from the practice are:

Community rapport helps in building bonds between people and programmes; projects should be rights-based and involve people from the beginning through community ownership and participation (with confidence -building); equitable role for men and women is possible; and knowledge exists within the community and utilizing it increases their ownership, positive impact and sustainability.

Other lessons are: enhancing attitudinal changes through the walk-the-talk principle/concrete example is possible, male involvement is important in empowering women and improving gender relations, and giving more importance to gender perspectives is a must in projects/programmes.

Lastly, building women's capacity increases their participation in planning, implementation, monitoring and evaluation. This yields greater benefit as women have better understanding of the felt needs of the communities, and they have unique perspectives about and an important insight into community danger and safety.

### ***3.2 Gendering DRR Capacity-Building for Tsunami Recovery Service Providers***

*Laying the Foundation: Gendering Capacity-Building for DRR, Sri Lanka*

## **The Initiative**

In a post-tsunami recovery context in view of long-term disaster risk reduction (DRR), this initiative seeks to build Gender & DRR awareness among capacity building institutions in Sri Lanka by helping integrate gender-specific aspects into the training curricula of a key capacity building institute, the Institute of Bankers Sri Lanka (IBSL).

This programme, funded by the Government of Germany through the Tsunami Flash Appeal, is a part of the UNDP Sri Lanka Tsunami Recovery Programme launched in March 2005, covering 14 tsunami-affected districts in Sri Lanka's Northern, Eastern, Western and Southern provinces. The implementing bodies were the Institute of Bankers Sri Lanka (IBSL) and the UNDP Sri Lanka Tsunami Recovery Unit. The IBSL, a leading training/capacity development organization serving the development sector, has been entrusted with building the capacity of service provider organizations/individuals that provide livelihood recovery support in all tsunami affected districts in Sri Lanka. Their role was to build the capacities of service provider organizations to deliver services that can help develop livelihoods better with long-term sustainability. The service provider organizations included microcredit organizations, rural marketing organizations, skill development organizations and women's groups. The final beneficiaries were service provider organizations in tsunami-affected districts that assist livelihood recovery and tsunami stricken women and men who depend on their services for livelihood recovery.

It was observed that the IBSL regular training curricular initially had no gender sensitivity, and the IBSL training resource team and programme coordination team, comprised of all men lacked awareness of and exposure to gender issues, especially in a disaster context. In identifying these gaps, efforts were made to support the integration of gender-specific aspects into the IBSL training methodology and to include skilled resource persons into the trainers team.

The training programmes were conducted in each administrative district, with three programmes targeting the same group in each district. The programme curricular included accounting, book keeping, human resources management, and the issues related to identification and liaison with the clients, in particular those who are not familiar with the formal aspects of business/ enterprise management. In terms of the gender aspects, the training programmes addressed specific problems encountered by women entrepreneurs in accessing credit due to lack of collaterals and access to productive resources, gaps in their ability to prepare business plans, and prejudices and social acceptability at marketing and decision-making levels as well as among formal institutions.

The training resource group included key national-level trainers who are also connected to many other training programmes for national-level decision makers within institutions such as the Central Bank of Sri Lanka and a number of other development and rural banks that deliver rural credit and development-related services, which opens scope for furthering the gender and DRR concepts, and application issues.

## **The Good Practice**

The initiative is a good practice because it addresses gender blindness in development and DRR; it

raises gender & DRR awareness among individuals and organizations in the immediate and long-term; it helps infuse a leading training organization with gender sensitivity; it leads to the involvement of women as resource persons at the decision-making level, and creates more opportunities for women entrepreneurs in disaster-prone areas.

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

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

The innovative element in this initiative is that in contrast to the general practice of including women as 'trainees' or 'beneficiaries' this initiative mainstreams the issue into the training curriculum itself. This helps address Gender & DRR issues in a more strategic and sustainable manner.

### **Lessons Learned**

A key lesson learned from the initiative is that members of the IBSL management team need to be led to act as advocates for mainstreaming gender into DRR. To encourage similar initiatives in the future, there is a need to monitor the programme for its impact and support it further with capacity development resources. The initiative offers scope to integrate gender issues into nationwide credit and insurance schemes -- as a risk reduction measure through the IBSL resource team.

