Gender Mainstreaming in Disaster Risk Reduction

Manual
Training of Trainers

Yerevan, Armenia April 2011
This manual is prepared and published with financial support from UNDP within the framework of the Project Strengthening of National Disaster Preparedness and Risk Reduction Capacities in Armenia.

The views expressed in the publication are those of the author(s) and do not necessarily represent those of the United Nations or UNDP.
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Yerevan 2011
Acknowledgement

“Gender Mainstreaming in Disaster Risk Reduction” Training of Trainers Manual has been developed by the UNDP “Strengthening of National Disaster Preparedness and Risk Reduction Capacities-2\textsuperscript{nd} phase” Project Local Gender Expert Ms. Nune Harutyunyan.

This TOT Manual aims to support national government stakeholders involved in DRR in integrating gender into DRR policies, institutional and legal frameworks, as well as to serve as a practical guide for enshrining gender analysis into national action plans, annual work plans, strategies, elaboration of programs and projects, etc. The Manual contains study materials, practical exercises and case studies which cover different aspects of mainstreaming gender into DRR; at the same time, the Manual can serve as a practical tool to be used by the different audiences concerned.
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<td>HIV</td>
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<td>Poverty Reduction Strategy Paper</td>
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<td>CIS</td>
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<td>USSR</td>
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<td>NGO</td>
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<td>UNFPA</td>
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<td>The United Nations Children's Fund</td>
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<td>UNHCR</td>
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<td>OSCE</td>
<td>Organization for Security and Cooperation</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>CSW</td>
<td>UN Commission on the Status of Women</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>GRF</td>
<td>Gender Roles Framework</td>
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<td>DPU</td>
<td>Department of Planning Unit</td>
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<td>SRF</td>
<td>Social Relations Framework</td>
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<td>WID</td>
<td>Women in Development Approach</td>
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<td>USA</td>
<td>United States of America</td>
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<td>GM</td>
<td>Gender mainstreaming</td>
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<td>NALSG</td>
<td>National Agency for Local Self-Government</td>
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<td>LSG</td>
<td>Local Self-Government</td>
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<td>NAP</td>
<td>National Action Plan</td>
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<td>BCPR</td>
<td>Bureau for Crisis Prevention and Recovery</td>
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<td>SGP-GEF</td>
<td>Small Grants Programme - Global Environmental Facility</td>
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<td>HFA</td>
<td>Hyogo Framework for Action</td>
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<td>UNISDR</td>
<td>United Nations International Strategy for Disaster Reduction</td>
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<td>OECD</td>
<td>Economic Cooperation and Development</td>
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<td>INSTRAW</td>
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<td>United Nations Disaster Management Team</td>
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<td>IDS</td>
<td>Institute of Development Studies</td>
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<td>VDCs</td>
<td>Village Development Committees</td>
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<td>IUCN</td>
<td>International Union for Conservation of Nature</td>
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Introduction

The following manual has been produced as a result of TOT on Gender Mainstreaming into DRR conducted in June 2010 within the “Strengthening of National Disaster Risk Reduction Capacities in Armenia - 2nd phase” UNDP Armenia project.

The main goal of this training tool is to support national government stakeholders involved in DRR in integrating gender into DRR policies, institutional and legal frameworks, as well as to serve as a practical guide for enshrining gender analysis into national action plans, annual work plans, strategies, elaboration of programs and projects, etc. The Manual contains study materials, practical exercises and case studies which cover different aspects of mainstreaming gender into DRR; at the same time, the Manual can serve as a practical tool to be used by the different audiences concerned.

The TOT Manual is designed to reach a common understanding within the relevant government structures on gender concepts, differences between gender and sex, introduce the concept of gender equality and gender mainstreaming into DRR, build government capacities in Gender mainstreaming and gender analysis (tools, methodology, enhancement strategies, gender sensitive planning in DRR) and use the acquired knowledge on Gender Mainstreaming in DRR. The manual is designed to help trainers develop trainees’ knowledge and skills through specific case studies, interactive exercises and group work presentations. The manual will also help to explore gender issues and women’s unique needs in relation to disaster risk reduction, early warning, pre- and post- disaster problem solving, disaster preparedness, assessment of women’s vulnerability in DR. It will stimulate the integration of gender perspective into institutional and legal frameworks, planning and strategy development and build the skills of the government structures involved in DRR policy elaboration in gender analysis of DRR and national DRR platforms.

UNDP Project Background

The second phase project is the continuation of the implementation plan contained in the Programmed Framework for Strengthening of National Disaster Management Capacities, developed jointly by UNDP and Armenian authorities in 2007. The project supports the strengthening of legal and institutional framework for disaster risk management in Armenia, including the development of a comprehensive national disaster risk reduction strategy. The project covers risk identification, assessment and monitoring activities, as a significant input into the elaboration of DRR strategy. The main implementing partners for the project are the Ministry of Emergency Situations (MoES) and its service delivery agencies and Ministry of Territorial Administration (MoTA).

The “Strengthening of National Disaster Risk Reduction Capacities-2nd phase” (April 2009-June 2011) project is aimed at strengthening of legal and institutional framework for disaster risk management in Armenia. This includes the development of a comprehensive national disaster risk reduction strategy and enhancement of risk identification, assessment and monitoring systems in
Armenia through implementing risk assessment at the national level and establishing a data observatory for disaster statistics.

Project activities include:

1. National risk assessment and establishment of national data observatory for disaster statistics;
2. Strengthening of legal and institutional framework and inter-agency coordination for disaster management in Armenia.

**Gender and Disaster Risk Reduction**

International and local gender experts were hired to assess and advise on gender-related needs in the context of disaster risk reduction and to provide advisory support in identification of gender-sensitive disaster risk reduction measures, in order to ensure gender sensitivity in project activities. The team of gender experts has implemented gender based needs assessments, capacity assessment and capacity and skills building in gender sensitive Disaster Risk Reduction. They have reviewed media strategies in for different UNDP development initiatives and prepared media advocacy and knowledge dissemination guidelines for Gender & DRR. They have also carried out a research of international best practices and their practical application for adaptation in Armenia. Gender and DRR case studies have been developed to demonstrate gender dimensions of DRR applications and to serve as tools for gender sensitization initiatives.

Gender analysis in DRR needs assessment was implemented through special questionnaires for the ministries and agencies working in the field of DRR (Ministry of Emergency Situations and its five agencies, Ministry of Territorial Administration, Ministry of Nature Protection, Ministry of Urban Development, etc.). The analysis of survey results was presented in the needs assessment report, along with recommendations on gender mainstreaming into DRR based on the analysis of the current situation. Further activities and strategies aimed at advocacy, public awareness raising, strengthening of capacities and knowledge dissemination on Gender & DRR were identified and developed for UNDP Armenia.
SESSION 1.1

THE CONCEPT OF GENDER

Gender is a socially constructed category: it is the set of relations between and among women and men based on socially constructed roles and behaviors considered appropriate for women and men. In simple words, gender refers to the set of relationships between women and men at a particular point of time in a given society. Gender does not replace Sex as it is a biological category, which is universal, and given by nature. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

Gender roles

Gender roles are social roles: boys and girls are systematically taught to be different from each other. Socialization into gender roles begins early in life. This includes learning to be different in terms of, for example: appearance and dress, activities and pastimes, behavior, emotions, responsibilities, intellectual pursuits etc. Gender roles are learnt and therefore can be unlearnt. They are not unchangeable.

Gender roles in the society are "gender marked": woman and man "should" act in certain ways because of their biological sex: it’s being built on culturally bound expectations and responsibilities, as well as social stereotypes specific for each community.

Why should we care?

- Promotion of gender equality and empowerment of women is a national priority enshrined in the RA Constitution;
- You should work in all sectors and regions, integrating gender in your work at all levels - from national policy to community development level projects.

Gender relates to all aspects of our life, as well as access to and control over resources and different opportunities.

Gender equality

Gender Equality …

- …is a matter of human rights and a condition for social justice and is also a necessary and fundamental prerequisite for equality, development and peace. A transformed partnership based on equality between women and men is a condition for people-centered sustainable development.
• "...governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively."

(Beijing Platform for Action)

Gender Equality is the goal: Recognizing differences in needs and priorities; freedom to develop without being limited of gender roles; equally valued and equally favoured.

Gender mainstreaming is the strategy: The process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in all areas and at all levels.

(Ecosoc, United Nations 1997)

Steps for Gender Mainstreaming

Gender mainstreaming is the integration of a gender perspective and gender analysis into all stages of design, implementation, and evaluation of projects, policies, and programs. Gender mainstreaming is not an isolated exercise, but an integral part of the project or policy cycle.

The checklist suggested below will help to identify what gender mainstreaming activities are already implemented, while also providing guidance for expanding the gender mainstreaming approach.

The Ten Steps for Gender Mainstreaming include

1. A Mainstreaming Approach to Stakeholders: Who are the Decision-Makers?
2. A Gender Mainstreaming Agenda: What is the Issue?
3. Moving Towards Gender Equality: What is the Goal?
4. Mapping the Situation: What Information Do We Have?
5. Refining the Issue: Research and Analysis
6. Deciding on a Course of Action: Designing Policy Interventions and Budgets
7. Arguing Your Case: Gender Matters!
8. Monitoring: Keeping a (Gender-Sensitive) Eye on Things
9. Evaluation: How Did We Do?
10. En-Gendering Communication

Who are the decision makers?

Step 1 concerns the people involved in the policy-making process. These individuals, along with their values and understanding of gender issues, will significantly affect the outcome of your policy or project. During Step 1 you should seek answers to the following four key questions:

1. Who are the stakeholders? Do they include individuals or groups with a “gender perspective”?

Gender mainstreaming means that “gender” stakeholders need to be identified and included throughout the policy or project cycle. Multiple stakeholders bring greater accountability and a wider variety of options to the policy-making process. This also introduces a series of “checks and balances” against competing viewpoints. Negotiating these multiple viewpoints will result in better policy-making.
2. Is there a gender balance in all institutions and bodies involved?
If strong gender imbalance exists among stakeholders or the core policy-making group (for example, less than 30 percent of one sex), you should take measures to involve more of the underrepresented gender – be it men or women. Introduce quotas for participation, if necessary. Good representation of both genders is a sign of democratic, inclusive policy-making, where all viewpoints can be heard.

3. Where is gender expertise available?
Stakeholders with gender expertise will help you identify entry points for gender mainstreaming and implement a mainstreaming approach throughout the entire project or policy-making cycle. These experts are important allies. Such expertise might be found with policy-making colleagues, academics, consultants, civil society organizations/community groups, or development partners. Bringing this expertise aboard is mainstreaming at its most basic level.

4. What specific knowledge and skills can different stakeholders contribute?
When bringing “gender stakeholders” aboard, you should consider what sort of contributions they can make to your policy-making or project development process. For example, line ministers and other elected politicians can help build political will, while researchers, academics, and statistics offices can provide valuable quantitative data. NGOs and other community-based organizations, moreover, will be able to provide a direct link to men and women in the community and can help identify and articulate the needs and wishes of those individuals.

What is the issue?
During Step 2, the first task is to identify the main development problems or issues. This can be accomplished by answering a basic question:

What is the subject or policy-making initiative?
The subject of policy-making initiative might be increasing the supply of potable water to rural communities or improving women’s participation and capacities in disaster preparedness. At this early stage, however, we can basically approximate the extent to which gender is likely to be relevant to the issue (further analysis will happen later in the process).

The following questions will help to reveal the “gender issues” in DRR.

Does this issue affect men and women in different ways?
Experience has shown that in almost all cases, the issue does affect men and women in different ways. In these instances, this means that the specific ways in which men and women are differently affected, need to be further investigated.

Gender analysis is a vital part of clarifying the precise gender dimension of the issue.
In Step 2, begin this process by identifying likely or potential “gender issues.” In the example above, it might be identified at this point that the location of potable water sources has a significant influence on the daily time allocations of various family members, as women are often the ones most responsible for water collection. Thus, it is highly probable that the issue of potable water provision does indeed affect men and women in different ways. The same argument works for the need for increased capacities and knowledge of women on Disaster Risk Reduction with an aim to save women’s lives and improve their abilities to get better oriented and prepared for disasters.

While at this stage we are not identifying specific gender issues that require policy solutions, Step 2 should introduce an appreciation of gender-related aspects of seemingly “gender-neutral” issues.

**What is the goal?**
Once you identify the “subject” of the project or policy-making initiative, you should determine what the goal is. One can do this by asking:

**What to achieve?**
In Step 2, any gender dimensions of the policy issue will be identified. It is also equally important to make this gender dimension explicit in the policy goal. To do so, gender-related goals that are corrective (those goals that correct the gender-blindness of policies and projects) and transformative (those goals that integrate a broader commitment to enhancing gender equality through the policy or project) need be identified. It should be noted that some goals can be both corrective and transformative.

**Corrective Goals:**
- **Does the goal address the needs and concerns of both women and men?**
  Many project or policy goals are “gender blind”—i.e., they do not account for the fact that men and women often have different needs and concerns. Corrective goals deliberately seek to address the needs and concerns of both genders. If men or women are disadvantaged in a given situation, then the policy goal should seek to redress this imbalance.

  For example, if women are being infected by HIV at a faster rate than men, any project or policy on HIV prevention that does not seek to address the needs and concerns of women as different from the needs and concerns of men would be ineffective.

  These goals are thus “corrective” in that they correct gender-blindness by drawing specific attention to the needs and concerns of female target beneficiaries, as well as of male target beneficiaries.

**Transformative Goals:**
- **Does the goal include a broader commitment to changing the institutions, attitudes, or other factors that hamper gender equality?**

  The policy or project goal should also be examined in the light of gender equality more broadly. Elements of the institutions, structures, or underlying principles that contextualize the issue might fundamentally...
hinder de facto equality between men and women. Again, if, for example, women are not being adequately reached by HIV-prevention policies, it could be that existing cultural norms or institutional structures are in fact preventing women from being able to act on prevention strategies. If so, the goal should be broadened to address these elements as well. In other words, in this example, the goal would be not only to target women more directly, but also to change the context in which men and women can care for their own sexual health.

These goals are thus “transformative” in that they are about transforming the institutions and structures (social, political, economic, cultural, etc.) of the policy context, so that full gender equality can be more readily achieved. Ten Steps

These broad goals will be translated into specific targets and objectives once you have refined the question and are ready to develop concrete policy interventions.

What information do we have?

In Step 2 we defined the policy issue: we identified potential gender dimensions of this issue. In Step 3 we identified the overall intended goals of the policy or project interventions, ensured that they are gender sensitive and considered other potential gender-specific goals of the policy or project.

In Step 4, “Mapping the Situation”, you have to start thinking about refining the potential policy interventions. In order to do this, it is important to have an inventory of information that will affect the proposed policy or project. This information specifically asks about the gender-related dimensions in the project or policy issue:

- What information do we have about how this issue affects men and women differently?
- What information do we not have?
- What projects or policy interventions related to this issue have already happened?
- What projects or policies are currently in place that relate to this issue?
- What other interventions related to this issue are planned?

Answering the above questions will help to focus on “filling in the gaps” by commissioning or undertaking necessary research and planning complementary initiatives. It will also help to avoid duplication.

Three tools and exercises are suggested that will help to answer the above questions:

1. Mapping Exercise
2. Policy Review from a Gender Perspective
3. Legislative Review from a Gender Perspective

5. Research and gender analysis
“Mapping the Situation” (Step 4) will help to underline where a gender-mainstreaming perspective is specifically required. Existing policies may need to be amended in order to include a gender perspective, or new policies may need to be developed.

Step 4 should also make it clear where gaps in the current information base exist.

During Step 5, you will need to conduct or commission research that will fill these gaps. This is absolutely crucial in order to guarantee the credibility, efficiency and effectiveness of any projects or policies. In this case we need to undertake gender analysis – i.e. conduct either general research in the policy area that integrates a gender perspective or a specific research on one or various gender dimensions linked to the specific policy area.

This phase involves:

- Specifying the research question(s)
- Designing and undertaking the research OR
- Calling for research proposals and outsourcing the research
- Evaluating and drawing conclusions from the research.

Gender analysis is a key part of gender mainstreaming.

**Formulating policy/project interventions from a gender perspective**

This stage is likely to already consider some general ideas for interventions that will help to attain the broad goals articulated in Step 3.

**Crucial Considerations for Policy Options**

Choosing the “correct” course for policy or project intervention is rarely straightforward. It involves balancing a number of crucial considerations, including:

- **Efficiency** – How to balance desired outcomes with limited resources?
- **Effectiveness** – The level and extent of influence of the policy intervention on the current situation.
- **Gender equality** – How and to what extent can the social and historical disparities between men and women be addressed?
- **Other cross-cutting goals** - How and to what extent can a human rights perspective be integrated, environmental protection priorities advanced and other social inequalities (relating to minorities, rural and urban groups, groups living in extreme poverty, etc.) redressed?

All types of impact of each option need to be assessed. After weighing these considerations carefully, you will be ready to formulate your intervention.

Note that the process of defining and refining a final policy intervention often involves some moving back and forth between Steps 5 and 6 – i.e., research and situation assessment and deciding on a final course of action. Moreover, external factors may restrict your options or highlight additional challenges that need to be addressed. For example, there may be political considerations, budgetary restrictions, or other conditions placed on resource allocations by donors or international financial institutions. While many of these considerations may be beyond control or scope of influence, the objective is to propose the best and most gender-equitable policy or project.

**Arguments:** Gender Matters!
One crucial aspect of gender mainstreaming involves developing advocacy strategies that will help to gain support for the gender mainstreaming initiatives. Because experience has shown that decision-makers are sometimes reluctant to devote scarce resources to gender equality activities, decision-makers (especially those who control budgets) need to be convinced that their investment in gender equality will pay off.

Decision-makers need to be presented with information that highlights, concretely and precisely, why gender matters.

**The “Added Value” of Gender Mainstreaming**

Advocacy strategies for adapting a gendered approach and for promoting gender equality in all projects and policies generally fall into one of the following six categories:

- Justice and Equality
- Credibility and Accountability
- Efficiency and Sustainability (the “macro” dimension)
- Quality of Life (the “micro” dimension)
- Alliances
- Chain Reaction

**Monitoring and Evaluation**

Monitoring is a crucial aspect of gender mainstreaming. The three aspects of monitoring are:

1. Levels of Monitoring
2. Gender-Sensitive Monitoring Plans
3. Gender-Sensitive Targets and Indicators.
SESSION 1.2

STATUS OF WOMEN IN ARMENIA

Poverty in Armenia is still widespread and deep-rooted. Despite recent economic growth, the income gap is widening. Unemployment is especially high in rural areas and among women: severe lack of employment possibilities, lack of financial resources and physical infrastructure is especially evident in the regions. Many factories and industries formerly functioning in different regions and serving as one of the main sources of income for rural population stopped working in the beginning of 1990s and are now closed.

According to data provided by NSS (2008), women are mainly employed (73.0%) in education, health care and social work, community, social and personal service activities. These sectors are characterized by low wages (average wages in these sectors comprise about 65-72% of nationwide average nominal wage). The wage levels for women and men differ in these sectors; the average female wage comprises 83% of male wage in education and about 72% - in health care and social work sectors. The wage differentiation for males and females is typical not only for the mentioned sectors, but for the economy in general, which is explained by the fact that women do not always possess the same professional opportunities as men, as well as by the role reserved to a female in Armenian families.

75.5 % of official registered unemployed are women. Hidden unemployment is very high, and self-reported unemployment rates are significantly higher than unemployment rates recorded at employment services.

While out of work, females look for a job for a longer period than males: among officially registered job seekers, that got job placement, 65% were women, of which 64.0% were looking for job for more than 12 months, while the same indicators for males comprised respectively 35.1% and 33.3%.

Under the RA Law on the State Benefits the child’s care benefit or allowance for children under 2 is paid only to working women and is aimed to partially compensate for their salary, while they are on maternity leave. However, in 2007 the benefit level was still very low and had no relation to the actual salaries paid (the benefit was 2,300 AMD (4.4Euro) in 2006 and increased slightly in 2007 to 3,000 AMD (5.7 Euro).

The Family Benefit Program does not consider female headed households as a separate group. However, this is necessary for comparative analysis, given the fact that divorced households, households with parentless children and single mothers are usually headed by a woman. 30% of beneficiary households are of this type, while women make up 58.6% of all recipients. Female-headed households are at a higher risk of poverty than male-headed ones (26.8% versus 22.4% in 2008).

The 2004 Labor Code has guarantees for pregnant women and working mothers with children under age of 3. Although the policy reflected in the Code and public opinion priorities honor motherhood, the wage protection it offers reach only a minority of mothers because very few women are in formal employment. Thus, protection against job termination and paid maternity leave benefit are under-utilized.
Most Armenian women do not receive maternity benefits because they are not in the formal labor market. Most parents and their children receive no ongoing state support from social insurance. As noted above, there is a paid four-month maternity leave for women who make social contributions through their employers. In addition, there is a two-year allowance paid for caregivers who stay home to care for their child, also available only to those who make social contributions. Most families do not receive such support.

In 2008 over 38,000 families received one-time lump sum birth allowances, but less than one quarter, or only 9,367 women, were paid a four-month maternity leave, and only 4,488 parents could get a two-year leave to care for a child. Thus, most women in Armenia received neither paid maternity leave nor child care leave. This simply reflects the fact that such payments are made only to the formal sector. The fact that employers are bound by the Labor Code to provide maternity benefits that are not always reimbursed / compensated creates incentives for not hiring women of childbearing age. Thus, there is discrimination against young women in the workplace, pressure on young women workers not to marry, and a stimulus to informality. In some cases women are warned that they are not encouraged to get pregnant during the forthcoming years: interviewers prefer not to employ newly married women to avoid payment of compensation under the Labor Code. These cases are underreported. Accompanied with low awareness on the rights of women and national legislation mechanisms, etc. they contribute to gender inequality in the labor market.

Maternity leave in Armenia should serve two purposes: promoting female participation in the workforce and a higher birth rate. For Armenia to solve its demographic problem, support must be provided throughout the time when parents care for a child (and not just through a one-time payment at birth), and gender equity must be fostered.

Small and medium entrepreneurship in Armenia is in the development stage. There are no motivating conditions for the development of entrepreneurship including the lack of a favorable tax environment. This is why women cannot be actively involved in the industrial and business spheres, whereas the economic advancement of women is necessary for enhancing their role not only in the economic but also in the political life of the country.

The level of participation of women in the labor market has also decreased because of the insufficient level of activities of preschool and out–of school institutions. The numbers of preschool institutions has decreased during the recent years. The involvement and access to these institutions have also decreased. Many children from socially vulnerable families find themselves in orphanages and special schools.

One of the main fields of economy in RA is agriculture. According to 2001 census data, 45.1 % of the population is involved in agricultural activities. Almost half of them are women. The conditions of work are very hard, so this has an impact on the general and reproductive health of women.
Gender, to put it more precisely – gender justice – is one of the most forgotten if not ignored problems. Just one example in this series: the profession of a doctor is now in a process of so-called ‘feminization’: the absolute majority of students in medical universities and practicing doctors are women, while healthcare is administered mainly by men not only at the political level but also in the management of medical institutions. A similar tendency is observed with the faculty of medical education institutions.

The government tries to support women by suggesting micro-credit projects but the credit rates are very high and do not enable women to develop their households.

The difficult socio-economic conditions are reasons for migration. 1/3 of migrants are labor migrants. 42% of them are women. In addition, women very often stay alone when their husbands leave the country in search of work. They have to both run their households and generate income for the family.

**Women in Decision-Making**

Although women have equal rights under the Constitution and laws of Armenia, their participation in political and public life remains low. The new Labor Code adopted in 2004 provides women with equal employment opportunities, and articles 2 and 3 of the Electoral Code guarantee the right to vote and to run for office without regard to gender. Further, the Electoral Code establishes a quota of 15 per cent women in proportional party lists, and at least one of every 10 candidates must be a woman. Nevertheless, for various reasons ranging from inequalities in basic opportunities for men and women to gaps in legislation, women’s participation in political life has remained passive.

Despite some progress made, women’s involvement at the highest levels of the decision-making process remains limited. According to data for 2008, only 12 out of 131 deputies in the National Assembly were women, and there were only two women cabinet ministers. Women’s representation at the local level is also very low.

Gender analysis of a number of laws, including the labor, family, electoral, criminal and nationality codes had been conducted, jointly with a UNDP project on gender and politics. A package of proposed measures to correct imbalances has been developed on the basis of the results of the analysis, which will be circulated for review by the relevant ministries before submission to the Government.

The most balanced representation of men and women is observed in mid-level management. A numerical predominance of women is observed in the social sector, in education, health care, culture and services. Women are particularly active in the non-government sector, where their role in the formation of a democratic civil society is steadily growing.

**Women and education**

In general elementary education (grades 1–8), the percentages of boys and girls are roughly equal, i.e., 51.5% and 48.5%, respectively. This slight difference is caused by demographic factors. However, it can
still be noted that the number of girls has been greater than the number of boys in the senior grade levels of schools in recent years. In the 2005/2006 school year, for example, girls in senior grade levels constituted 51.6% of the total number of students. In the institutions of higher education, girls predominate in the following specialties: economics, law, health care, education, and the arts.

The system of postgraduate education presents a different picture. Men account for 63.2% of the total number of students pursuing a candidate-of-science degree, whereas women predominate among those working toward a master's degree and make up 58.6%. Women account for 29.4% of those working toward a doctorate. This can be explained by the willingness of male students to continue education and to delay the time for compulsory military service since, according to national legislation, those accepted into post-graduate programmes are allowed to complete their degrees and undertake military service at a later stage.

In the education sector teaching staff is unevenly balanced in terms of gender. In general education, staffs consist of a growing number of females (women account for 84% of teachers).

General education schools in Armenia continue to teach the course "Civil Education," which includes three subjects: "Human Rights" (eighth-grade level), "Civil Education" (ninth-grade level) and "The State and the Law" (tenth-grade level). School teachers have been re-trained. The main purpose of those subjects is to teach children to respect democratic principles.

The subject "Life Skills taught in general-education schools (grades 1−7) with the support of the UN Children's Fund continues to enjoy great success. This subject includes such topics as "Gender Challenges", "Home and Family", "Discrimination" and "Rights and Duties", which are also tools for identifying and raising gender issues. The necessary program materials for teaching these subjects in grades 8 and 9 will be developed in near future. The program will include issues relating to career orientation, healthy lifestyle, environmental awareness, stress management and other topics. It is also planned that there will be a the step-by-step introduction of these subjects in all schools of Armenia. "Healthy Lifestyle" course program is already developed and is being tested in 30 schools of the republic. The program also involves courses on gender issues, women's equality and elimination of violence against women.

These measures, however, are fairly sporadic in nature and the level of general awareness on gender equality within educational institutions, with the exception of specialized faculties, remains low.

Reproductive Health

2005 national strategy to improve women's reproductive and sexual health was a family planning program. Under that program, 77 family planning services were established in all regions of the country and information and training was provided to medical personnel. The media were used to disseminate
information to the public about modern contraceptive methods and prevention of unwanted pregnancies and abortions. The national program for 2007-2015 is aimed at expanding the use of contraceptives and preventing abortions. Contraceptives have been made available to all who wish to use them, regardless of age, marital status or income. Schools have begun to provide education on safe sexual behavior and modern contraceptive methods, including peer counseling programs for young people and adolescents.

Reducing maternal and child mortality rates is a Government priority. Actions undertaken to this end include improvements in the quality of care in maternity hospitals and the introduction in July 2008 of a program for State certification of births in order to provide better access to childbirth services. Maternal mortality rate dropped slowly but steadily over the past 17 years and was 25.6 per 100,000 live births in 2007. At that point in time it was lower than the average for the countries of the Commonwealth of Independent States, but four times higher than the European Union average.

Any woman may, if she wishes, terminate an unwanted pregnancy up until the twelfth week of pregnancy. Between the twelfth and twenty-second weeks of pregnancy, it may be terminated solely if there are medical or social indications for doing so. Unfortunately, abortion is one of the most widespread methods of family planning in Armenia. According to the statistics, more often than not, women revert to abortion, and the use of birth control pills is not a generally accepted means of avoiding unwanted pregnancies. Indicators for HIV/AIDS infection have been kept at a low level through the introduction of voluntary counseling and testing, screening of pregnant women, awareness raising and education programs among at-risk groups, free distribution of condoms and access to medical care for persons living with the virus.

Violence against Women

The issue of violence against women and domestic violence has become a topic for open discussion in Armenia. Each year the country participates in the “16 Days of Activism against Gender Violence” campaign. In 2007 Armenia participated in a Council of Europe campaign.

The National Program on Improving the Status of Women 2004-2010 included a component for addressing violence against women, and the results of its annual review by the Government were publicized through press conference. The Armenian police paid particular attention to the prevention of violence against women, including measures to improving security in public places. A working group headed by the Deputy Director of the police force was established in 2006 to implement the national program in the area of violence against women and domestic violence. The police information centre kept a record of crimes committed against women, and training seminars were held for all staff handling such cases. An interdepartmental working group formed in 2007 worked on drafting the law on domestic violence.

According to a study conducted in 1998 in Armenia, 48% of surveyed women had experienced some form of physical violence and 20% of them had experienced a form of sexual violence including marital rape. The unequal position of women in the family and in society in general makes it often difficult for them to protect themselves against such forms of violence.
The ADHS, 2005 provides information on the attitude of women and men towards wife beating. According to the survey, 31% of men agreed with at least one of the reasons justifying the beating of wife. About ¼ of men agreed with such reasons as child neglect and arguing with husband. Fourteen percent agreed that a man is justified in beating his wife if she goes out without telling him, 5% if she refuses to have sex with him, and 1% if she burns the food. Twenty-two percent of women agreed with at least one of the specified reasons justifying a husband beating his wife.

Sexual abuse, violence against women and trafficking of women is another issue of concern today. Though there is no official statistics available on this issue, it is evident that there is an increasing number of women and children who are getting into the nets of trafficking, sexual abuse and violence. Transitional processes that had an impact on social and economic conditions, increase in unemployment and poverty levels, made women and children more vulnerable to violence.
SESSION 1.3

NATIONAL INSTRUMENTS ON GENDER AND WOMEN RIGHTS PROTECTION

National Action Plan on Improving the Status of Women and Enhancing Their Role in Society 2004-2010

The Armenian government adopted the “National Action Plan on Improving the Status of Women and Enhancing Their Role in Society 2004-2010”, as a strategic tool for achieving the UN Millennium Development Goals (MDSs) and fulfilling its obligations under various international instruments, including requirements set forth by CEDAW, the recommendation of the Fourth Beijing Conference (1995), the documents of the Council of Europe Committee for the Equality of Rights of Women and Men and other international commitments of the Republic of Armenia. The action plan defines the principles, priorities, and key directions of the public policy for addressing women’s issues in the Republic of Armenia.

The purpose of the Action Plan is to facilitate equality of rights and opportunities for women and men, as a precondition for shaping a democratic, social, and legal state and civil society. The measures included in the Action Plan will also help to address the social and economic problems of women, which will, in turn, contribute to the implementation of the Poverty Reduction Strategy Paper.

The Action Plan conceives women as individuals, women, and mothers; it does not treat family as something conflicting with the professional or social and political activities of a woman, but rather, sees the full realization of women's potential in both employment and family as a necessary condition for development. Thus, the Action Plan focuses on awareness-raising and enhancing the overall level of development in society.

The National Action Plan has 8 sections addressing the following issues:
- Equal rights and equal opportunities for both women and men and participation of women in decision-making processes,
- Improvement of the social and economic status of women,
- Education,
- Improvement of women’s health,
- Elimination of violence against women,
- Eradication of trafficking of women and girls,
- The role of mass media and cultural institutions in increasing public awareness on women’s issues and promotion of an exemplary image of woman,
- Institutional reforms.

Each section contains situation analysis, an overview of challenges, strategies and measures to address issues. As a next step towards the implementation of the National Action Plan, Decree on “Appointment of Focal Points for the Implementation of the National Action Plan on the Advancement of Women” was adopted on June 9th, 2005, by the Prime Minister of the Republic of Armenia. Through this decree the Prime Minister assigned the responsibility for the implementation of the National Action Plan on the Advancement of Women to 11 Deputy Heads of Regional Administrations (Deputy Marzpets) and 25 Deputy Ministers.
Poverty Reduction Strategy Paper

The Republic of Armenia declared its independence in 1991 and stepped into a period of radical and fundamental reforms of political, social and economic systems. From the very early days of independence Armenia found itself in an extremely difficult situation. In addition to problems related to the break-down of the USSR and system changes, as well as the lack of preparedness of the country's institutions to act in a market environment - factors common to all other newly independent states - the Government of Armenia had to find solutions for sheltering hundreds of thousands refugees from Azerbaijan, recovering from the Spitak devastating earthquake in 1988, rehabilitating bordering areas shelled by Azerbaijan because of the Artsakh conflict, etc. The situation was further aggravated because of transportation blockade, complete disruption of former economic ties, liquidation and suspension of the activity of many industrial enterprises, as well as other destructive factors. All these factors certainly undermined the foundations of national security. The urgency of addressing these problems made the elaboration and implementation of the Poverty Reduction Strategy Paper a necessary requirement. PRSP was adopted to prevent the inherent threats and get the vast majority of the population out of the existing situation, with the objective of reducing poverty and facilitating economic, social and human development and the progress of our country.

PRSP and MDGs in Armenia

The third MDG goal, i.e. “Promote gender equality and empower women” is a multi-factor issue. Despite the formal equality of women and men and access of women to education opportunities, which was typical of Armenia and a number of other CIS countries, women, nevertheless, lagged behind men in terms of average salaries, earning at around 69 percent of men’s salaries in 2001. In the absence of formal discrimination, this fact was explained by a smaller share of women in areas of activity that generated high incomes and their large share in social services sector, where salaries were notably lower.

According to PRSP projections, high levels of enrolment in educational system among women will continue in 2003-2015, while differences in incomes will decline due to increase in salaries of workers in the social sector. On the other hand, the government will promote wider involvement of women in income generating activities, particularly small businesses, for example, through micro-credit systems. Women’s participation in the governance system is currently very low. It is anticipated that the Government will intervene to address this issue which might even involve establishing quotas for women’s participation in governance.

Gender Strategy Concept Paper 2010

The draft Gender Strategy Concept Paper was elaborated and presented for discussion in February 2010 during the meeting of the Women’s Council of the RA Prime Minister’s Office. The Draft outlines a number of strategic directions and challenges which women currently face. It notes that the 2008-2012
action plan of the Government of RA treats gender equality, i.e. ensuring equal rights and opportunities for men and women in the social, political and economic spheres, as a strategic priority. The aim of the concept paper is to establish legal, political, socio-economic and cultural conditions in all spheres to support the full realization of the rights and opportunities of women and men. The concept paper will serve as a basis for elaboration of gender equality initiatives by state authorities, local self government bodies and civil society institutions.

The gender policy will be implemented in all spheres of social and political life through the use of gender indicators and through design and implementation of special projects and measures for overcoming gender inequality and extending the opportunities for women. The gender policy should be based on the following principles:

- Conformity with the main principles of the Constitution of RA and the international obligations of the country;
- Convergence to democratic practices in all spheres of social life;
- Respect towards basic rights and freedoms of individuals and support for their free and creative development and self-actualization;
- Publicity – openness and transparency in elaboration, discussion and adoption of public decisions,
- Expanding opportunities for women and men to actually use and exercise their declared rights;
- Ensuring true equality and balanced democracy-building,
- Harmonization of citizens’ national and personal interests irrespective of their gender,
- Promotion of social partnership between the state structures and NGOs,
- Sustainability of national gender policy,
- Study and application of national and international experiences as necessary.

The main objectives of the gender equality strategy are:

- To elaborate the draft law of RA on “State guarantees of equal rights and equal opportunities for men and women” and submit it to the National Assembly of Armenia for approval;
- To elaborate and implement a set of “positive measures (positive discrimination)” that contribute to equality of opportunities for women including increase in women’s representation in decision-making bodies, as well as in political and discretionary positions;
- To formulate an egalitarian gender culture to overcome patriarchal stereotypes and to promote a positive perception of equal participation of women and men in state government and in other spheres of public life,
- To formulate an integrated system of national and institutional mechanisms for the development and implementation of gender equality policy,
- To elaborate and entrench a system of gender monitoring indicators for the assessment of gender situation and progress in the country.