### ***4.3 Grassroots Women Handle Quake Impact Unaided***

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

*GROOTS International<sup>13</sup> & UPLINK (Urban Poor Link) Java Island, Indonesia*

#### **The Initiative**

After the May 2006 earthquake on Java Island in Indonesia, grassroots women played an active role and worked alongside men to organize their communities in the absence of external support. The women ran temporary shelters, community kitchens and aid distribution at a time when some communities had to run their own temporary shelters for as long as two months before they received external assistance. For most of the women involved, it was the first time they participated in decision making and played public roles on community issues. This formed the basis for subsequent efforts by a local NGO called UPLINK (Urban Poor Link) and the GROOTS International network to sustain women's participation in disaster-related decision making and to strengthen and transfer effective resilience building practices through women. One of these efforts by UPLINK and GROOTS International is the present initiative which has two components: (1) women's initiative to cope with the impact of the May 2006 earthquake on Java Island in Indonesia, in the absence of

external aid, and (2) efforts to build and sustain women's leadership and community coping capacities in disaster-affected and at-risk communities.

The initiative is under way in 10 villages (including Puchung Growong, Kategan and Manding) in Yogyakarta Province, Java Island, Indonesia. In May 2006, women responded to the earthquake along with their communities. Building on these initiatives, GROOTS International has worked with UPLINK to build the capacity of women's groups in Yogyakarta Province to sustain their participation and leadership. In December 2006, at a capacity-building workshop organized by UPLINK and GROOTS International, women leaders shared their experiences and identified skills they could share with other communities. Over the following few months, UPLINK has run training-of-trainers workshops to strengthen the women's leadership and build their capacities to analyze and transfer their disaster response strategies.

Follow-up activities are being planned.

### **The Good Practice**

In a society with severe constraints on women's participation in public decision making, the postdisaster relief and recovery processes have been a rare opportunity for women to step into new public roles and get involved in community decision making. The two processes have enabled the grassroots women to demonstrate that they have the capacity to organize communities, manage collective resources and analyze the appropriateness of external aid reaching their communities. The work done by the women has dispelled the myth that grassroots women's efforts benefit women only. In fact, the women's efforts clearly have helped respond to family and community needs. In the process, they have also brought about some innovations. A first innovation is that the initiative made the women aware, for the very first time, of their leadership potential and fulfilling such a potential helped them contribute to rapid recovery and resilience in their communities. Another innovation is that the initiative addresses both practical community resilience-building needs and strategic women empowerment needs, and it also seeks to strengthen and scale up women's leadership and knowledge of resilience building by helping grassroots leaders become trainers.

### **Lessons Learned**

A key lesson from the initiative is that outside agencies often believe that disaster-affected people are not in a position to participate actively in information gathering, assessment or decision making relating to their own relief and recovery. Yet the present initiative shows that grassroots women and their communities are in a better position to respond to community needs and to decide on what kind of support a disaster-affected community requires.

Another lesson is that grassroots women and their communities are also well positioned to organize assistance. Therefore, external relief and recovery programmes, including those of governments, should build on these for the sake of efficiency and optimal use of resources. In fact, putting information and resources in the hands of grassroots women helps achieve equitable aid distribution and prevent wastage of aid resources. Finally women can organize to address community priorities in a post-disaster context, but sustaining this in the following months can be difficult.

#### ***4.4 Sustainable Recovery from an American Catastrophe: “Through Women’s Eyes”<sup>11</sup>***

Over the past three years, as the nation watched warily during subsequent storms, disaster researchers, policy analysts and decision-makers looked away from gender and away from women as they set plans in motion for post-Katrina recovery.

Inattention to gender has been the hallmark of public discourse around Katrina, much of which was explicitly framed first around race and then class. Gender was certainly there from the beginning, but implicitly: strong images of “violent” (Black males), “heroic” (White male responders), “unruly” (ethnic minority men), and “strong” (male mercenaries and military personnel) alternated in the mainstream media with images of distraught women incapacitated by individual or collective stress. This much was predictable, but the gender silence in the flood of post-Katrina monographs, edited readers, policy reports, and research grants was striking in light of the advances in gender analysis internationally and in past US disasters.