The implementation of gender strategy will involve:
• Inclusion of a gender component in all spheres of public, political, social, economic and cultural life and in political practice at the national and regional levels,
• Formulation of a working group in the government of RA to implement gender analysis of social and economic development programs, the state budget and political practices,
• Discussion of the feasibility of establishing an experts team in the parliament of RA to implement gender analysis of draft laws,
• Introduction of gender-oriented measures in the elaboration of long term, medium-term and targeted national development programs and projects,
• Creation of national mechanisms for achieving gender equality,
• Implementation of gender analysis of legislation,
• Development of gender equality policy and monitoring its implementation;
• Implementation of special arrangements in all spheres of public life to overcome gender inequality.

Women’s Committee under the Prime Minister of RA was established on December 29-th, 2000, by the decree of the Prime Minister of RA. The committee’s members are representatives ministries, NGOs and deputies of the National Assembly of RA.

Inter-agency Commission to Combat Gender-Based Violence
The Prime-Minister of RA. Tigran Sargsyan, approved the establishment of the Inter-Agency Commission to Combat Gender-Based Violence on March 30, 2010, through the Decree N 213-A. The goal of Inter-agency Commission is to raise the effectiveness of measures aimed at preventing gender violence, create mechanisms for the exchange of collected information, as well as to achieve the goals of the National Program “Against Gender Based Violence”.

The establishment of the Commission is illustrative of the political attitude towards the issue of gender based violence at the highest levels of policy making and the government’s willingness to take clear steps towards elimination of gender-based violence in the Republic of Armenia. The Ministry of Labor and Social Affairs of Armenia is responsible for reporting on implemented activities. The Government of Armenia appreciates the importance of government support for the implementation the National Program and awareness raising on gender-based violence in Armenia. The Inter-Agency Commission consists of representatives of the Government of RA, the Ministry of Labor and Social Affairs, the Ministry of Territorial Administration, the Ministry of Foreign Affairs, the Ministry of Health, the Ministry of Justice, the Ministry of Economy, the Ministry of Education and Science, RA Police and International organizations, including UN agencies (UNFPA, UNDP, UNICEF and UNHCR), IOM, OSCE, USAID as well as local NGOs.
SESSION 2.1

MAINSTREAMING FOR LOCAL GOVERNMENT BODIES

The following are the main factors for women’s empowerment:

- Practical activities for increasing women’s participation in decision making and management processes;
- Improving social and economic conditions of women, their training opportunities, professional skills, awareness, education and management skills.

Gender legislation for the local government bodies of RA

The knowledge of legislative acts is necessary for every official implementing management activities in state and local self governance bodies.

The Constitution of RA

Article 14.1 of the Constitution of stipulates that all the people are equal before the Law and gender discrimination is prohibited.

Article 35 specifies that men and women of marriageable age have the right to marry and establish a family according to their free will. They are entitled to equal rights when marrying, during marriage and in case of divorce. Dismissal because of maternity is prohibited. In case of pregnancy and childbirth every working woman, have the right to paid maternity leave and parental leave for the birth or adoption of a child.

In the mean time the following changes were made in Chapter 7 of the Constitution of RA on ‘Local Self-Governance’.

Chapter 7 Local Self-Governance

Article 104.1 A community comprises the populace of one or more residential areas. A community is a legal person, has property rights and other economic rights.

Article 105.1 The land within the administrative territories of the community, with the exception of the land necessary for the state needs and the land belonging to physical and legal persons, is the property of the community.

Article 106. Communities formulate their budgets independently. The sources of community incomes are defined by law. The law defines such sources of community funds which ensure the implementation of their responsibilities. Responsibilities delegated to the communities should be funded from the state budget. The communities determine local taxes within the scope defined by law. Communities can set fees for their services.

Article 107. A community implements self-governance through the local self-governance bodies: the Community Council and Community Head who are elected for a four-year term in the manner specified by
law. The Community Council manages the community property in the manner specified by law, approves the community budget upon submission by the Community Head, oversees the execution of the community budget, sets local taxes, duties and fees in the manner specified by law and adopts legal acts the implementation of which is mandatory in the territory of the community. The acts adopted by the community Council can not contradict the legislation of RA; the law shall specify the procedures for their publication and coming into effect.

The powers of the Community Head and the procedures for their implementation are specified by law.

The members of the community may participate in the administration of the community affairs directly, by resolving issues of local significance through local referenda. The law shall define the procedure for conducting a local referendum.

**Article 108.** Yerevan is a community. The peculiarities of local self-government and formation of local self-government bodies in the City of Yerevan shall be defined by law. The law may provide for either direct or indirect elections of the Mayor of Yerevan

**Article 108.1** To ensure the lawfulness of the activities of the local self-government bodies, legal control shall be exercised in conformity with the procedures defined by law. The law shall define the procedures for state oversight over the discharge of powers delegated to the community.

**Article 109.** The Government may remove the Head of Community in cases prescribed by law on the basis of the conclusion of the Constitutional Court.

**Article 110.** Communities may, in the interest of the public, merge with each other or get separated by law. The relevant law shall be adopted by the National Assembly upon recommendation from the Government. Before submitting the legislative initiative the Government shall commission local referenda in the respective communities. The outcomes of the local referenda shall be attached to the legislative initiative. The communities may be merged or separated irrespective of the outcomes of the local referenda.

The law shall define the principles and procedure for consolidation or separation of the communities as well as the terms for the election of local self-government bodies of the newly formed communities.

**What is a community?**

- A territorial unit of a society: a city, village, region or district
- A social and organizational unit, which can be based on common interests and living conditions, or be established around the territorial unit
- A special form of social cooperation which is usually described in the following terms.
  - Sense of belonging;
  - Feeling of common interests;
  - A high degree of cooperation and participation in the achievement of common goals;
  - Interpersonal environment: mutual respect, a sense of friendship and fraternity, etc
Why women’s participation is so important?

Women’s involvement in social activities is very important. In every society women do the most important thing: they take care of their families. Women often play a great role in important spheres of social welfare (education, health, culture, etc). Women are open-minded and have more creative solutions to problems. Experience shows that women are able to organize and to be leaders in community activities and decision making processes.

However, women are often alienated from public life, and the major decisions are made by men, even if the relevant issues are very important for women. The issues concerning women can be easily solved only by women. The number of households headed by women is increasing due to economic instability and high levels of male labor migration. New initiatives should be implemented to satisfy women’s needs in education, health (especially reproductive health), protection of rights and supply of jobs.

The importance of parallel structures

Female participation can be an apparent or real threat for men, if they see that their status and authority to make decisions are questioned.

In some cases it is necessary to support the formation of separate women’s organizations, which should work in parallel to men’s organizations. There can be some cases when careful work should be done with men leaders, convincing them that female participation is necessary.

Women’s social activity strategy

There are many approaches to this issue and in each separate case the strategy which is effective in supporting women’s interests and self-advancement opportunities must be selected.
SESSION 2.2
INTERNATIONAL INSTRUMENTS ON GENDER

The XX century brought about a number of challenges that shaped the key areas of development concerns of the XXI century and became development milestones set forth in UN Millennium Development Goals. Among these, Goal number 3, i.e. “Promote gender equality and empower women” is seen as a crucial precondition for achieving development goals, particularly the Goal number 1, i.e. “Eradicate extreme poverty and hunger”. Links between gender inequality and poverty are strong and inter-related and they form a “vicious circle” by means of mutually reinforcing each other and thus resulting in regression of development processes.

The former UN Secretary-General Kofi Annan stated in his message for International women’s day where he stressed the need for targeted action to eliminate historical legacy of women at disadvantage, “This year marks a milestone in the movement for gender equality and the advancement of women - the 10-year review of the Beijing Conference and Platform for Action. In 1995, women gathered in Beijing and took a giant step forward on behalf of humankind. As a result, the world recognized explicitly, as never before, that gender equality is critical to the development and peace of every nation. Ten years on, women are not only more aware of their rights; they are more able to exercise them...Whatever the very real benefits of investing in women, the most important fact remains: women themselves have the right to live in dignity, in freedom from want and freedom from fear”.

CEDAW

There are a number of international and national instruments that provide for protection of women’s rights and serve as guidelines for elaboration of national strategies and policies aimed at advancement of women, their active participation in socio-economic and political processes and their contribution to peace building processes. Among these, The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the UN General Assembly is often referred to as an “international bill of rights for women”. It consists of a preamble and 30 articles and defines what constitutes discrimination against women and sets up an agenda for developing national action plans aimed at eliminating such discrimination.

Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. They are also committed to submit national reports, at least every four years, on measures they have taken to comply with their treaty obligations. Armenia ratified CEDAW in 1993.

Beijing Platform for Action

The Beijing Platform for Action is the most thorough document ever produced by a United Nations conference on the subject of women’s rights, which incorporates the accomplishments of prior conferences and treaties, such as the Universal Declaration of Human Rights, CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) and the Vienna Declaration. It was
adopted during The Fourth World Conference on Women, held in Beijing in September 1995. The Declaration secured the commitment of governments to work towards implementing - before the end of the 20th century - the strategies agreed on in Nairobi, Kenya, in 1985, and to mobilize resources to achieve the goals set forth in the platform.

The Summit focused on the following critical areas of concern:

- Inequalities and inadequacies in, and unequal access to education and training;
- Inequalities and inadequacies in, and unequal access to health care and related services;
- Violence against women;
- The effects of armed or other kinds of conflict on women, including those living under foreign occupation;
- Inequality in economic structures and policies, in all forms of productive activities and in access to resources;
- Inequality between men and women in the sharing of power and decision-making at all levels;
- Insufficient mechanisms at all levels to promote the advancement of women;
- Lack of respect for and inadequate promotion and protection of the human rights of women;
- Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media;
- Gender inequalities in the management of natural resources and in the safeguarding of the environment;
- Persistent discrimination against and violation of the rights of the girl child.

From February 28 to March 11, 2005, the 49th session of the UN Commission on the Status of Women (CSW) conducted the ten-year review and appraisal of the Beijing Platform for Action (Beijing+10) and commemorated the thirtieth anniversary of the First UN World Conference on Women held in Mexico in 1975. The Objective of the review was to identify achievements, gaps and challenges in implementing the Beijing Platform for Action -signed by 189 governments- and the resulting documents, as well as the Beijing +5 Political Declaration adopted at the five-year review in June 2000.

**ILO Conventions**

The primary goal of the ILO is to promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. Thus, ILO considers gender equality as a key element in its vision of Decent Work for All Women and Men for social and institutional change to bring about equity and growth. The main focus or thematic areas of the ILO on gender equality coincide with the organization's four strategic goals, which are: to promote fundamental principles and rights at work; to create greater employment and income opportunities for women and men; to enhance the coverage and effectiveness of social protection; and to strengthen social dialogue and tripartism.

The ILO's mandate on gender equality is to promote equality between all women and men in the world of work. This mandate is grounded in International Labour Conventions of particular relevance to gender equality - especially the four key equality Conventions. These are the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), Equal Remuneration Convention, 1951 (No. 100), Workers with


The Optional Protocol on the Involvement of Children in Armed Conflict raises the minimum age for direct participation in hostilities to 18 years from the minimum age of 15 years specified in the Convention on the Rights of the Child. It also raises the age of mandatory recruitment to the armed forces from 15 to 18 and the minimum age for voluntary recruitment to 15 years.

SESSION 3.1

GENDER ANALYSIS – CONCEPT AND APPLICATION

What is Gender Analysis?

Gender analysis helps to understand the specific and often different capacities, vulnerabilities, needs, and coping strategies of men and women, and indicates where opportunities for targeting effective strategies lie. Established patterns of gender inequality and inequity can be explored, exposed and addressed. This may provide opportunities and entry points to develop programs that support efforts to build more equitable gender relations. Gender analysis essentially-

- leads to social and economic equity for women;
- applies this understanding to policy development and service delivery;
- is concerned with the underlying causes of inequities;
- aims to achieve positive change for women.

Gender Analysis is based on the following assumptions:

- All requisite knowledge for gender analysis exists among the people whose lives are the subject of the analysis;
- Gender analysis does not require the technical expertise of those outside the community being analyzed, except as facilitators;
- Gender analysis cannot be transformative unless the analysis is done by the people being analyzed.¹

Resources to be considered in Gender Analysis include:

a) Natural: land, water, forests, rivers etc.;

b) Economic: work opportunities, wages or remuneration, credit and production inputs;

c) Social: formal and informal education and social services;

d) Infrastructure: bridges, roads and markets;

e) Political: access and participation opportunities in organizing and decision making at community, regional and national levels.

f) Time: work time and free time.

g) Personal: self esteem abilities, communication capacity, and individual decision making capability.

Gender analysis, once confined to the margins of development theory, over the last ten years penetrated both the thinking and the operations of international development institutions, transforming not only the practice but the objectives of development planning and programs. Over this period, gender analysis

¹ Source: Parker, Rani, "Another Point of View: A Manual on Gender Analysis Training for Grassroots Workers" UNIFEM
grew and developed and it now has several perspectives. The following is a brief review of the growing body of work on gender analysis, including recent approaches and assessment of the results of their incorporation into training packages and programs.

The principal conceptual paradigms that have framed gender analysis over the past decade include:

- Gender Roles Framework (GRF);
- Triple Roles Model /University College-London Department of Planning Unit (DPU) Framework;
- Social Relations Framework (SRF) of Institute for Development Studies Sussex;
- Feminist economics framework.

The GRF looks at access to and control over income and resources, highlighting the incentives and constraints under which men and women work in order to anticipate how projects will impact their productive and reproductive activities, as well as the responsibilities of other household members. Its approach to gender mainstreaming can be considered 'integrationist' rather than 'transformational'; viewing development as a process from which everyone can benefit. It argues that for women to benefit, projects must more adequately incorporate women and gender issues into the development plans. It limits its analysis to households, rather than extending it to markets, firms and the state.

The DPU Framework also examines women's roles, going beyond the household to look at women's triple roles - in production, reproduction and community management - and the implications of these for their participation in development. This model distinguishes between practical gender needs, arising out of the division of labor in society, and strategic gender needs, arising out of differential power relationships between women and men.

The SRF is informed by an analysis of the social relations within the family, market, state and community that illuminates the ways in which gender and other inequalities are created and reproduced. It examines the social processes through which human needs are met as well as the institutions through which inequalities are constructed and reproduced. It regards gender relations as both conflicting and collaborative - a process of bargaining and negotiation. Focusing on gender roles as well as gender differences in access to and control over resources, it also shows the web of relationships, including class, ethnicity, age, religion, etc, in which gender is embedded.

The feminist economics framework examines gender hierarchies in production and reproduction, focusing on macro-economic policy and legislative reform. Feminist critical economics argues that women's role in social reproduction is not 'natural,' but a function of power relations. It examines the link between economic and human resource indicators and the need to redefine efficiency to include unpaid resource use in the social reproduction and maintenance of human resources. It looks at the politics of development and who controls it, emphasizing the role of women's constituencies in promoting gender-aware development policy.
Several themes emerge from this review.

1. The institutional focus of gender training frameworks has widened over time - from the household to other institutions through which gender inequality is reproduced.
2. The type of development interventions the frameworks target has shifted from the project level to sectoral and macro-economic policies.
3. There is an ongoing tension between so-called ‘integrationist’ and ‘agenda-setting’ approaches to development and how training frameworks implicitly or explicitly embrace one or the other.
4. The extent to which the frameworks view development institutions themselves as ‘gendered’ has changed over time, raising issues of organizational change for each of them.

**Gender Analysis Framework**

The Asian Development Bank gender analysis framework presents a clear idea on how to move forward with Gender Analysis. The framework has four parts and is carried out in two main steps. First, information is collected for the Activity Profile and the Access and Control Profile. Then this information is used in the analysis of factors and trends influencing activities, access and control, as well as in project cycle analysis.

![Gender Analysis of Projects Diagram](image)

Source: Adopted from ADB 2002, "Gender Checklist - Agriculture"

**Gender Analysis Guidelines: What to Ask**
Who is the target (both direct and indirect) of the proposed policy, program or project? Who will benefit? Who will lose?

Have women been consulted on the intervention?

Does the intervention challenge the existing gender division of labor, tasks, responsibilities and opportunities?

What is the relationship between the intervention and other activities and organizations- national, regional and international?

What specific ways can be proposed for encouraging or enabling women to participate in the policy/program/project, despite their traditional roles?

What is the long term impact in terms of women’s increased ability to take charge of their own lives, and to take collective action to solve problems.

### Aspects of Gender-Focused Analytical Framework:2

<table>
<thead>
<tr>
<th>Aspect</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Needs assessment</strong></td>
<td>What are the priority needs of women and men?</td>
</tr>
<tr>
<td></td>
<td>What factors are causing these needs?</td>
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<tr>
<td></td>
<td>How can we meet these needs?</td>
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<td></td>
<td>What problems can we resolve at the local level?</td>
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<tr>
<td></td>
<td>What capabilities exist in the community?</td>
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<tr>
<td></td>
<td>What problems require external intervention?</td>
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<tr>
<td></td>
<td>What type of intervention is necessary: training, money, etc.?</td>
</tr>
<tr>
<td><strong>Activity profile</strong></td>
<td>Who used to do/is currently doing what?</td>
</tr>
<tr>
<td></td>
<td>What did men, women, children, etc. used to do, and what are they doing currently?</td>
</tr>
<tr>
<td></td>
<td>When do they do these activities, each day, twice a year, etc.?</td>
</tr>
<tr>
<td></td>
<td>Where do they do these activities, are there special risks associated with the activities?</td>
</tr>
<tr>
<td></td>
<td>Have the activities of different people changed?</td>
</tr>
<tr>
<td></td>
<td>What is the gender division of labor like? Is it flexible or not in terms of these activities?</td>
</tr>
<tr>
<td></td>
<td>What is the significance of labour division, power relations, the vulnerability of individuals, etc.?</td>
</tr>
<tr>
<td></td>
<td>Have the people who carry out the various activities changed?</td>
</tr>
<tr>
<td></td>
<td>What are the consequences of these changes?</td>
</tr>
</tbody>
</table>

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Resources, access and control profile

What resources are used by men and women to carry out their activities?
Have they lost these resources?
What resources — land, skills, money, savings, loan arrangements, etc. — are available to men and women?
Do men and women have control of resources or the ability to decide how and when to use them, etc.?
How are they using these resources to deal with the situation? What are the effects?
Are there new sources of resources: credit, etc.? Who has access to these sources, and what are the effects in terms of power relations etc.?