Inattention to gender was evident long before the storms hit land, of course. Risk assessments were conducted without sex-specific quantitative or qualitative data needed for meaningful gender analysis, though warning signs were in evidence for the looking. The high proportion of low-income women heading families alone, women’s relative lack of transportation, their dominance among the frail elderly, the disabled, institutionalized dependents, their insecure housing, their employment in the contingent labor force and their vulnerable health conditions were all readily apparent in census data and other statistical sources. Their strengths and capacities were also apparent (Gault et al., 2005): for example, the high percentage of African-American women in New Orleans with advanced education and degrees, historically Black universities and colleges with women’s studies and women’s services, and women’s strong community organization base, especially in the church. These were critical things to know about community-wide and household vulnerabilities and capacities, and bear directly on preparedness and impact as well as recovery. It was there for the looking—and mostly, we didn’t (but see Eisenstein, 2005; Enarson, 2005; Seager, 2005; Ross, 2005).

A counter-narrative is emerging, but slowly. Community organizers and cultural workers such as journalists, oral historians and film-makers have raised gender questions, especially around race and poverty (see Ransby, 2006, on the neglect of Katrina’s “deadly discourse” for African-American women). Emergent or pre-existing women’s groups are now increasingly visible on the ground (Vail, 2006), and the sex- and gender-specific effects of these devastating storms is coming under examination by researchers outside the gender and disaster subfield (for example, biomedical researchers exploring effects on birth weights).

Of particular note is a wide-ranging report on the human rights of displaced persons (Kromm &

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<sup>11</sup> <sup>11</sup> Elaine Enarson, *A Gendered Human Rights Approach to Rebuilding After Disasters*, Chapter Two, P17-19

Sturgis, 2008), which compares principle and reality based on the UN Guiding Principles on Internal Displacement. The authors refer to violations of women's rights with respect to accommodation (because of women's increased risk of sexual and domestic violence in emergency shelters and temporary FEMA trailer camps); and conditions for prisoners and detainees (because of health risks to pregnant women and the risk of miscarriage).

But a host of other concerns might have been cited. Principle 4 is a nondiscrimination clause with specific reference to "expectant mothers, mothers with young children, female heads of households" (Kromm & Sturgis, 2008: 30), yet the most basic needs of women for reproductive health services and pre- and post-natal care were not met (Kissinger et al., 2007; Bennett, 2005; Callaghan et al., 2007). Low-income mothers displaced around the nation are challenged by lack of social connections, secure housing and employment, and the pressing needs of children and extended families far away (Peek & Fothergill, forthcoming; Tobin-Gurley, 2008). Principle 7 relates in part to the need to "involve those affected, particularly women, in the planning and management of their relocation," (Kromm & Sturgis, 2008: 31) a provision manifestly not adhered to in the chaotic Katrina diaspora that began with mothers separated from their children and continues today. Principle 11 speaks to prevention of gender-specific violence, including domestic violence and rape as well as forced prostitution, all of which have been identified as part of the Katrina experience for women (Bergin, 2006; Ransby, 2006). Principle 17 highlights that "every human being has the right to respect of his or her family life" (Kromm & Sturgis, 2008: 33), while mothers and children still remain separated at the time of this writing three years later and the experiences of lesbian and gay couples and transgendered people caught up in Katrina remain largely undocumented (see Eads, 2002, for the case of September 11th; Pincha et al., 2007, post-tsunami). In Principle 18, "special efforts" (Kromm & Sturgis, 2008: 34) are to be made so that women are full participants in distribution of basic supplies (women were indeed active in emergency social services such as the ARC and worked with men in the Superdome to organize the distribution of supplies). Principle 19 attests to the need to plan ahead so women can have access to female health care providers and receive post-violence counseling as well as reproductive health care. Women's equal rights to documents necessary for establishing residence or housing status are articulated in Principle 20, yet remain a major challenge for displaced women with extensive responsibilities for kin as well as paid work and limited economic and transportation options. Finally, in Principle 23 the rights of young girls and women to education and training are articulated; little evidence of this is available in the FEMA camps, which tend to lack even safe play space for children. These standards for the period of displacement are precursors for the realization of other human rights guaranteed to women through CEDAW. It is encouraging to see them reflected in principle (if not fully in practice) in recent initiatives from UN agencies active in disasters (e.g. Enarson on the ILO, 2000) and gender-aware NGOs (e.g. Fordham on PLAN, forthcoming).

#### ***4.5 Women-to-women learning in Gujarat and Maharashtra, India***

Some innovative peer learning methods have proven particularly successful as the example in

following case of women to women training supported by Groots, a network of women's organisations in 40 countries, and itself supported by the Huairou Commission shows:

*Five women who lived through and survived these disasters in Turkey spent two weeks in India after the 1993 earthquake. They spoke to women like them, women who had lost everything, or lost a great deal. Women who were determined to rebuild not just their homes but also their lives. Women who had never imagined that they could step out of their homes. Yet, like them, these women were prepared to travel long distances, even cross the seas to share their experiences, to learn from others, to find ways to turn the tragedy of a disaster into the opportunity of a sane and stable development.*

Source: Adapted from SHARMA, Kalpana, "Man-Made Disasters", *The Hindu*, India's National Newspaper, on-line edition, 24 February 2002, <http://www.gdnonline.org/sourcebook>

#### ***4.6 Post Disaster Reconstruction Experiences Andhra Pradesh, India***

##### *Pre Reconstruction Scenario of Dibbulapalem*

Dibbulapalem is slum on the banks of Thandava River in a low-lying area. There are about 70 families. This colony was branded as a sex workers colony and all governmental agencies and the public neglected it. The majority of them was illiterate and their children were sent to cashew factories as labourers.

The cyclone of 1995 was devastating and it washed away all the thatched houses of Dibbalapalem. The residents lost all their belongings and were left bare. At this juncture NASA stepped into the Dibbalapalem colony and started an awareness campaign and conducted health camps. All women were organized as Women Sangham and they were successfully persuaded to abandon prostitution. NASA helped the women's Sangham to mobilize and solicit a grant from the government for housing and the grant from the Emergency Desk of Diakonisches Werk was also requested. NASA facilitated the construction of 74 houses with the active participation of the women's organization, which organized its own brick making unit, mobilized voluntary labour, monitored the construction, introduced cost control measures. The title deeds of the houses were obtained in the name of the women. Housing brought a tremendous change in the lives of the women. They were counseled and motivated to save regularly and helped to mobilize matching grants from the government to take up alternative forms of living like micro-businesses.

The children were guided to get admission into Government schools and in NASA's child labour schools. After completion of the houses, the Sangham mobilized government support for internal roads, community hall, electricity and developed kitchen gardens in next the houses. With permanent houses and beautiful roads, the hitherto slum now gives a posh look. The bad name for the locality also got erased over years. Some of the women converted part of their houses, facing the main road, into shops. The spirit and motivation that propelled hitherto sex workers to transform themselves into dignified citizens was possible through an effective organizational network. This brought assertiveness among them and a desire to a lead in the democratic process. The women participated in local municipal elections and got one candidate elected

as councilor for their area and also cornered the chairperson's post to their candidate.

Source: Annie Jayaraj, POST DISASTER RECONSTRUCTION EXPERIENCES IN ANDHRA PRADESH, IN INDIA, P9-10

<http://www.grif.umontreal.ca/pages/i-rec%20papers/annie.pdf>

#### ***4.7 UNIFEM's Gender Mainstreaming Efforts after the Tsunami Disaster in Aceh, Sri Lanka and Somalia***

To amplify women's voices to influence recovery policies and agendas, UNIFEM is building the capacity and leadership of women's organizations to advocate for the promotion of women's rights in all reconstruction processes.