Gender Analysis: What to Do?

a. Gain an understanding of gender relations, division of labor and who has access to and control over resources;
b. Include domestic / reproductive and community work in the work profile;
c. Recognize the ways in which men and women contribute to the economy and their families;
d. Use participatory processes and include a wide range of female and male stakeholders at the government level and from civil society, including women’s organizations and gender equality experts;
e. Gain an understanding of women’s practical needs and strategic interests, and identify opportunities to support both;
f. Consider the different impact of the initiative on men and women and identify consequences to be addressed;
g. Outline expected risks and develop strategies to minimize these risks.

Thus gender analysis is a process of understanding the different activities and responsibilities of women and men, and their access to resources and decision making. Gender analysis helps us understand the roles and relations of men and women. It frames questions about who does what, when and why. In this analysis factors such as class (social position, wealth), age and education will also influence gender roles. In turn, these roles are major factors in defining and determining men’s and women’s specific needs as well as their respective access to power and resources.

http://www.undp.org/gender/capacity/
http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1
What is Gender Mainstreaming?

The concept of gender mainstreaming was first proposed at the 1985 Third World Conference on Women in Nairobi. The idea was further developed in the United Nations development community. It formally featured in 1995 at the Fourth World Conference on Women in Beijing. Most definitions conform to the formally defined concept of the UN Economic and Social Council:

Mainstreaming a gender perspective in the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that men and women benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. From September 1997 report of the UNO Social and Economic Council.

UNDP defines gender mainstreaming as “Taking account of gender equality concerns in all policy, program, administrative and financial activities, and in organizational procedures, thereby contributing to organizational transformation”. UNDP sees gender mainstreaming as a strategy for bringing about gender equality through creating space for everyone – women and men in the organization as well as in communities – to contribute to the process of articulating a shared vision of sustainable human development and translating it into reality.

What does Gender Mainstreaming Imply?

- To look at both women and men as actors in and beneficiaries of development – and how their rights are defined relative to each other.
- Gender mainstreaming is the process of ensuring that women and men have equal access and control over resources, decision making, at all stages of the development process, projects, programs and policy.
- Effective gender mainstreaming should result in improved human development that is development, which both enhances gender equality and removes gender related impediments. This goal is not always made explicit, with the danger that gender mainstreaming becomes a technical approach without clear direction and targets.
- Gender mainstreaming is not a process, which begins and ends with women. It does not mean only having an equal number of women and men in the organization or supporting programs exclusively for women, although it includes these aspects.

3 Moving from policy to practice: A gender mainstreaming strategy for UNDP India 2002
Specifically, gender mainstreaming implies bringing the outcome of gendered socioeconomic and policy analysis into all decision-making processes of the organization. This includes core policy decisions as well as the small everyday decisions of program implementation.

To put it in simple words, gender mainstreaming:

- Is part of the reorientation of methods to ensure holistic approaches to the empowerment and well-being of people;
- Is not an end in itself but a strategy for bringing about gender equality within countries as well as within organizations;
- Has policy, program, human resource, financial and administration dimensions, and
- Is mandated by the Platform of Action from Beijing, which has been agreed to by all countries.

**Evolution of Gender Mainstreaming as an Approach**

**A. WELFARE APPROACH**: Until early 1970s development policies addressed the needs of poor women in the context of their role as wives and mothers. The focus of welfare approach was on mother and child health, child care and nutrition. In the welfare approach it was assumed that the benefits of macroeconomic strategies oriented towards modernization and growth would trickle down to the poor, and that poor women would benefit as the economic position of their husbands improved.

Easter Boserup, a Danish economist, systematically challenged these assumptions in her book ‘Women’s role in economic development’. She believed that women did not benefit as their husbands’ situation improved: on the contrary, women were increasingly losing their status. Women were being viewed as backward and traditional, whilst men were increasingly perceived as modern and progressive.

**B. WOMEN IN DEVELOPMENT APPROACH (WID)**: As a result of the increasing research and campaigns on the situation of women as well as women’s movements in USA and Europe the UN declared 1975 as International Year for Women and 1975-85 was declared as international women’s decade. This resulted in greater focus on women’s needs and concerns across the development sectors. The purpose of WID was to respond to the demand that women were left out of economic development processes and the need to integrate women into development processes. This approach focuses on women’s productive role which led to the design of several income generation programs for women.

The gender approach originated in early 80’s as a response to WID. Gender analysis revealed that WID was not an answer to the problems of women. WID approach was criticized for overlooking the development trends and treating all women in an identical way, without regard to why and how women were disadvantaged.

**C. GENDER EFFICIENCY AND GENDER EMPOWERMENT APPROACHES**: By mid 1990s, gender approach was increasingly adopted by governments, donor organizations and NGOs. Gender efficiency analysis was increasingly used to bring consideration of women’s issues and gender differences into development programs. This approach argues that the understanding of men’s and women’s roles and responsibilities as part of all development interventions helps targeting, improves project effectiveness
and ensures that women as well as men contribute to development. Gender empowerment approach meant working with women as agents of change. This approach meant working with women at the community level building their organizational skills and self esteem through participation in determining their needs and managing change. Common criticism against Gender efficiency approach is that it succeeded in bringing women’s concern in to centre of development processes, at the expense of focusing on what women can do for development than what women can do for themselves. Gender Empowerment approach though opened spaces, it is too often misinterpreted as end rather than a means.

D. GENDER MAINSTREAMING APPROACH: After the adoption of the Beijing Platform for Action (1995) gender mainstreaming came into a wide use. It represents the approach of building on past success and addressing emerging challenges. Gender mainstreaming is a commitment to ensure that women’s as well as men’s concerns and experiences are integrated into the design, implementation, monitoring and evaluation of all legislation, programs and policies so that gender equality is promoted. Gender Mainstreaming considers women as target groups aiming at gender equality. It supports and promotes projects that are designed as strategic interventions to address gender inequality and promotes social equality.

Four Key Steps of Gender Mainstreaming:

**Step 1:** Sex disaggregated data and gender analysis information:
Gender analysis and research and sex disaggregated statistical data (about stakeholders, user groups and organizational employees at all levels) are essential for effective gender mainstreaming. Sex disaggregated data collection should be a regular practice and gender analysis should routinely be part of all social and institutional initiatives, appraisals and monitoring processes. This information is necessary to identify gender differences and inequality. Gender analytical studies should be commissioned to examine particular issues and address information gaps. This is necessary to identify gender differences and inequality; to make a case for serious consideration of gender equality, to design policies and plans that meet women’s and men’s needs, to monitor the differential impact of policies and plan projects and budget commitments in line with the requirements of women and men.

**Step 2:** Involving women as well as men in development planning:
Women’s voices have to be heard. When women are able to act on their own behalf their views are heard and taken into account. This means promoting involvement of women as well as men in decision making at all levels and ensuring that men and women committed to the promotion of gender equality are influencing decision making. ‘Gender advocates’ within government, civil society and donor organizations are most effective when they work in collaboration, identifying and developing strategic entry points for the promotion of gender equity.

**Step 3:** Context specific action to promote gender equity:
Gender mainstreaming is a strategy to promote gender equality and empowerment of women. Action to promote greater equality of influence, opportunity and benefit should be devised on the basis of context specific sex disaggregated data and analytical gender information and a clear understanding of women’s and men’s priorities. Actions need to be explicitly included in policy and project documents and frameworks, backed up with staff and budgets. They need to be monitored and reviewed through appropriate indicators of change.

**Step 4: Organisational capacity building and change:**

Gender mainstreaming, as an organizational strategy to promote gender equality depends on the skills, knowledge and commitment of staff involved in management and implementation. Developing appropriate understanding, commitment and capacity as well as addressing issues of gender inequality within organizations themselves is a long process of organizational change. Appropriate capacity building activities need to be explicitly included in policy and project documents and frameworks, backed up with staff and budgets and monitored and reviewed through appropriate indicators of change.

It is therefore very difficult to think of a gender mainstreaming strategy as something to be frozen in a document and which, once put on the agenda, only needs to be implemented to be successful. New issues will continually arise from the process of implementation, which in turn will redefine the agenda. The success of the strategy lies in its flexibility and responsiveness to these emerging issues.

**Gender Mainstreaming Strategy – A Call for Positive Action**

Gender mainstreaming calls for positive action at different levels, and requires commitment, capacities and resources.

- At the policy level, to ensure that the issue of gender equality becomes a visible and central concern in policy making and planning.
- At the program level, to ensure that all interventions create opportunities for women’s empowerment and facilitate gender equality.
- At the organizational level, to ensure that space and opportunities for learning, growth and contribution to organizational goals are created equally for women and men at all levels.
- Thus, gender mainstreaming strategy should lead to:
  - Allocation of adequate resources for gender objectives.
  - Gender equality objectives that are built into all strategy and policy documents.
  - Equal participation of men and women in setting priorities and in all aspects of programming.
  - Equality of opportunity as well as equality of outcome for women and men, through specifically addressing constraints experienced by women.
- Gender equality at all levels and in all respects within the organization.

The following are important steps and conditions for gender mainstreaming:

1. Organisational commitment to gender equality supported by proactive senior and middle management and documented mission statements and clearly articulated policies;
2. Time bound plans and strategies/roadmap to implement policies in consultation with the staff and stakeholders;
3. Staff are aware of the policies and have technical competencies to do socio-economic and gender analysis;
4. Human resources policies are linked to GM in internal functioning and externally when hiring staff or agencies for different activities; TOR, Performance evaluations, project deliverables are developed with consideration of GM;
5. Relevant baseline data is available with milestones and information to track and assess progress;
6. Gender analysis (gender division of labor, PGN and SGN and Formative equality and substantive equality);
7. Monitoring and reporting mechanisms;
8. Staff responsible for gender mainstreaming;
9. Continuous feedback, learning and documentation;
10. Advocacy with political leadership, opinion leaders and media.
SESSION 4.2

GENDER BUDGET

Budgets matter because they determine how governments mobilize and allocate public resources. Budgets are used to shape policies, set priorities and provide the means to meet the social and economic needs of citizens.’

—NOELEEN HEYZER, UNIFEM

CONCEPT:
A gender responsive budget initiative does not aim to produce a separate budget for women. Instead it aims to analyse any form of public expenditure, or method of raising public money, from a gender perspective, identifying the implications and impacts for women and girls as compared to men and boys. The key question is: what impact does this fiscal measure have on gender equality? Does it reduce gender inequality, increase it or leave it unchanged? A gender budget initiative always involves a gender analysis of some dimension of the raising and use of public money. But there is no single way of doing this, and a number of analytical tools can be used (see Elson 1998; Budlender and Sharp 1998). The implementation of the initiative can take several forms, depending on its political location, the extent of coverage and the stage of the budget cycle at which it is undertaken. Similarly, the findings and results can be presented in different ways, depending on the objective they are meant to achieve.

Administrative or Geographic location/level:
   a. at national, regional or local levels of government;
   b. inside government departments, organized by officials and ministers;
   c. in elected assemblies, organized by elected representatives;
   d. outside government, organized by researchers and civil society organizations.

An interactive, consultative process involving all of the above has been found to be particularly effective (Budlender 2002). Gender responsive budgeting needs to be organized in ways that democratize the process by which budgets are made and implemented, and give more voice to women’s concerns.

Scope:
   a. the whole budget (rarely attempted, to date);
   b. expenditure of selected departments or programs;
   c. expenditure on new projects;
   d. selected forms of revenue (taxes, user fees, etc.);
   e. changes in the tax system;
   f. implementation of new legislation.

The expenditures and revenues to be covered are generally selected in the light of the analysis of the pattern of gender inequality, women’s priorities and government policy on gender inequality in the country concerned.
Budget Classification:

Budget figures can be presented in a number of ways, each of which might be used as a starting point:

a) line item: expenditure by payments (salaries, travel, equipment, buildings, etc.)

b) functional: expenditure by broad purpose (police, defense, education, health, transport, etc.)

c) economic: financial operations by economic impact (capital and current expenditures and revenues; subsidies and transfer payments; interest payments; financing operations);

d) administrative: expenditure by institution responsible for managing funds;

e) program: expenditures according to programs, considered as a set of activities undertaken to meet the same objectives;

f) Territorial: revenues and expenditures by geographical area of impact.

The line item, functional, and administrative classifications are designed primarily for control purposes, to keep expenditures within the legal bounds enacted in budget legislation. The economic classification is designed to facilitate the analysis of the macro-economic impact. The program and territorial classifications are particularly appropriate starting points for inequality analysis, but in some countries they are not available, or are underdeveloped.

Stage of Budget Cycle:

The gender budget initiative may target a particular phase of the budget cycle:

- planning to identify objectives;
- appraisal to identify financial allocations to meet objectives;
- audit to identify any misappropriation of money;
- evaluation of the extent to which objectives have been met.

Planning and appraisal are constrained by commitments to existing activities, which may be difficult to change. Audit and evaluation should feed back into planning and appraisal but at best will do so with a lag, since next year’s budget must be prepared before this year’s budget has been audited and evaluated. The links between stages are often weak. The budget may be linked to a multi-year expenditure plan, which may be aligned with the annual budget in terms of its goals and objectives.

Guiding Principles for Gender Budget Analysis

Gender budget analysis has much in common with other forms of equality analysis of budgets. However, two principles distinguish gender budget analysis as outlined below.

Assessment on an individual as well as a household basis:
It is important to assess the budget from the point of view of poor households as compared to rich households. But it is also important to look within households and assess the budget from the point of view of individual women and men, recognizing that although households do share some resources, this
is often done in ways that are incomplete and inequitable. Only if budgets are informed by individual as well as household assessment of likely impacts can women be treated as citizens in their own right and not merely as dependants of men. Only this will ensure that the budget is not based on the inaccurate assumption that all income coming into a household is pooled and equally shared by all members of the household.

Systematic recognition of the contribution of unpaid care work

The extent to which a country achieves its social and economic objectives depends not only on the amount of paid work its people do, but also on the amount of unpaid work its people do caring for their family members and neighbors, and upon the amount of free time people have for leisure and for civic activities. Unpaid care work is still unequally shared between women and men in most countries and this is one of the major obstacles to equality in paid work and to the full development of the talents of both women and men. A key dimension of a budget’s impact on gender equality is the impact on the amount of unpaid care work that has to be done. It is especially important to look at this in the context of expenditure cuts and reforms which are expected to improve effectiveness and efficiency. Information about unpaid care work is collected through time-bound surveys which are becoming available in a wide range of countries.

Recognition of gender as a cross-cutting issue may be translated into a set of indicators for monitoring the gender sensitivity of the entire budget (UNIFEM 2000: 118). Following the functional and program classification of budgeted and actual expenditure, one could calculate indicators for planned and actual expenditure, such as:

- share in total expenditure of expenditure explicitly targeted to promoting gender equality;
- share in total expenditure of expenditure devoted to public services prioritized by women;
- share in total expenditure of expenditure devoted to income transfers prioritized by women.
SESSION 5.1

INTERNATIONAL EXPERIENCES ON GENDER MAINSTREAMING WITHIN GOVERNMENT INSTITUTIONS: KYRGYZSTAN, SWEDEN

Kyrgyzstan

The social-economic changes in Kyrgyzstan had different effects on men and women, because of different gender roles and inequalities. In 2003 the Gender Political Strategy was formulated in Kyrgyzstan, which had the following purposes:

- Male and female equal participation in governance activities;
- Providing women with equal opportunities;
- Development of businesses managed by women;
- Equal rights and responsibilities in family;
- Preventing gender violence.

Kyrgyzstan’s gender equality strategy was put into implementation in December, 2005. Its main activities were targeted at improvement of economic, social, and political spheres. The main purpose of this strategy was the formulation of a state gender policy. It covers the main factors affecting gender equality, such as political, economic, educational matters, family, health, safety and prevention of violence against women and children. The gender equality strategy suggests equal rights and opportunities for males and females from 2006 to 2016. The strategy will contribute to equality of rights for men and women and elimination of gender discrimination in Kyrgyz Republic.

In 2007 the President of Kyrgyzstan approved the “City development strategy” for 2007 to 2010, which includes gender mainstreaming activities and covers special factors that affect gender issues. The “City Development Strategy” includes the Gender Equality National Action Plan for 2007 to 2010, which incorporates the following 7 key objectives

- Improvement of international mechanisms for gender equality;
- Integration of gender equality into any decision making process;
- Inclusion of a gender component in social and economic policy;
- Increasing gender activities in health;
- Gender equality in educational and cultural spheres;
- Prevention of gender violence.
- Awareness raising on gender equality.
In Kyrgyzstan only 20-40% of women are involved in public administration and in decision making activities.

The table below presents the percentage ratio of women participating in the parliament of different regions of Kyrgyzstan.

<table>
<thead>
<tr>
<th></th>
<th>Total deputies</th>
<th>Women Involved</th>
<th>% women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Keneti</td>
<td>257</td>
<td>24</td>
<td>9,3%</td>
</tr>
<tr>
<td>City Keneti</td>
<td>429</td>
<td>54</td>
<td>12,6%</td>
</tr>
<tr>
<td>District Keneti</td>
<td>1127</td>
<td>146</td>
<td>12,9%</td>
</tr>
<tr>
<td>All Keneti</td>
<td>6 313</td>
<td>944</td>
<td>14,9%</td>
</tr>
<tr>
<td>The village Keneti</td>
<td>361</td>
<td>89</td>
<td>24,7%</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>8487</strong></td>
<td><strong>1257</strong></td>
<td><strong>14,8%</strong></td>
</tr>
</tbody>
</table>

Kyrgyz National Agency for Local Self-Government

- The National Agency for Local Self-Government (NALSG) was established in November 2005.
- Work on gender issues for the NALSG was initiated through the Presidential Decree No. 469 (20 August 2007).
- The central office of NALSG oversees the implementation of gender policy, as well as the execution of decrees and orders by the offices of local self-government bodies.
- The Order of the NALSG Director No. P-58 (4 October 2007) approved the Matrix of Activities for NAP implementation. There is a Gender Focal Point (GFP) in the NALSG central office who is a senior specialist monitoring the performance of local self-governments’ functions and powers.
- The Order of the NALSG’s director is a legal act regulating the activity of the GFP. However, gender-related functions and responsibilities of the GFP are not specified in his/her job description.
- NALSG has recommended to all LSGs to take actions for the implementation of NAP implementation and the NALSG’s Matrix of Activities for 2007–2010. Chairpersons and executive secretaries of city and district councils are recommended to develop and approve their own action plans.
- Increased human and financial resources were made available to NALSG to enable the implementation of the following functions in relation to gender policy:
Development of action plans to implement the NAP:

- Cooperation with the UNDP projects ‘Involvement of women in civil service and politics’ and ‘Involvement of women in decision-making’;
- Coordination of the implementation of LSGs’ action plans to ensure gender equality;
- Promotion of equal representation of men and women in elective and appointive positions of municipal service; and
- Introduction of gender mainstreaming in LSG operation.