Gender advisors are in place in Aceh and Sri Lanka, advocating with government, UN Country Teams, and NGOs on women's most pressing needs and ensuring that their perspectives are part of mainstream efforts. UNIFEM is also working closely with local coordination agencies and task forces, such as the Aceh Bureau for Reconstruction and Rehabilitation (BRR), the Somali Aid Coordination Body Tsunami Task Force (SACB), and the Government Task Force on Tsunami Relief (TAFREN) in Sri Lanka to highlight women's leadership roles. Support is going to building the capacity of national women's machineries to form gender units or women's desks within government recovery processes to monitor the inclusion of women's perspectives in all decision-making<sup>12</sup>. Local women's groups are receiving support to build skills, organize, and conduct advocacy activities to make them heard at local and national policy-making levels. They are also being supported to mobilize women to participate in grassroots activities through forums and mobile discussions.

To ensure that efforts at the policy level are derived from and remain connected to what women are really prioritizing on the ground, major women's consultations were organized in May and June 2005 in Colombo, Sri Lanka, and in Aceh, gathering hundreds of women to discuss their concerns and articulate their role in the recovery and rebuilding phase. Both meetings were the first time women from different affected districts and villages came together. Besides more immediate concerns about livelihoods, inheritance and property rights, and the creation of adequate settlements and housing, the issue put forward as most critical in the post-emergency phase, was the need for more opportunities for women to interact with local and national authorities, and participate in decision making to engage with the reconstruction process.

Recommendations from the meetings were brought to the highest policy levels – during a visit in May, UNIFEM's executive director and South Asia regional programme director raised the issues with the Sri Lankan Prime Minister, Foreign Minister and UN Country Team ahead of a donor Development Forum, when it was discovered that women's perspectives were being marginalized in

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<sup>12</sup> National women's machineries include the Bureau of Women Empowerment in Aceh, the Ministry of Women's Empowerment and Social Welfare, and the National Committee of Women in Sri Lanka, and the Ministry of Women and Family Affairs of Puntland, Somalia. A gender unit has already been set up in Aceh, while in Somalia, UNIFEM partner NGO WAWA (We are Women Activists) is lobbying for the creation of one within the SABC. In Sri Lanka, advocacy efforts are underway to urge the creation of an NGO Task Force to focus on women's issues.

its planning process; in Aceh, after recommendations from the women's consultation were brought to the BRR, its chief promised to recognize and consult with the Aceh Women's Council (a body created at the meeting to represent Acehnese women), and appointed UNIFEM as its gender advisor.

To address the paucity of sex-disaggregated data, UNIFEM is further developing the databanks created in the emergency period by continuing to collect detailed information on all local organisations working on gender issues, including informal and traditional groups. In both Aceh and Sri Lanka, surveys have been carried out in IDP shelters to obtain more first-hand data on women's situation –these will be made available in early 2006.<sup>13</sup> In Somalia, UNIFEM is giving support to the women's ministry to collect gender-sensitive data.

**Source:** UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM), *Creating Policy Space – Bringing Women's Perspectives to Decision Makers*, 2005, <http://www.unifem.org/campaigns/tsunami/page6.html>

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<sup>13</sup> In Aceh, 6,497 women IDPs living in tents, temporary shelters and host communities were surveyed in 17 out of 21 districts. In Sri Lanka 53,361 households in 9 of 13 affected districts were surveyed.