However, the LSGs did not provide reports on the NALSG’s recommendations. They presented reports on the functions of GFP in relation to gender issues. The introduction of gender mainstreaming in LSGs’ is an objective, but it is not yet achieved. The LSGs’ actions should be more systematic, sustainable and balanced in cooperating with the GFP, who oversees the implementation of the functions and powers of local government bodies for the development and implementation of gender policy in LSG bodies.

Equal Opportunities Ombudsman, Sweden

The Office of the Equal Opportunities Ombudsman is a government agency and a part of the Swedish ombudsman system. Its primary task is to combat gender discrimination. The head of the agency is appointed by the Government. The Ombudsman’s Office is granted funding appropriations by the Riksdag (the Swedish Parliament) on the basis of government recommendations. Like all Swedish government agencies, the Equal Opportunities Ombudsman acts independently and makes its own decisions: intervention by government officials into the proceedings or investigations of Ombudsman’s cases is prohibited in Sweden.

The office has 25 employees, including lawyers, sociologists, administrative staff and information officers.

The Equal Opportunities Act and the Equal Treatment Act are two of Sweden’s human rights safeguards. Swedish law prohibits discrimination against a person on the grounds of his or her sex, ethnic or religious affiliation, sexual orientation or disability. This is a fundamental principle of democracy, enshrined in the Swedish Constitution.

The Office of the Equal Opportunities Ombudsman has 25 members of staff, comprising lawyers, social scientists, administrators and information officers.

The Main tasks of the Ombudsman

The Ombudsman is responsible for the oversight of compliance by employers and universities/colleges with the legal provisions requiring them to actively promote gender equality. The Ombudsman is required to investigate complaints about gender discrimination and sexual harassment or other forms of harassment.
Another of the Ombudsman’s principal tasks is to provide information and offer advice and support, and thereby promote gender equality, primarily at workplaces and institutes of higher education. The Ombudsman bears a special responsibility for informing the public about gender equality matters and engaging in opinion-forming activities. The Ombudsman has a press officer responsible for dealing with media questions. The Ombudsman is specifically charged with providing gender equality information to the schools of Sweden.

As a government agency, the Ombudsman’s Office is required to consider and comment on most reports and proposals from the Riksdag and Government. This allows it to monitor and encourage compliance with gender equality objectives in making changes to policy or legislation.

However, the Ombudsman may not take legal action outside the labor market or the sphere of higher education.

**Oversight of Gender Equality**

Under the Equal Opportunities Act, all employers with ten or more members of staff are required to draw up, on an annual basis, gender equality plans and plans of action for equal pay. The Ombudsman first seeks to convince employers to take such action voluntarily. To this end, the agency invests considerable effort in providing guidance, training and information materials, etc., to enable employers to develop such plans and to ensure that the plans are of good quality. If an employer refuses to draw up a gender equality plan or to make improvements to its plan at the direction of the Equal Opportunities Ombudsman, the Ombudsman may refer the matter to the Equal Opportunities Commission for consideration.

The Equal Opportunities Ombudsman is also legally empowered to order employers to pay a conditional fine (the amount of which is determined by the size of the company concerned). If this order is not obeyed within the prescribed time-frame, the Ombudsman may ask the District Court to impose the fine.

The Equal Opportunities Ombudsman deals with claims of discrimination from individual employees/job applicants or students. In such cases the Ombudsman’s legal staff conduct an impartial investigation into the complaint, free of charge, based on the provisions of the Equal Opportunities Act or the Equal Treatment of Students at Universities Act. If the investigation shows that there are reasons to believe that discrimination has occurred, the Ombudsman can represent the complainant in settlement proceedings or, ultimately, in a court of law. If the dispute cannot be resolved through negotiation, the Equal Opportunities Ombudsman can bring the case before the Labor Court (for breaches of the Equal Opportunities Act) or the District Court (for breaches of the Equal Treatment of Students at Universities Act).
Lodging a Complaint

The Equal Opportunities Ombudsman registers and deals with complaints about deficiencies in the activity of employers and institutes of higher education in relation to gender equality submitted by employees or students who feel they have been discriminated against.

A discrimination complaint must be in writing and the person who feels discriminated against must sign it either in person or by proxy. Reports of discrimination are investigated by the Ombudsman’s lawyers. Complaints about failings in companies’ or universities’ mandatory work to promote gender equality are investigated by the Ombudsman’s department for guidance, development and supervision.

Since Equal Opportunities Ombudsman is a public body, all complaints are registered and thereafter normally become public documents to which both the general public and the media can request access.

When the Laws do not Apply

The Equal Opportunities Ombudsman only deals with cases concerning gender equality in work life or in higher education. But he often receives reports and questions about decisions and measures taken by bodies such as social insurance offices, the prison administration and the tax authorities. He also receives complaints about discrimination on grounds other than gender. None of these matters fall within the Ombudsman’s field of supervision.
SESSION 6

CASE STUDIES: GENDER MAINSTREAMING INTO DRR

Case Study 1: Honduras

**Supplies needed:** Flip charts, markers

**Task:** The participants are divided into 3 groups and are asked to analyze the case study from the perspective of Gender and DRR.

UNDP has been supporting and implementing various initiatives to reduce vulnerabilities to natural disasters. There is no doubt that natural disasters affect women differently from men. The differences can generally be attributed to traditional values and social norms which assign different roles and responsibilities to men and women. For example, in the aftermath of the tsunami that hit Aceh in 2004, many women were found dead with their babies clutched in their arms. Because of the women’s caregiving obligations, many of them became victims of the disaster.

There is ample evidence to show that even as potential victims, women in disaster areas continue to fulfill important household obligations. As a result, women find themselves facing a “double burden” in disaster related situations. Yet, despite their vulnerability, women are poorly represented in decision making or policy formulation processes related to planning and evaluation for disaster risk management. For the reasons stated above, women should play an important role in policy formulation. Women’s vulnerability has been exacerbated by the lack of policy and regulations which are sensitive to women’s needs. Women’s involvement in policy formulation will ensure that women’s needs are addressed appropriately. To emphasize the importance of women’s active involvement in local, national and global climate change regime, the following example should be noted: in Honduras, there were no deaths reported after Hurricane Mitch in 1998 because women had participated in an early warning systems training 6 months earlier, and as a result evacuations were organized in time (UNISDR, 2007).

Case Study 2: Mexico

**Supplies needed:** Flip charts, markers

**Task:** The participants are divided into 3 groups and are asked to analyze the case study from the perspective of Gender and DRR.

The UNDP country office in Mexico, along with a regional team of experts and NGOs, implemented a Local Risk Management Program in several indigenous villages in Southern Mexico. The program had a participatory and territorial approach by focusing on the development of local capacities to cope with disaster risk and gender inequality. An innovative element of the Program was an "endogenous development" approach that mainly consists of learning from local conditions before adopting the relevant methodology. The program was sponsored by UNDP’s Bureau for Crisis Prevention and Recovery (BCPR), Small Grants Programme-Global Environmental Facility (SGP-GEF) as well as two international donors- Ayuda en Acción-España and Oxfam International--and the Mexican Government.
During the Pilot Phase, local experts and NGO members were trained, and methodologies and protocols for Gender Development approach and disaster risk reduction (DRR) were developed and adapted. At the local level, communities and cooperatives implemented risk analysis, emergency response plans, damage evaluations, humanitarian assistance, rehabilitation programs which differentiated data on women and men, analyzed separate gender conditions and needs, and thus tried to address such needs in specific ways. Gender-sensitive issues within DRR were tackled in each micro-region in particular ways; e.g. male-female (adult child) violence, women illiteracy, etc.

**Case Study 3: Pakistan**

**Supplies needed:** Flip charts, markers

**Task:** The participants are divided into 3 groups and are asked to analyze the case study from the perspective of Gender and DRR.

Following the severe floods of 1992, a non-government organization, Pattan, developed new institutional structures to facilitate reduction in community vulnerability to floods; and special emphasis was placed on developing women's capacities. Features of the group's work included employing female relief workers, introducing the concept of co-ownership of houses by both husband and wife, registering women as heads of households to receive food for their families, and involving women in designing and constructing houses. While the concept of joint house ownership took some time to be accepted, over time it has contributed to a reduction in domestic violence and has given women a greater sense of self-confidence which has been translated into their involvement in other collective projects (Twigg 2004).
SESSION 7

TRAINING AND COMMUNICATION AND PRESENTATION SKILLS

It is a fact that if we have to keep pace and progress in life, we have to learn to cope with changes. Learning is a critical factor for success. But if we rely on the naturally occurring process of learning, then success may never be achieved because such learning (natural) takes a long time. It may also be inappropriate. That is why TRAINING is appropriate because it is ORGANISED LEARNING.

Training has the following benefits:

- It helps in rapid development;
- increases output;
- improves quality;
- supports better utilization of scarce resources;
- helps to reduce errors / accidents.

What is Training?

Training is therefore defined as:
“A planned process to modify knowledge, skills and attitudes through learning experience the purpose of which is to achieve operational efficiency and satisfy the needs of the organization”.

Learning, Education and Training

Learning is a process of acquiring knowledge / skills either by study, experience or being taught. It can be based on formal study or on everyday experience. There is no end to learning – it is a lifelong process. It may be both planned and unplanned.

Education is also learning, but it is planned learning just like training. However, the basic difference between education and training is that while education has postponed application, training is for improvement of job performance and has immediate application (to a job, a task, a system).

Training is always done for a specific purpose; it is concerned with helping people to learn quickly and effectively. To conclude, the distinction between “learning” and “training” is that learning may be planned or unplanned and may or may not contribute to a person’s job performance. However, Training is a planned process that directs learning towards achieving specific outcomes, leading to achieving performance objectives. In other words, it helps in achieving / improving performance.

We now know that Training is needed to improve job performance. If Training is to be effective, it must be implemented in a systematic way, not haphazardly or in an ad-hoc manner. There are four steps in a systematic approach to training. These are: a) Identify Training Needs; b) Plan and Design Training; c) Implement Training; d) Assess Results.
Training Methods: Training may be implemented through different methods. The key methods are briefly presented below.

a. Role Play

Role play is a learning technique in which trainees are presented with a situation which they are required to explore by acting out the roles of those represented in the situation. This method is used for:

- changing/modifying attitudes;
- developing interactive knowledge and skills.

The Role Play is thus a training technique, which can be used on occasions when a behavioral change is the primary objective. (If required, a spontaneous Role Play may be conducted by the facilitator by obtaining the situation and the roles from the participants themselves.)

In conducting a Role Play,

- The role players should be selected and given the background along with their role for acting;
- Observers should be appointed to observe and take notes;
- After the role play is over, the players should be asked to comment. This will prevent any adverse comments from the audience. Ask the observers or the audience to comment on the behavior patterns observed by them and the consequences. Ask about what would have caused certain behaviors.
- Summarize the major issues and draw the learning points. Link the role play to the objectives of the session.

Thus, Role Play is any speaking activity when you either put yourself into somebody else's shoes or when you stay in your own shoes but put yourself into an imaginary situation. It is widely agreed that learning takes place when activities are engaging and memorable. Jeremy Harmer advocates the use of Role Play for the following reasons:

- Quieter participants get the chance to express themselves in a more forthright way;
- The world of the classroom is broadened to include the outside world, thus offering a much wider range of language opportunities.

b. Case Exercise

After Role Play, the facilitator will introduce another method which can be used and is being extensively used in this training i.e. the Case Exercise method. This is basically a variation of the case study method where a brief write-up on a case with questions is given and the trainees are asked to study the case and give their comments on what needs to be done. Learning is inductive rather than prescriptive and therefore learning will be more convincing and durable. This method is used for:

- Problem solving;
- Developing analytical skills;
- Changing/modifying attitudes;
- Team work.
c. Discussion

The facilitator will show the transparency of discussion and ask the participants as to what they think is happening. Then he/she will introduce the discussion method in which participants learn principally from each other, rather than from the trainer. This method may be used for modifying attitudes. Discussion as a method should not be used to ‘teach’ new knowledge but rather for sharing experience, encouraging and developing thinking, modifying attitudes and getting commitment.

The effectiveness of a discussion will primarily depend on the quality of questions posed by the facilitator and on group behavior. The facilitator should therefore always pose questions which will stimulate thinking and provoke responses. Though the facilitator may have a structure of discussion, he has to be flexible as the outcome will largely depend on the participants themselves. However, this method by itself may not be sufficient: it actually supplements other methods.

You may want to use the following training techniques during the training. However, please make sure that your technique corresponds to the issue at hand. For instance, it might be easy to use a lecture method if you are sharing factual information such as law-related matters, etc., but if you want to focus on issues of sensitivity or behavior change, then a role play might prove to be more effective. This is essentially because visual presentation makes it easy for the participants to not only connect with what is being communicated but also to absorb and to imbibe for subsequent behavior / attitude change effectively.

Some of the commonly used training techniques include:

1. Lectures;
2. Role plays;
3. Case study method;
4. Demonstrations;
5. Simulations;
6. Brainstorming;
7. Buzz group;
8. Panel discussions;
9. Group discussions. Quiz sessions.
10. Games;
11. Workshops;
12. Seminars;
13. Syndicates;
14. Field trips/tours.

It is advised to use a mix of techniques so that the monotony of the interaction is broken and the interest of the group is maintained.
**Communication Tips:**

Communication skills are just skills. They are teachable, learnable behaviors. With a little practice one can improve inter-personal communication. Some tips for that are provided below.

**30 Second Rule:**

You have thirty seconds or less to make the first impression. The clock starts ticking the moment someone encounters you. Whatever happens during that time sets the ground work for future interactions. Appearing friendly, open, approachable sets the stage for others to listen to what you have to say at that moment and in the future.

**Incorporate names:**

The most important thing you can ever say about a person is his or her name. As soon as you are introduced, shake hands, make eye contact and repeat the name immediately. Refer to people as they have introduced themselves. Then throughout the conversation and in all future conversations, use the person’s name. Not only does it show respect, it naturally makes people perk up and listen since the message is intentionally being aimed at them.

**Own your message:**

The way you phrase your message has a lot to do with how people respond. Owning your message means saying "I" when speaking about your feelings or opinions instead of placing responsibilities on others. For example one can say that ‘I am unhappy about this’ instead of saying ‘you make me unhappy’.

**Show interest in others:**

We listen to those who listen to us. The best communicators know that when you take an interest in others by asking questions and remembering important details in their stories, you create a natural bond. Keep your conversations short and if you are doing most of talking, then you are not allowing others to shine. The way to be commanding is not to dominate, but rather reciprocate the art of learning.

**Use silence:**

Do not hesitate to pause and breathe while speaking. Listeners need time to reflect on what you are saying. Just like we need white space and punctuation on the written page, we need pauses when we speak. Talking non stop is a huge turn off. Having the confidence to pause for a few seconds in between sentences commands attention rather than diverts it.

**How to be an effective communicator:**

Effective leaders are known for being excellent communicators. Some hints on how we do it are provided below.
1) Avoid ‘not’. Negative talk encourages arguments, counter attacks and an attempt to solve your problems. It also creates a negative impression. When you say ‘I Can’t’ you appear helpless and ineffective. Instead, talk about what you can do and what you want.

2) Deal with impossible requests a) by acknowledging the request, b) empathizing with the other person’s feelings, C) saying ‘I wish I could do it’ and suggesting a reasonable alternative.

3) Deal with difficult requests by a) affirming your willingness to help and b) asking the other person to help you plan a solution.

4) When possible, offer choices that show consequences of different options. This allows the other person to choose both the process and impact.

5) Deal with complaint by asking the other person to describe a fair settlement. You can say: what do you want? Or what would you consider a fair solution? Or what would make you happy?

6) A smile significantly affects how you sound. It makes you more approachable. When you frown, other people hear anxiety, caution, fear and rejection. A smile encourages open communication.

**Improve your listening skills:**

Most of us are good at talking, but we have trouble listening. Here are some tips to improve our listening behavior.

**Names:** First, repeat a person’s name when you first meet him or her. This will make you listen first and talk later. Repeating a person’s name will help to develop a mindset to become a good listener.

**Ask a question:** When you are anticipating making a comment on what a person has said, ask a question instead. This will keep you to listen longer, and often the added information will make a higher quality contribution to the conversation. Get information before you give information.

**Pause:** When you receive information from the phones, do not answer in a rush. Pause a moment so that you can be mentally ready to listen to the person calling you rather than thinking about what you were doing when the phone rang up.

**Admit:** Do not hesitate to admit that you are having a difficult time listening and make necessary arrangements. You might say “I’m sorry, I missed the last point. Please repeat it for me”.

Some listening skills, such as suspending judgments, dealing with biases and avoiding day dreams take time to develop because of self discipline they require. Conscious attempts improve listening results in good communication skills.

We all know how to be good listeners when we really want to be. During needy times our listening is graded and in these situations we would all score high. So listening is a skill we already have, and can perform better in certain situations. The main concern is that we do not practise our skills at our best in all situations. Each of tips suggested above will help to listen better in difficult situations.
**Principles of Effective Communication:**

“The problem with communication is the illusion that it has occurred “

George Bernard Shaw

The first principle of effective communication is to get appropriate feedback. You must have this kind of experience that your colleague has just done exactly the opposite of what you wanted her/him to do. Though we feel that we had told what exactly we wanted, we need to check that he/she was listening and understood properly.

The second principle of effective communication is to really connect with your audience. It is a fallacy that mere sending of information is a communicative act. To connect with your audience you need to address their different needs because communication is a two-way process. One needs to plan ones’ messages and the medium for messages to trigger the emotional cognitive responses that will ensure you engage your audience. One can be sure that it is done by getting feedback.

The third principle of effective communication is to listen and understand first. One should not send out a message unless one is sure of what the audience needs. Use active listening skills to find this out. Do not jump in and immediately set into a work mode. First find out the audience’s perceptions and expectations.

The fourth principle is to understand that communication is more than the surface meaning of words. You need to be able to interpret other people’s messages. This is just another form of feedback. Let us say you make an announcement and your group is discussing that with you. They may feel inhibited about disagreeing openly, but read the signs because you don’t have to be openly aggressive to show disagreement. Note the body language, the kind of words they use, the tone of voice.

The fifth principle is respect. To communicate with those we want to convince, we need to respect them. Just because they don’t agree with us does not make them inferior or wrong. They have particular cultural backgrounds and histories that led them to a particular course of action.

So where does all this lead to? Simply to the point that if you are having communication problems, you can start analyzing where you are going wrong.

**Communication Skills: Gone With the Wind (Exercise)**

The exercise “Gone with the wind” is to be conducted as the beginning of the training process. After the game is over, ask participants how they feel and the learning points will be revealed by the participants in this way. You may want to do the following exercise with your participants to stress the importance of effective listening and how messages can get distorted.

**Estimated time:** 10 Min

**Materials:** A sheet of paper on which a geometrical figure is drawn.
**Expected Outcome:** At the end of the game, participants will be exposed to the gaps or discrepancies that exist between ‘what is said and what we hear’. Essentially they will look at how stereotypes, perceptions, attitudes, assumptions ‘color’ our listening.

**Activity**
1) Ask the participants to be ready with their pens/pencils and a plain piece of paper.
2) Tell them that you will be reading out the instructions about drawing the figure that's in your hand.
3) All they have to do is to listen carefully and draw according to what they hear.
4) You can draw any multi sided figure with straight lines. The following figure is done as a sample.

5) Now face the participants and read out the instructions like ‘draw a straight line. Now draw a line going down from its end. Draw another line to the left from this point. Now take the line up and turn it to the right….about an inch…..etc.

6) You can make this exercise more interesting by asking the participants to sit in a circle or an elliptical formation because then there is utter confusion among them about right and left!

7) Now ask each participant to share his/her drawing with the group.

**Note to the facilitator:**
You will be amazed to see the different designs that you get! Share with the participants how every one’s picture of the spoken words was different largely based on how they interpreted what was being said. Link this with how our own prejudices, stereotypes and attitudes can color our behavior in the case of a disaster situation because we also tend to interpret experiences in the light of our own perceptions and prejudices. Stress why this should be changed. This should be analysed in the light of the need for identification of special vulnerabilities and needs of women.
Effective Communication: Some learning points

**GIVER**
- Avoid long complicated messages
- If the message is long, it is best to give written instruction
- Oral communication should be concise

**RECEIVER**
- Listen carefully
- Ask for clarifications if required
- Don’t make assumptions
- Don’t interrupt

Planning a Presentation

When you are planning a presentation, some of the things that you need to consider are:

- What is the purpose of the presentation?
- Who is the presentation for?
- What audio-visual aids will help in the presentation?
- How long will the presentation be?

Once you have given a thought to this, then you can start with the preparation.

Stages involved in preparing a presentation

Preparation for a presentation involves the following process. Remember that the preparation is an iterative process i.e. you may have to go back to modify earlier stages as you work through the process.

- Setting Objectives: What must the trainees be able to do at the end of the presentation?”
- Considering the Entry Behavior: What are the knowledge and skills of your trainees at the commencement of the learning event. Think about the attitudes, learning styles, motivation, etc. of the learners as you will be dealing with a diverse group of trainees.
- Deciding the Content: One thing that every trainer should do in any learning event, is to establish the need for the learning. This will help to attract and maintain the attention of the learners.
- Structuring the Presentation.
- Planning for Maximum Recall.
- Assessing

DECIDING THE CONTENT - The stated objective of your presentation should give a broad idea of the information to be included. A useful technique for identifying the information is the use of the ‘spray diagram’.
Two formats for a spray diagram or mind map

Purpose

Spray diagrams and mind maps are similar to look at but have different functions. Both were developed by Tony Buzan (1974). They are included together here because their form and structure are almost identical if not their function. Spray diagrams are mainly used for representing the structure of an argument, to encapsulate the relationships between the ideas of others or for note taking. Mind maps, in contrast, are a little bit like brainstorming on your own, where you are trying to get your own ideas out on paper in a relatively unstructured way. They are a simple fast technique for getting ideas down without being concerned by details of structure. They can show connections in trains of thought (compare this with cognitive maps) and can indicate groupings between ideas or thoughts. They are less useful when there are lots of loops or cross connections to consider.

Elements

- central circle or blob for main topic;
- blobs for sub-topics (optional);
- words on the lines or at the ends of lines;
- branching sets of lines;
- title.

Conventions

1. Put the keyword or phrase in a circle.
2. Related ideas expressed in one or a few words are attached to lines radiating from this circle (a single-layer spray) or from secondary circles creating fans (multiple-layer sprays).
3. Words may be written along the lines or at the ends of lines (e.g. aaa, bbb, ccc, etc.).
4. The lines do not show directional links.
5. Similar ideas on the radiating fans can be linked by loops.
6. Different colors can be used to group or highlight particular fans or clusters of ideas.
**Guidelines**

1. Write down the central idea you wish to explore, leaving space all around it.
2. Identify branches from that idea that you want to explore further. Write them down around the central idea and link each to it with a straight line. Keep going by considering each branch to see if further branches (ideas) link to it.
3. Start by working fairly freely and then look at the diagram to see whether any of the strands are effectively the same idea.
4. If you get stuck or lose the thread, start with a new central keyword and create a subsidiary spray diagram rather than clutter up the original. Alternatively, leave your spray diagram or mind map for a while to allow time for fresh thinking before adding to it or redrawing it, or combining similar ideas. In preparing the diagram, do not evaluate the ideas. Record everything that comes to your mind. There is really no end and the spray diagram can be expanded until we have all conceivable items of information.

Now, once all the items of information are before us, we have to **edit the content** that has been developed on the spray diagram. The process is outlined below:

- Remember that all the items of information that have been put down on paper ‘**could**’ be included in the presentation.
- However, including all this information will make the presentation unwieldy. Hence, **reduce** the ‘could’ items to the ones that ‘**should**’ be included, keeping the objective in mind.
- Further, **reduce** these ‘should’ items to ones that ‘**must**’ be included.

**The MUST items form the content of the presentation**

Now, the question arises as to why only the ‘must’ items are to be included? This is because inclusion of all ‘should’ items not only makes the presentation unwieldy, but also the trainee will not be able to recall the presentation. It has been established that the attention span of a person is not more than 20 – 30 minutes. The Figure presented below shows the attention span and the maximum level of recall capacity.

![Diagram showing attention span and level of recall](attachment:image.png)
The period from start till 'A' is not very effective because during this time, the trainee is still adjusting himself/herself to the environment. However, the length of this period can be shortened by a good and effective introduction.

The period between point ‘A’ and ‘B’ is when there is maximum recall as learning conditions are most favourable. Therefore, this is the time when major points must be presented.

After point (B) fatigue sets in and concentration dwindles resulting in decline of retention capacity. Hence, it can be seen from the figure that we start our presentation with an introduction. The better the introduction, the faster we can reach the plateau stage. What is to be included in the introduction can best be remembered through the acronym.

I -- Arouse interest of the trainee
N -- State the need for attending the presentation
T -- Title
R -- Range i.e. how far, how deep and time required
O -- Objective

After the introduction, the major points must be stated. The content is to be given in an organized form that is logical to the trainees. Logical sequence is very important, otherwise the trainees might just “switch off”. Here, it is important to remember that people learn better if they progress from:

- known to unknown;
- simple to complex;
- observation to theory;
- concrete to abstract;
- General to particular.

Hence, the logical sequence and progression is very important when we cover the content.

C -- Content
O -- Order
V -- Visual aid
E -- Eye contact
R -- Reinforce

Once the major points are covered, we should summarize the presentation by summing up the points we expect the trainees to remember. We can also test the trainees’ understanding by asking questions.
Evaluating the Presentation

You should always evaluate your presentation. This can be done formally by devising a questionnaire to the participants which you administer or you can simply have a short evaluative discussion at the end of the presentation. Either way the information you get will be helpful when you are preparing for your next presentation.
SESSION 8

Post Disaster Response, Recovery and Rehabilitation – Integrating Gender Concerns

Women are often viewed as victims and strategies to fight this perception are largely overlooked. There is a growing international consensus on the need to consider gender issues in disaster management. Women’s abilities to mitigate hazards and prevent disasters, and to cope with and recover from the effects of disasters have neither sufficiently been taken into account nor developed. The field of disaster management is in itself a new one and attention towards gender perspective in natural disasters has been limited. In disaster research, somewhat more emphasis is being placed on the socio-cultural context of disasters including community functions and patterns of human behaviour, but gender analysis was often lacking from this research until relatively recently.

The Yokohama World Conference on Natural Disaster Reduction (1994), a mid-term review of the International Decade for Natural Disaster Reduction, recognized the need to stimulate community involvement and empowerment of women at all stages of disaster management programs as an integral part of reducing community vulnerability to natural disasters. Fourth World Conference on Women (1995) recognized that there is a need to further investigate the impact of environmental disasters on women and their disaster responses. Five years later, the review and appraisal of the implementation of the Beijing Platform for Action (2000) identified natural disasters and epidemics as emerging issues which deserved greater attention.

The experience suggests that women and men suffer differently following a disaster. In her report on Gender and Natural Disasters, Elaine Enarson provides a valuable analysis of the gender facets of natural disasters including the gendered economic impacts in the form of loss of assets and entitlements, increase in women’s workload and care-giving functions, deterioration in working conditions, and women’s fairly slow recovery from economic losses.

Impact of Disaster on Women in the Post Disaster Scenario

In the context of disaster gender stereotyping may have negative consequences:

• **Seeing women as victims** overlooks their capacities, forces them to be dependent.

• **Taking women’s time and labor for granted** (including for unpaid care-giving) places huge burden on them, prevents them from engaging in hazard prevention work, and is a major cause of their poor emotional well-being.

• **Having a male ‘household head’ bias in food/supply distribution** marginalizes women and renders them and children susceptible to abandonment if men take off or if relief supplies are directed away from household needs.

• **Assuming that men are physically and emotionally strong** prevents the channeling of post-disaster counseling to them.
• **Viewing men as family providers** reinforces a commonly-held view amongst men that seeking assistance is an admission of weakness (and, thereby, places added burden on women).

• **Uncritical acceptance of ‘the household’ as a system of support** overlooks the fact that members’ (including the elderly) needs may not be met in times of crisis.

• **Socio cultural norms of female modesty** can severely hamper women’s ability to protect their lives and gain access to relief and reconstruction initiatives.

Economic, racial / ethnic and age stratification make some women needier than others before, during and after disaster, both among and within cultures. Vulnerability of a widow, single mother or adolescent girl is very high in post disaster situation. This reinforces the familiar notion that women are economic and emotional dependents and they are disaster victims. A gendered division of labor makes many women both frontline responders in the moment of extreme crisis (Dufka 1988) and long term care givers to disaster impacted family members. The following are some of the significant post disaster gender dimensions in **rescue, relief and rehabilitation phases**.

During the **rescue phase**, women and children are given precedence over men. Their rescue and protection is given highest priority. However, the same attitude is not maintained afterwards.

In the **rescue phase**, when the most important thing is to save one’s life, gender constraints prove a handicap. Although men and women have certain physical differences, nature does not differentiate between the sexes as far as human abilities are concerned. The abilities or lack of abilities, to be precise, are a product of culture and, hence, could be appropriately analysed from the gender perspective.

Although women are given a priority in the rescue process, they face considerable obstacles in rescuing themselves. This is because they are not trained in essential, life saving skills like swimming, tree-climbing, jumping, running, etc. The practice of gender discrimination prevents girls from acquiring these skills and this turns out to be a fatal handicap.

The traditional practices of keeping women away from death and funeral related rituals prove a handicap in disaster situations. The tradition not only prevents women from attending the funeral rites but also creates difficulties in identifying the deceased.

During the **relief phase**, relief items do not reflect the priorities and preferences of women. The usual relief items include blankets, plastic sheets, tarpaulins, buckets, metal and plastic cans, water containers and so on. However, the specific cooking equipment like stoves, small pots and vessels, spoons, plates, katoris, fry pans, etc. do not necessarily form the list of supplies. Stoves without kerosene are useless. Fuel wood is seldom supplied.

During the relief phase, which lasts for about two to four weeks many women undergo menstrual cycles. The homeless women are extremely handicapped in this regard. The necessary sanitary clothing is not made available, as this need is not recognised as a part of relief items. It is found that most of the relief gatherers and providers are men and they do not understand this need. As this topic is a taboo in Indian
society, it is not expressed openly and remedial action is not attempted. The lack of sanitary clothing can pose serious health hazards.

In the same phase, women face grave problems due to lack of toilets and bathing facilities. Although most of the Indian villages are without latrines and people have the habit of using open spaces, this need becomes acute during disasters as the conventional order and arrangements are broken. The sites of disasters are thronged by relief providers and spectators as a result of whom the necessary privacy is lost. In urban areas this is the predominant difficulty. Relief operations seldom start with construction of toilets and bathrooms. In most cases they are constructed last, as appendages to shelters.

Similarly, women's needs and priorities are not attended to while providing clothing. The need is also for under-garments, which are often not provided. The most notable deficiency is that the donors do not think about the cultural acceptability of clothing. Problems arise when supplies come from overseas. Similarly, the needs of young girls are not specifically catered to.

Relief operations also do not consider the needs of pregnant women and women who have just delivered child, as well as post-surgical cases. These women are most vulnerable to physical and psychological shocks; hence, they need to be cared for. They need special diet, medical care and hygienic environment which are difficult to obtain even in normal times.

During the interim phase, 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 provided in 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.

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 met immediately if the affected families are to resume their normal life.

Another practical need is employment. Meeting employment needs in a post-disaster situation is critical as traditional means and resources are destroyed. Most of the relief and rehabilitation activities, particularly those related to the construction of buildings and 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 considered. Another constraint is the low level of literacy among women and the lack of exposure to the outside world. Women often feel embarrassed after disaster, especially when they are accommodated in relief camps outside their villages or taken to hospitals at far-off places. They are at a loss after being discharged from the hospital, as they cannot easily reach their homes. The lack of exposure to communication and transportation links creates these disadvantages.
Women’s malnourished status causes problems in post-disaster situations, especially in post-surgical or rehabilitation stages and also in case of epidemics.

Although no discrimination is made in the provision of professional medical treatment, the injured or recovering 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.

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

**Economic Consequences of Disaster**

Disasters disrupt commerce and markets, destroy productive resources and infrastructure, and make workers’ lives more difficult throughout and after the crisis period. Restoring economic resources and capacities is therefore essential to long-term recovery. But effective and sustainable economic interventions must take into account the gender-specific impacts of natural disasters such as the impact on workers and their families.

Economic insecurity is a key factor increasing the impact of disasters on women as caregivers, producers and community actors. The gendered division of labor in households and in the global economy makes most women less able than most men to control economic resources mitigating the effects of disasters. Their high levels of pre-disaster poverty, secondary status in the labor force, extensive informal-sector work, lack of land rights and extensive domestic responsibilities clearly make them economically vulnerable long before a natural disaster occurs. It has been observed that the less economic and political power women have the greater is their suffering in post disaster situation. Women in low income families may die in disaster when they choose / prefer stay in their homes to protect precious goods or stock.

Enarson’s work identifies four general impacts that disasters have on women’s work, and calls for more investigation of men’s specific work experiences in disasters.

1. **First**, women’s economic insecurity increases, as their productive assets are destroyed. They often become sole earners, their household entitlements may decline, their small businesses are badly hit, they lose jobs and work time, and gender stereotypes limit their work opportunities.

2. **Second**, women’s workload increases dramatically. They often take on more waged or other forms of income-generating work; engage in a number of new forms of “disaster work,” including emergency response and political organizing; and have expanded responsibilities as caregivers.

3. **Third**, women’s work conditions in the household and paid workplace deteriorate, for example through lack of child-care and increased work and family conflicts.
4. Fourth, women recover more slowly than men from major economic losses, as they are less mobile than male workers, likely to return to paid work later, and often fail to receive equitable financial recovery assistance from the government and/or external donors.

She suggested that six broad areas of concern follow from these patterns which raise action issues for disaster planners, employers, workers, and community groups.

- First, integrating gender analysis into capacity and vulnerability assessments at the local level is essential.
- Second, from mitigation to reconstruction, disaster projects must be gender-sensitive and equitable in their effects.
- Third, women need sustainable economic development assistance.
- Fourth, employers must increase emergency planning and be responsive to family concerns arising in the aftermath of these events. Governments, international and local bodies should also be sensitive to this.
- Fifth, women and women’s community-based groups must be full and equal partners in all disaster planning and programming.
- Finally, crisis response and reconstruction must promote social justice, equity and sustainable development through women’s empowerment.

These issues arise in case studies of natural disasters throughout the developed and developing world.

**Shifting from Vulnerabilities to Capacities – Gender Mainstreaming Initiatives of Different Countries**

Gender is a factor that affects men’s and women’s vulnerabilities in the face of disaster. Gender divisions of labor, household and economic structures, maternal health and other aspects of gendered inequality that shape people’s everyday lives put women and girls at particular risk (Enarson 2002b). While a gender perspective provides crucial insights into why women face increased vulnerability in disaster, seeing them solely as victims does them a serious injustice since they can be a powerful source of knowledge in strengthening hazard reduction and in disaster management.

Lessons learned from natural disasters that have occurred suggest that a foregrounding of gender concerns in disaster management should begin by drawing upon the connections between women’s social and economic needs and priorities, addressing the root causes of their low status as well as being attentive to longer-term sustainable development concerns. The examples provided below also highlight the creative ways in which gender mainstreaming can address the challenges of working in socio-cultural conditions where sex segregation is part of the fabric of everyday interactions and is often the reason for the disproportionate impact of disasters on women in South Asia.