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## 6 Annexes

### Annex1

#### Gender Related Concepts in Post-disaster Recovery

1. **Gender:** While the sex of an individual is biologically determined, gender refers to the socially constructed and adopted roles and relationships that society imposes on men and women. Gender is culturally specific and changes over time. Most societies are characterized by a male bias: the male norm is taken as a norm for society as a whole. Gender perspectives are “those which bring to conscious awareness how the roles, attitudes and relationships of women and men function to the detriment of women” according to the United Nations Development Fund for Women (UNIFEM). A focus on gender stresses the identification of different needs of the community and the formulation of policies that address those needs, prioritizing equality of opportunity.
2. **Gender analysis:** Gender analysis involves the collection and use of sex-disaggregated data that reveal the roles and responsibilities of men and women that should be fed into the policy process. The analysis assesses how existing and future policies and programmes potentially affect men and women differently.
3. **Gender mainstreaming:** This is the process of bringing a gender perspective into the mainstream activities of governments at all levels, as a means of promoting the role of women in the field of development, integrating women’s values into development work. Gender mainstreaming in disaster reduction refers to fostering awareness about gender equity and equality, to help reduce the impact of disasters, and to incorporate gender analysis in disaster management, risk reduction and sustainable development to decrease vulnerability.
4. **In practice, gender mainstreaming means:**
  - creating and/or strengthening the political will to achieve gender equality at the local, national, regional and global levels;
  - incorporating a gender perspective into the planning processes of all ministries and departments of government;
  - integrating a gender perspective into all phases of sectoral planning cycles, including the conceptualisation, assessment, implementation, monitoring and evaluation of policies, programmes and projects;

- using sex-disaggregated data in statistical analysis to reveal how policies impact differently on women and men; increasing the number of women in decision-making positions in government and the private and public sectors;
- providing tools and training in gender awareness, gender analysis and gender planning to decision-makers, senior managers and other key personnel; and
- forging links between governments, the private sector, civil society and other stakeholders to ensure a better use of resources. (ILO, 2000).

## **5. Six principles to apply gender notion- to aid and reconstruction**

- 1) Gender equality and risk reduction principles must guide all aspects of disaster mitigation, response and reconstruction
- 2) Gender analysis is not optional or divisive but imperative to direct aid and plan for full and equitable recovery
- 3) Women's community organizations have insight, information, experience, networks, and resources vital to increasing disaster resilience
- 4) Base all initiatives on knowledge of difference and specific cultural, economic, political and sexual contexts, not on false generalities
- 5) Democratic and participatory initiatives serve women and girls them best
- 6) Avoid overburdening women with already heavy workloads and family responsibilities likely to increase.

(GOI-India, Disaster Risk Management Programme, 2008),

(UN/ISDR), Geneva, Women, Disaster Reduction and Sustainable Development

## **Annex 2**

### **Issues for consideration in developing gender sensitive outreach**

(This compilation of practice guidelines is taken from Enarson (2005) *Sectoral Guidelines for Gender-Sensitive Outreach*. Included in the Gender and Disaster Sourcebook, published online by the Gender and Disaster Network <http://www.gdnonline.org>)

#### **1. Assessment and consultation**

- The assessment team is balanced by sex and trained in gender analysis.
- Terms of reference for needs assessment teams give priority to gender mainstreaming.
- Informal women's networks are involved in the assessment.
- Sex-specific data are consistently collected (and not confined to a 'gender section').
- The language of assessment questions is sex-specific (e.g., 'mother/father' and not 'parent').
- Impact and project assessments include gender considerations across sectors.
- Indirect impacts (on schooling, employment, training, access to land, new employment, etc) are assessed by sex.

- Conditions of life cover different and representative groups of people affected (widows, senior women/men; young women/men, poor women/men, etc).
- Lessons from previous events relating to gender are considered in the assessment.
- Vulnerable groups in which women are disproportionately represented (those in extreme poverty, single-headed households, frail elderly, etc) are noted.
- Women's and men's inputs into decision-making (at household, village, and regional levels) are noted and integrated into project planning.
- Women's and men's responsibilities for children, the ill, orphans, the elderly and the disabled are noted.

## **2. Participation and representation**

- Diverse communication methods are used and reach women and households deemed the most vulnerable.
- Existing and potential capacities of women/women's groups, men/men's groups, and children are identified and integrated into project design.
- Both women's and men's groups are represented in community committees and consulted on a regular basis.
- Constraints on women's participation (work burden, mobility limitations, etc) are addressed.
- Women's community-building traditions, resources, and skills are integrated into post-disaster outreach.

## **3. Security and human rights**

- Mechanisms are in place to report and gather information on gender-based violence affecting women and girls (harassment, abuse, rape, sex-for-food coercion, pressure for early marriage, trafficking).
- Mechanisms are in place to document and respond to gender-based violence affecting the health and well-being of boys.
- Changing gender roles produced by the disaster and/or relief efforts are monitored for changes in the risk of violence.
- Field staff are made aware of the possible health, economic, and social effects of gender-based violence.

## **4. Logistics**

- Women are given central roles in registration and distribution groups and activities.
- Women are included in health and as protection workers and interpreters.
- Women and women's groups are involved in the placement of distribution centres, latrines, and housing areas.
- Likely constraints on women's access to aid are anticipated and addressed.
- Bathing, washing, and laundry facilities are sited to ensure privacy and security of girls and women.
- Women are consulted in the design of shelters, storage methods, and cooking tools and items.

## **5. Livelihood and education**

- Skills and knowledge of women and men (as teachers, social and health workers, etc) are used in skills training and employment initiatives.
- Daily and seasonal work of women and men in paid/unpaid, agricultural and other formal/informal sectors is known.
- Women producers are involved in decision-making in promoting sustainable and self-reliant means of livelihood and household food security.
- Increases in women's workloads are assessed and addressed by emergency relief and post-disaster initiatives.
- Environmental impacts on resources and assets used by women to provide food and earn income are identified and mitigated.
- Micro-credit and other economic measures are designed in consultation with the women affected (and groups working with them).
- Educational services target both girls and boys.
- Training programmes are developed for both women and men to provide traditional and non-traditional opportunities.

## **6. Shelter**

- The gender division of labour within households before, during, and after the disaster is understood and reflected in aid measures.
- The significance of the home/homestead in women's domestic production (for consumption and sale) is reflected in reconstruction plans.
- Site planning and housing design are carried out in collaboration with women and men, with a specific emphasis on women's needs and obligations.
- Women and women's groups are involved in monitoring housing reconstruction projects.

## **7. Health and nutrition**

- Maternal health care facilities are designed and operated in collaboration with the women affected and women's groups.
- Food taboos and requirements are understood and reflected in relief commodities.
- Caloric intake is known and disaggregated by sex with particular emphasis on infants, young children, and pregnant and lactating women.
- Female health workers are available where women cannot seek help from male providers.

## **8. Project impact: monitoring and evaluation**

- Gender training is provided to all field staff.
- Female experts are employed in situations where it is not culturally appropriate for male staff to directly address women's needs, and hiring practices reflect this need.
- All relief initiatives are evaluated in terms of overall impact on women's and girls' lives and gender relations.
- All project activities are evaluated for impact on post-disaster gender relations: male out-migration, increase in female-headed households, child abandonment, earlier marriages for

girls, closer spacing of pregnancies and births, degraded natural resource bases, sexual violence, and suicide rates of boys and men.

- Participation (rates, types, roles) in project activities is tracked by sex.
- Women are separately consulted regarding emergency relief measures.
- Outcomes for women and men are separately assessed: Who benefits? How? For how long? In what ways?
- Good practice gender-sensitive projects and approaches are documented and shared.

#### **9. Leadership development**

- Gender-specific considerations are taken into account for staff placement and designation of responsibilities following consultation with gender experts and staff.
- Gender-sensitive counselling is made available for all staff and volunteers.
- Measures are in place for confidential reporting and discussion of psychosocial impacts on relief staff.

#### **10. Environment**

- Measures promoting environmental and social sustainability in disaster recovery are based on how women and men use and manage environmental resources.
- Strategies for mitigating environmental hazards that increase women's risks or future disasters are identified and integrated into post-disaster reconstruction plans.
- Impacts of degraded resource bases on girls' and women's time and labour are identified and mitigated in recovery plans and in the design and siting of temporary encampments.
- Women's resource-based work, occupations, and income-generating activities are identified and reflected in economic and environmental recovery projects.

#### **11. Capacity building and advocacy**

- Civil society organisations working with women and girls in education and literacy, health, and other areas are engaged as partners.
- Repair and reconstruction of facilities for women's community groups are given priority.
- Gender-specific data, programming, and projects are shared with government authorities, research groups, and others working in the field of gender equality and disaster risk reduction.

**Source:** GOI-UNDP Disaster Risk Management Programme, 2008