**a. Gender mainstreaming, disaster preparedness and relief work in Bangladesh**
Since the devastating floods of 1991 when disproportionate numbers of women lost their lives, a concerted effort has been made to recruit female volunteers and female field workers into disaster preparedness and relief work. One such initiative, under the aegis of the Bangladesh Red Crescent and German Red Cross, has been to set up village DP committees and to provide training to women on what to take to shelters and how to save food, to increase awareness amongst women and men about the importance of gender equality, and to provide women with an opportunity to exchange ideas with other women. Another initiative, run jointly by the Cyclone Preparedness Programme of Bangladesh and Red Crescent Society, now recruits female volunteers and female field workers for local disaster response, and encourages male and female micro-groups to get involved in decision making on disaster issues. Their involvement has been encouraged by supporting them through education, training in reproductive health, organising self help groups and small-scale businesses. One outcome has been women’s increased confidence in their ability to participate in community life (Twigg 2004).

b. Helping to address the root causes of women’s vulnerabilities in Pakistan

Following the severe floods of 1992, a non-government organisation, Pattan, developed new institutional structures to facilitate reduction of community vulnerability to floods; and special emphasis was placed on developing women’s capacities. Features of the group’s work included employing female relief workers, introducing the concept of co-ownership of houses by both husband and wife, registering women as heads of households to receive food for their families, and involving women in designing and constructing houses. While the concept of joint house ownership took some time to be accepted, over time it has contributed to a reduction in domestic violence and has given women a greater sense of self-confidence which has been translated into their involvement in other collective projects (Twigg 2004).

c. Developing self-confidence through involvement in disaster mitigation in Nepal

In Nepal, as a result of a disaster mitigation project funded by UNDP, women are now beginning to participate with men in decision-making relating to the project, a level of cooperation which is now spilling over into domestic and social matters. In one village women formed groups and began tackling pressing social issues such as male alcoholism and are feeling more confident in their ability to mobilise themselves around development concerns. Perceptions of risk have also undergone change.

d. Women organizing themselves post Hurricane Mitch

A field report prepared after the Hurricane Mitch in Honduras noted that women and teenaged girls were seen everywhere washing clothes, cooking, and looking after small children. Women had organised themselves into groups of several families, each having elected a manager to coordinate cooking, cleaning, use of latrines and water, and security. This was in addition to women’s responsibilities within their own families. Over 50% of women were, in addition, trying to generate income through various activities such as taking in laundry and preparing tortillas. Obvious was the absence of the men, with the few present playing dice in a shelter. The women reported that their men folk were absent – working elsewhere or ‘disappeared.’ (Delaney and Shrader 2000)

e. Civil Society organizations support gender mainstreaming in India
During and after the 2001 earthquake in the Kutch region of Gujarat (India), women’s organisations working with community based groups, mitigation agencies, and government recovery programs played a leading role in providing rural women with income-generating work and training in earthquake-resistant masonry techniques (Enarson 2001a).

After the 1993 earthquake in Latur, Maharashtra (India), women’s groups and rural organisations developed a system of ‘community consultants’ to serve as an interface between the communities affected and the government in long-term development issues. Local women were trained in earthquake resilient methods of construction, were involved in monitoring the housing reconstruction process and were consulted about dwelling designs suitable for women. Subsequently, this experience and knowledge was shared with women’s groups in Turkey after the 1999 earthquake (SEEDS 2005).

Six Principles for Engendered Relief and Reconstruction 4

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, non-traditional 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;
- among other initiatives, take practical steps to empower women;
- consult fully with women in the design and construction of emergency shelters;
- register deeds for newly constructed houses in both the wife’s and husband's names;
- involve women in housing design and construction;
- promote land rights for women;
- provide income-generation projects that build non-traditional skills;
- fund women's groups to monitor disaster recovery projects.

2. GET THE FACTS. Gender analysis is not optional but imperative to direct aid and plan for full and equitable recovery. Nothing in disaster work is "gender neutral." Plan now to:

4 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;
• use women's knowledge of environmental resources and community constituents;
• 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 and 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.

3. WORK WITH LOCAL WOMEN. Women's community organizations have insight, information, experience, networks, and resources vital to increasing disaster resilience. Work with existing women's groups and develop their capacities:

• 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.

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.

5. TAKE A HUMAN RIGHTS APPROACH. Democratic and participatory initiatives serve women and girls best. Women and men alike must be provided with conditions necessary to enjoy their fundamental human rights, as well as simply survive. Girls and women in crisis are at an increased risk of:

• sexual harassment and rape, abuse by intimate partners, e.g. during months and years 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.

6. RESPECT AND DEVELOP THE CAPACITIES OF WOMEN. Avoid overburdening women who already have heavy workloads and are likely to have increased family responsibilities.

- Identify and support women's contributions to informal early warning systems, school and home preparedness, community solidarity, socio-emotional recovery activities and extended family care.
- Provide material compensation for the time, energy and skill of local 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.

FURTHER REFERENCE:

- Gender and disaster network (2005); Gender equality in disasters, Principles of engendered relief and reconstruction;
- http://www.gdonline.org/resources/hardlessons-gendernote1.doc
- Seeds (Yoner, A; Sengul A; Gopalan. P) (2005): Women's Participation in Disaster Relief and Recovery. New York, Population Council

SESSION 9

POLICY GUIDELINE FOR GENDER-SENSITIVE DISASTER RISK REDUCTION

The impact of disasters is increasing worldwide. There is an urgent need to stop this increase and reduce disaster impact. This can only be done by shifting the official paradigm from a sole emphasis on disaster response to comprehensive disaster risk reduction (DRR). Recognizing the need for this new paradigm,

The Hyogo Framework emphasizes that DRR must be addressed in the context of socioeconomic development and mainstreamed into development planning and actions through five processes. The Hyogo Framework also states that a gender perspective should be integrated into all DRR policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training. To implement the five priorities of the Hyogo Framework, a new multi-stakeholder and inclusive ISDR System is being strengthened. 131 countries have designated Hyogo Framework focal points and 50 countries have established multi-stakeholder national platforms. But gender perspectives need to have a much stronger presence.

Tangible progress has been made in DRR at the national level, but gender perspectives remain marginal. This is largely due to poor understanding of the link between gender and DRR. Improving this understanding is particularly vital at the national level, where the right policies, legislation and decisions can make a substantial difference in addressing women’s and men’s different vulnerabilities and disaster risks. Change can be made at this level through greater insight into the different experiences, skills and possible roles of men and women in DRR.

A gender perspective was introduced and well-received during the government session of the first Global Platform in 2007. UNISDR was then asked to provide policy guidance on how to integrate a gender perspective into DRR processes. In response, this policy guideline has been developed, along with practical guidelines to support its implementation.

Disasters result from the combined factors of natural hazards and people’s vulnerabilities. These vulnerabilities take the form of physical exposure, socioeconomic vulnerability and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks need to consider and address a complex mix of factors, which include poverty, social class, age group, ethnicity and gender relations.

The current gender relations between men and women in disaster risk reduction have everything to do with the roles and responsibilities women and men at home and in society. These roles result in different identities, social responsibilities, attitudes and expectations. Such differences are largely unfavourable to women and lead to gender inequality cutting across all socioeconomic system, including differences in vulnerabilities to disasters and different capacities to reduce risk and respond to disasters. Crucially, women’s limited access to information and knowledge inevitably increases their disaster vulnerability and risk, and that of their families.

While women’s vulnerability to disasters is often highlighted, their role in fostering a culture of resilience and their active contribution to building disaster resilience has often been overlooked and has not been
adequately recognized. Women are largely marginalized in the development of DRR policy and decision-making processes and their voices remain unheard.

Strong evidence from good practices of gender-sensitive DRR worldwide shows that both men and women benefit from a gender balanced approach to DRR – ‘men and women’ meaning, in practical terms, everyone, and by implication, their families, communities, societies and nations. Equal and active participation of women and men in DRR makes it possible to achieve the overarching goal of the Hyogo Framework - building the resilience of nations and communities to disasters, which is essential to achieving the Millennium Development Goals and sustainable socioeconomic development.

Few existing DRR policies are gender-sensitive. The gender-specific capacities, vulnerabilities, needs and concerns of both women and men have not been adequately assessed, documented and evaluated. Effective reduction of disaster vulnerabilities and risks requires that policy and decision makers understand the benefits and efficiency gains of mainstreaming a gender perspective.

DRR and gender are both cross-cutting development issues. They need to be addressed through a holistic and multi-stakeholder approach and coordinated joint actions through political, technical, social, developmental and humanitarian processes. Mainstreaming gender into DRR offers an opportunity for re-examining gender relations in society from different angles and enhancing gender equality in socioeconomic development. It also makes it possible for nations and communities to achieve disaster resilience. This is a win-win option for governments and organizations to achieve sustainable development.

Policy Foundations

The Member States of the United Nations have demonstrated consistent political commitment to gender equality. Over the years this has been emphasized in the UN charter, UN Conventions, Declarations and Programs of Action.

These policy guidelines are mainly based on:
1. The Universal Declaration of Human Rights (1948)
3. Agenda 21 (UN Conference on Environment and Development (1992)

The Universal Declaration of Human Rights, which affirms the equal rights of men and women, and the Convention on the Elimination of All Forms of Discrimination against Women together are commonly referred to as the international legal framework for the equal rights of women. Under this framework, governments are bound to guarantee equal opportunities to men and women in terms of economic, social, cultural, civil, and political rights. State Parties agree to incorporate the principle of equality of men
and women in their national constitutions and/or other appropriate legislation, and to ensure, through law and other appropriate means, the practical realization of this principle.

**Recommended Approaches**

A set of complementary approaches should be used to mainstream gender perspectives into DRR. A rights-based approach should be the overall guiding approach to mainstreaming gender perspectives in DRR. It opens the way to upholding the full range of human rights of men and women in socioeconomic development processes. The gender and development approach is needed in order to re-examine, from a gender perspective, the socioeconomic and political institutions and policies that affect development for women and men. A participatory approach is needed for ensuring equal and gender-sensitive participation of women and men in risk analysis, leading to better policy-making and program design. The DRR approach is needed to bring multiple stakeholders together to address gender mainstreaming through political, technical, social, developmental and humanitarian processes.

**Priority Areas for Action**

Mainstreaming a gender perspective in DRR requires change in the mindsets and attitudes of policy makers and implementers. Every citizen has a role to play in reducing disaster risk, but governments are best positioned to create an enabling environment for gender equality in DRR. Governments have the primary responsibility for promoting gender equality and building disaster resilience at community and national levels. The priority areas for action are in line with the Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction adopted by participants from 43 countries at the International Conference on Gender and Disaster Risk Reduction in Beijing, China in April 2009. In line with international legal instruments and agreements, Governments must:

a. Commit to gender analysis and gender mainstreaming through enhanced cooperation and collaboration between Ministries responsible for disaster risk reduction, climate change, poverty reduction and gender issues;

b. Review national policies, strategies and plans and take immediate action to mainstream gender into national development policies, planning and programs;

c. Ensure women’s and men’s equal access to natural hazard early warning systems;

d. Establish gender specific data and statistics on impact of disasters, carry out gender-sensitive vulnerability, risk and capacity assessments and develop gender-sensitive indicators to monitor and measure progress;

e. Increase awareness of the public and media on the gender sensitive vulnerabilities and capacities in disasters, as well as gender specific needs and concerns in disaster risk reduction and management;

f. Support research institutions to study the cost-benefit and efficiency of gender-sensitive policies and programs in disaster risk reduction, adaptation to climate change and poverty reduction;

g. Secure the linkage between DRR and climate change adaptation from a gender perspective;
h. Support gender-sensitive financial risk-sharing mechanisms, including risk insurance and reinsurance;

i. Improve disaster preparedness, response and contingency planning from a gender perspective and make them responsive to the specific needs and concerns of men and women;

j. Increase women’s participation in disaster relief coordination and secure equal access to disaster relief assistance between men and women;

k. Build and enhance the capacities of professional communities and relevant national institutions to enable gender mainstreaming into all development sectors.

l. Governments must report on national progress made in mainstreaming gender into DRR, based on the Global Guidelines on national reporting. This should be in line with the implementation of the Hyogo Framework. The biennial Global Platform for Disaster Risk Reduction should be used as a mechanism to monitor and assess the progress made at national level.
SESSION 10

INTERNATIONAL MECHANISMS PROMOTING GENDER EQUALITY AND
MAINSTREAMING IN CRISIS MANAGEMENT

International Mechanisms Promoting Gender Equality and Gender Mainstreaming in Crisis Management are:

- UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW);
- UNDP’s Eight Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery;
- The Hyogo Framework on DRR;
- UN Security Council Resolution 1325 on Women, Peace and Security;
- Beijing Declaration and Platform for Action;
- Other organizations: Organization for Economic Cooperation and Development (OECD), Organization for Security and Cooperation in Europe (OSCE), EU.

UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW)

UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW) (1979), often called an 'International Bill of Rights for Women', is the most comprehensive instrument on women’s rights. CEDAW identifies many specific areas where discrimination against women has been particularly notorious, for example, in regard to political rights, marriage and family and employment. The Convention sets out specific goals and measures that are to be taken to contribute to creation of a global society free of inequality between women and men.


The Platform for Action is an agenda for women's empowerment, which aims at removing all obstacles to women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision-making. This means that the principle of shared power and responsibility should be established between women and men at home, in the workplace and in the wider national and international context.

Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction
Beijing, China, 22 April 2009

International Conference on Gender and Disaster Risk Reduction

The conference built on the gains of a series of regional and international events in promoting gender equality in disaster risk reduction, including all gender-sensitive policies, risk assessments, early warning, and success indicators for building resilience of nations and communities to disasters. It acknowledges key regional and international processes and declarations such as Hyogo Framework for Action, Ministerial Conference on disaster risk reduction in Asia and Africa, call for action on gender and climate
change by the international colloquium in Liberia, Nairobi Action Plan of Parliamentarians, Beijing Platform for Action, and the Manila Declaration for Global Action on Gender in Climate Change and Disaster Risk Reduction. The mentioned declarations reflect a consensus among the world political leaders on the critical importance of gender mainstreaming to achieving the Millennium Development Goals (MDG).

**Nine achievable actions before 2015**

Governments to make strong commitments in line with international mechanisms:

- **Increase political commitment to gender analysis and gender mainstreaming** through enhanced cooperation and collaboration between Ministries responsible for disaster risk reduction, climate change, poverty reduction and gender issues, with the participation of civil society;

- **Develop and review national policies, relevant laws, strategies, plans and budgets** and take immediate action to mainstream gender into national development policies, planning and programs;

- **Foster the linkage between disaster risk reduction and climate change adaptation** from a gender perspective through policy and administrative measures;

- **Collect gender-specific data and statistics on the impact of disasters**, carry out gender-sensitive vulnerability, risk and capacity assessments and develop gender sensitive-indicators to monitor and measure progress;

- **Increase the awareness of the public and media on gender-sensitive vulnerabilities and capacities in disasters and gender-specific needs and concerns in disaster risk reduction and management**;

- **Support research institutions to do cost-benefit and efficiency analysis of gender sensitive policies and programs** in disaster risk reduction, climate change adaptation, and poverty reduction;

- **Secure the actual application of disaster risk assessments as part of policy-making and program formulation** to prevent disasters from making the poor even poorer;

- **Improve and mainstream a gender perspective and equal participation between men and women** in the coordination of disaster preparedness, humanitarian response and recovery through capacity building and training; and

- **Build and enhance the capacities of professional organizations, communities** and pertinent national and local institutions to enable gender mainstreaming into all development sectors.

The Hyogo Framework for Action was adopted at the World Conference on Disaster Reduction in January 2005.

The Hyogo Framework emphasizes that DRR must be addressed in the context of socioeconomic development, and mainstreamed into development planning and actions through five processes. These are reflected in the Hyogo Framework's five priority areas for action.

1. Ensure that disaster risk reduction is a national and a local priority and is underpinned by strong institutional framework and structure.
2. Identify, assess and monitor disaster risks and enhance early warning.
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
4. Reduce the underlying risk factors.
5. Strengthen disaster preparedness for effective response at all levels.

Eight Point Agenda for Woman’s Empowerment and Gender Equality in Crisis Prevention and Recovery

The agenda aims to:

1. Strengthen women’s security in crisis: stop violence against women;
2. Advance gender justice: Provide justice and security for women;
3. Expand women’s citizenship, participation and leadership: advance women as decision-makers;
4. Build peace with and for women: involve women in all peace processes;
5. Promote gender equality in disaster risk reduction: support joint actions by women and men;
6. Ensure gender-responsive recovery: promote women as leaders in the recovery process;
7. Transform governments to deliver for women: include women’s issues in the national agenda;
8. Develop capacities for social change: work together to transform society.
SESSION 11

GENDER MAINSTREAMING FOR THE NATIONAL PLATFORMS ON DRR, EUROPEAN PRACTICES

Case study 5 – GM for national Platforms on DRR, European practices

**Supplies needed:** Flip charts, markers

**Task:** Analyze HFA (reporting matrix) from a gender perspective, suggest gender-sensitive outcomes /outputs and gender indicators to make the HFA implementation gender-sensitive and to integrate gender into DRR reporting. Make comparisons and draft gender outcomes / outputs and indicators based on Armenia’s DRR context.


<table>
<thead>
<tr>
<th>Goal</th>
<th>Expected results</th>
<th>Gender-sensitive outcomes</th>
<th>Gender sensitive indicators</th>
</tr>
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<tbody>
<tr>
<td>Make disaster risk reduction a national and local priority</td>
<td>Multi-sectoral coordination mechanisms for DRR created and functioning. Multi-sectoral policies and plans developed DRR integrated into development policy and planning. Increased resource allocation for DRR.</td>
<td>- Multi-stakeholder and multi-sector national and local platforms / coordination mechanisms include organizations and experts representing gender issues in development and DRR. - Mechanisms to address gender issues are included in multi-sector plans, policies and strategies.</td>
<td>- The national and local DRR coordination mechanism has a gender equity policy that supports women’s full and equal participation in DRR planning and leadership opportunities. - Number of representatives with gender expertise who are involved in the National and local Platforms/ coordinating mechanisms - Multi-sectoral plans, policies and strategies are prepared based on sex - disaggregated data and gender analysis. - Sex-disaggregated data is collected - DRR policies in different development sectors use gender-specific language in statements, frameworks and guidelines.</td>
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Gender focus

- Are adequate resources equally available to women and men?
- Are they accessible?
- Are the needs of women and men covered by the allocations?
- Do DRR plans and activities at all levels include women and men?
- Are women and men equally informed / aware?
SESSION 12

GENDER SENSITIVE INDICATORS IN DISASTER RISK REDUCTION

*Indicators* are quantitative or qualitative benchmarks used for measuring or assessing the achievement of objectives or results. Indicators can be expressed through measurement, numbers, facts, opinions, or perceptions that illustrate a specific condition or situation measuring changes in that situation or condition over time.

Indicators measure the level of performance and can be described in terms of: (1) the desired level of quality; (2) the quantity of something to be achieved; (3) the target groups or beneficiaries of the program or project; and (4) the time-frame envisaged for the achievement of the relevant objectives.

There are various types of indicators, including:

- **Input indicators** which describe what resources used in the program or project, such as the number of hours of training, the amount of money spent, the quantity of information materials distributed, etc.
- **Output indicators** which describe the program or project activities, such as the number of people trained, the number of policy makers at the briefing, the number of rural women and men reached etc.
- **Impact indicators** which describe the actual change in conditions, such as changed attitudes as a result of training, changed practices as a result of a program or project activity etc. This type of indicators are more difficult to measure.

*Gender-sensitive indicators* are indicators disaggregated by sex, age and socio-economic background. They are designed to demonstrate changes in relations between women and men in a given society over a period of time. The indicators are a tool to assess the progress of a particular development intervention towards achieving gender equality. Sex-disaggregated data demonstrate whether both women and men are included in a specific program or project as agents/project staff, and as beneficiaries at all levels. The approach enables effective monitoring and evaluation.

Examples of gender-sensitive indicators are:

**Quantitative:**
- Participation of all stakeholders in project identification and design meetings (attendance and level of participation disaggregated by sex, age and socio-economic background).
- The level of rural women's and men's input into project activities, in terms of labor, tools, money, etc.
- Benefits (e.g. increased employment, crop yields, etc.) going to women and men, by socio-economic background and age.

**Qualitative:**
- Level of participation as perceived by stakeholders through the different stages of the project cycle (by sex, age, and socio-economic background).
- The level of participation of an adequate number of women in important decision making (adequate number to be agreed by all stakeholders) - to be measured through stakeholder responses and by qualitative analysis of the impact of different decisions.
How gender sensitive indicators may be developed

The following short guide (developed by Prof. Bonnie Kettel, York University, Toronto, Canada. 2001) explains in ten main points how gender-sensitive indicators can be developed, for example during a program planning process. The purpose is to illuminate the questions that need to be asked in a major output planning process to establish a solid basis for gender-sensitivity in the program work of a Division. It also shows the role of quantitative and qualitative indicators that demonstrate successful efforts in “mainstreaming” gender issues into specific objectives, planned activities and outputs, and in longer-term outcomes for women and men.

A quick guide to planning gender sensitive indicators

1. Ensure that the specific objective(s) identified for each major output include(s) a people-focus, as well as a technical and/or environmental component, and that the people-focus differentiates women and men. Gender-sensitivity in a major output planning process begins with the formulation of specific, short-term objectives that are people-relevant, as well as technically and environmentally sound. No specific objective can be assumed, without clear evidence and careful analysis, to be "gender-neutral." At the outset, it should always be assumed that there will be differences in the roles, responsibilities and resources that will affect the participation and/or the resulting benefits for women and men.

2. Ensure that the Description field for each major output refers to women and men, their existing roles and responsibilities, and the gender inequities that will be addressed by the specific objective. How are existing gender roles and responsibilities relevant to the specific objective and the main activities through which the major output will be achieved? a) Do women and men (gender) have different and/or cross-cutting roles and responsibilities that are relevant with regard to this objective or to these activities? b) How will the specific objective and the planned activities address relevant gender inequities in women's and men's roles and responsibilities?

3. Ensure that the Description field refers to the way in which the planned activities will address these different needs and priorities, including women's access to the resources necessary for their participation and benefit. Rural women and men generally carry out different roles, have different responsibilities and access to the resources necessary for agricultural and rural development. As a result, they also have different needs and priorities. How will the varying needs and priorities of women and men, particularly women's common lack of access to crucial resources, be taken into account in the activities undertaken in response to the specific objective?

4. Ensure that the Description field refers to the way in which both women and men will be involved in the planned activities. Consider how existing gender roles and responsibilities might affect the involvement of both women and men in the planned activities, or the particular avenues that would need to be explored to reach both women and men. Have appropriate activities been formulated to reach both women and men? As it is often harder to reach women in rural areas, has particular attention been paid to designing activities to reach
5. Ensure that the immediate impact or benefit and the longer-term outcome for both women and men are included in the discussion of effects. Specific objectives that have been understood to be ‘gender neutral’ have often resulted in outputs and outcomes with different implications for men and women, and, particularly, in outputs and longer-term outcomes that were negative for women. Has the immediate impact or benefit of the major output for men and women been considered, and have both the major output and the longer-term outcomes been planned to be relevant and beneficial for both women and men? Have possible unplanned effects and outcomes that might be negative for women or men been anticipated and addressed?

6. Ensure that both women and men, and organizations and institutions with a gender mandate are included in the User Focus. When women’s roles, responsibilities, needs and priorities are recognized at an early stage, it is more likely that these issues and concerns will be effectively addressed. A useful avenue for this prioritized designation is through a broad consideration of potential user groups. Has the potential usefulness of the major output for both women and men been considered? Also, has a broad base of potential users been identified, including UN agencies such as UNIFEM and INSTRAW that deal primarily with gender and women’s issues, and/or NGO’s that work primarily with women?

7. Identify quantitative and/or qualitative indicators to measure the gender-sensitivity of the specific objective, the activities undertaken, and the immediate impact or benefit of the major output for women and men. Ensure that at least 2 of these indicators deal with the immediate impact or benefit of the planned major output for women and men. Gender-sensitive indicators provide the clearest possible demonstration that gender roles and responsibilities, and particularly the needs and priorities of women, have been carefully considered and addressed through well-designed objectives, activities, outputs and outcomes. Consider the specific objective, the planned activities and the proposed output. What indicators will best identify the attention paid to gender issues in the formulation of the objective, in the planned activities, and in the major output?

8. Identify relevant quantitative and qualitative indicators to measure the participation of women and men at each stage of the planned activities. Have sex-disaggregated, measurable indicators also been developed to show that both women and men have been included as agents and/or staff in the activities undertaken to meet the strategic objective?

9. Identify relevant quantitative and/or qualitative indicators to measure the outcome of the major output for women and men after three to five years. There is an important difference between planned outputs and outcomes. Consider the longer-term goal(s) which this specific objective is intended to address. How could success with regard to the impact of the major output be demonstrated after three to five years? What outcomes would demonstrate successful impact for both women and men after this time interval?

10. Ensure that appropriate plans have been made, including appropriate budget allocations, to enable sex-disaggregation of data at all levels of the major output. Is anything missing? Have appropriate plans been made to have all relevant data concerning inputs, target groups, activities, effects, user groups, disaggregated by sex to make effective monitoring and
The purpose of indicators is to serve as meaningful and realistic measures of change(s) over time. They bring to light issues and trends not otherwise easily observed or evident. They enable evaluation of the impact of policy and programs and improvements in all phases. Therefore indicators can be a measure of the extent to which society is realizing gender equality. Indicators can reveal positive or negative trends in programs. In case of positive indicators, an increase in their value would indicate progress toward equity in relations between women and men; for example, an increase in the quantity of property deeds held by women or by both members of a couple. An increase in the value of negative indicators points to a setback in achieving equality between women and men; for example, an increase in graduate unemployment among women compared with men.

Gender-sensitive indicators are signs that help to take the pulse of equality between women and men in a given place, whether it is worldwide, a region, a province, or a community. They are needed in order to measure progress or setbacks in reaching gender equality over time, in ways that may be analyzed and systematized. A summary of gender vulnerability in Malawi below is an example of some of these signs of inequality (Hay and Phiri, 2008).

Using indicators will make it easier to work out how to take women’s knowledge, experience and perspectives into account in planning and implementing the Hyogo Framework for Action. Monitoring and evaluation of indicators will illustrate the efficacy of a gender-sensitive approach and to what extent a community or society is upholding “the dignity and worth of the human being, in the equal rights of men and women and of nations large and small” as stated in the United Nations Charter preamble. This guideline provides a background to indicators specifically for use in the development of gender-sensitive policy, risk assessment and early warning systems.

Guidelines for Gender Sensitive Monitoring in DRR Projects

Successful gender mainstreaming in disaster risk reduction monitoring requires that all activities in a project cycle have a gender component from the stages of planning and design to implementation and project completion. The following guidelines, checklist and monitoring indicators may be considered and used in implementing gender-sensitive monitoring in the management of disaster risk reduction programs.

1. Gender sensitive baseline data are available or will be developed / collected and a gender-sensitive benchmark survey is conducted or will be conducted;
2. During the planning of the risk reduction activities gender needs are identified, prioritized and shared with stakeholders;
3. Data collection and target setting are responsive to differential gender needs in disasters and crisis;
4. Gender analysis of the program initiatives is done to identify and plan context specific interventions;
5. Capacities in identifying and addressing gender concerns of the UNDP DRR program implementers and stakeholders and other partners will be assessed and strengthened;
6. All the targets, goals and outcomes to be achieved have explicit and tangible gender component;
7. Gender sensitive indicators identified and the program staff and stakeholders educated;
8. Gender indicators included in program periodical reporting frameworks and matrix;
9. Gender disaggregated approach used in data collection for all applicable program achievement and progress monitoring indicators;
10. Effective feedback and reporting frameworks with a strong gender component ensured and developed and all feedback systems and assessment tools consider the differential impact on men and women.

Checklist for Effective Monitoring of Gender Mainstreaming in DRR

A checklist is provided here to support in guiding and directing projects or initiatives in DRR to be gender responsive. This will help the management team to design monitoring tools to steer initiatives based on the responses to gender needs in DRR programs.

- Does comprehensive national multi hazard risk profile include gender analysis in profiling risk for different communities?
- Do the program components have gender equality integrated into all planned activities and outcomes?
- Are the ongoing or future vulnerability and exposure assessments gender sensitive or not?
- Has/ have capacity assessment(s) taken into consideration the different gender needs and gender capacities of stakeholders and communities for better preparedness?
- Have hazard and risk assessments taken into account gender concerns at the time of data collection?
- Are vulnerability indicators and the progress and impact assessments of vulnerability reduction initiatives gender specific or not?
- Have the design and implementation of early warning activities taken into consideration the different needs and capacities of men and women?
- Are the knowledge management systems of the DRR program gender specific and gender responsive or not? This includes information management, information dissemination, media strategy, training, research, learning and publications.
- Have women been equally included in vulnerability reduction initiatives of providing sustainable livelihoods, micro-finance, insurance and social protection?
- Are the emergency response mechanisms in the event of a natural hazard like earthquakes, etc., designed with consideration of gender specific needs of men and women, girls and boys?
- Do the institutions at the national level and local level have capacities to mainstream gender into mitigation and preparedness activities or not?
- Are the relief activities in post disaster situations designed and implemented with sensitivity to women’s and girls’ and boys’ specific needs and situation specific demands?
- Are men and women given equal opportunity and information to participate in restoration and rehabilitation activities? Are they equally consulted or not? Are women involved in decision making?
- Is gender equality reflected in quality indicators in performance reporting?
• Does the issue / risks log take into consideration challenges in gender mainstreaming in program implementation?
• Are special or earmarked funds available for activities to address gender concerns?
• Do quarterly progress reports and annual progress reports provide details of gender initiatives implemented in the program?
• Does the quality assurance of project activity take into consideration gender issues through the use of different quality methods or tools such as assessments, reports of monitoring trips, minutes of meeting, quarterly progress reports and annual review reports?

Gender Responsive Monitoring Indicators in DRR

Important gender responsive monitoring indicators specific to the DRR context in Armenia are presented below. These indicators are not exhaustive and exclusive and may be updated from time to time depending on the program design and needs. These indicators will help to understand and support effective monitoring to address gender concerns of the DRR program.

1. Monitoring of vulnerability reduction:
Monitor to what extent DRR programs have reduced the vulnerability of women through enhancing their abilities to prepare, respond, adapt and recover from unexpected natural disasters or environmental changes.

**Indicators:**
1. Gender disaggregated base lines for vulnerability reduction activities are available;
2. DRR plans policies are explicitly gender inclusive;
3. In-depth evaluations of the existing risk assessment and monitoring capacities are gender sensitive;
4. Number of initiatives in each Marz and at national level that use explicitly gender responsive vulnerability assessments;
5. Gender disaggregated data of people affected, injured and killed by disasters;
6. Number of women involved in information campaigns with the objective of vulnerability reduction;
7. Progress achieved towards point 5 of the Eight-Point Agenda of BCPR Geneva and HFA;
8. Percentage of women and girls who participated in the vulnerability/risk assessments;
9. Percentage of change in the number of women and girls participating in vulnerability reduction programs;
10. Percentage of program budget spent on vulnerability reduction activities addressing gender concerns directly or indirectly.

2. Monitoring capacity development:
Monitor the extent to which disaster risk mitigation and preparedness initiatives have improved the capacities of women and men in addressing the challenges of gender inequalities in DRR programs.

**Indicators:**
1. Number of gender sensitization trainings held for addressing challenges in DRR;
2. Number of consultations and focus group discussions held for mainstreaming gender into DRR framework;
3. Number of participants in gender training/sensitization programs (gender disaggregated);
4. Change in the % of women and men trained in gender dimensions of disaster risk reduction;
5. Number of women attending preparedness and mitigation trainings;
6. Number of women participating in community resilience activities;
7. Response from gender advisors on the initiatives to study for gender sensitivity in DRR;
8. Percentage of resource persons and master trainers capable of conducting TOT on gender in DRR;
9. Percentage of women resource persons and master trainers capable of conducting TOT on gender in DRR;
10. Percentage of program budget allocated for gender training and sensitization of the program staff and stakeholders;
11. Percentage of women trained in emergency response, life saving skills, search and rescue, shelter management, water and sanitation and relief operations;
12. Percentage of preparedness and mitigation plans that are socially inclusive;
13. Baselines on gender disaggregated capacity development exercises are available.

**Monitoring partnerships, networking and advocacy for gender responsive DRR:**

Monitor advocacy and partnerships with stakeholders including national governments in initiatives that are gender sensitive.

**Indicators:**

1. An in-depth assessment/analysis of existing institutional and legislative framework for the disaster management in Armenia from gender perspective;
2. Inter agency mechanisms and UNDMT have a special focus on gender equality in DRR in all its ongoing and future coordination platforms and initiatives;
3. Information dissemination strategies and activities are designed and rolled out with sensitivity to outreach for women;
4. The DRR program has a clear strategy for gender responsive media advocacy;
5. Number of documents produced or new public awareness materials published that are gender sensitive;
6. Number of educational audio/video tools, films and advertisements on specific topics of disaster preparedness that have a gender dimension;
7. The language used in the reports and publications is gender sensitive and simple to comprehend;
8. Increase in the number of vulnerable women who have access to information tools and aids.
9. Number of case studies on gender equality initiatives in DRR programs including lessons learnt;
10. Number of discussions held with the government/partners and Number of common platforms held with stakeholders on addressing gender concerns in DRR

Gender sensitive monitoring guidelines in disaster risk reduction thus focus on how a project or a program contributes to improving the levels of involvement of women in mitigation and preparedness initiatives.
the same time they enhance the project relevance and impact as they create opportunities for learning lessons to inform the implementation of future programs.
SESSION 13

MAINSTREAMING GENDER INDISASTER CYCLE – PRACTICAL APPLICATIONS

In developing countries, where inequities permeate the social, economic, and political spheres, vulnerability cannot be viewed in generic terms. It has many facets which are summarized in the box below. Vulnerability is the cumulative product of a person's socioeconomic status, gender, age, and physical ability. Generally, women are more vulnerable than men, and poor women even more so. A poor, disabled, or aged woman head of household is extremely vulnerable, as are young girls whose family structures are shattered by disaster. For women, vulnerability also is determined by biology—pregnancy, lactation, and the reproductive cycle make them generally more vulnerable when disaster strikes. Gender inequality increases women's vulnerability before, during, and after disasters in many ways, depending on the type and location of a disaster, and the cultural and social context.

Gender Dimensions in Disaster Cycle

While each disaster follows its own timeline, there is a standard disaster cycle each phase of which requires special programming approach. Disaster stages include: pre-disaster, emergency, rehabilitation and reconstruction. In addition to these, the "relief-to-development continuum" addresses the complex relationships between disasters and development and presents post-disaster opportunities for transformation.

Phases of the Disaster Cycle

International literature on disasters documents the relevance of gender and insists on the inclusion of gender considerations in all four phases of disaster management. In the pre-disaster phase, gender differences exist in both the types of social and physical vulnerability to disaster and perception of risk. Women tend to suffer greater levels of vulnerability, often related to their unequal social and economic positions, while men tend to take greater risks. During the emergency and rehabilitation phases, men and women exhibit different coping strategies and routinely prioritize different types of needs. The gender composition of the population tends to change following a disaster, when the percentage of female-headed households typically increases. The rehabilitation phase can also create new gendered vulnerabilities including increased sexual violence against women and increased levels of aggression in men. In the transformative phase, gender roles and responsibilities can change dramatically and should be utilized to promote “positive social change.” The consideration of gender and disasters should include an examination of the relationships between and among men and women and not be limited to an analysis of women's roles alone.
Definitions

Definitions of the different phases of disaster are presented in the table below:

Adapted from: “Facing up to the Storm. How Local Communities can Cope with Disaster: Lessons from Orissa and Gujarat.” By Tom Palakudiyil and Mary Todd. 2003. Christian Aid

<table>
<thead>
<tr>
<th>Mitigation/Adaptation</th>
<th>Preparedness/Planning</th>
<th>Response/Relief</th>
<th>Recovery/Rehabilitation/Reconstruction</th>
</tr>
</thead>
<tbody>
<tr>
<td>Activities, often of long-term nature, which aim to reduce the impact of a hazard on vulnerable communities and address vulnerability conditions and their underlying causes. Can be structural (e.g. building physical structures), non-structural (e.g. early warning systems) or adaptive (e.g. growing drought resistant crops).</td>
<td>Activities implemented before disaster strikes • to prepare communities, plan, forecast, warn and take action to reduce possible damage • to enhance response mechanisms and resilience ability</td>
<td>Activities to provide emergency assistance, to reduce the probability of secondary damage and to speed recovery operations</td>
<td>This phase continues until all systems return to a normal or better condition. Short-term recovery initiatives aim to bring vital life-support systems back to minimum operating standards. Long-term recovery may continue for a number of years after a disaster. The purpose is to return life to normal or improved standard incorporating DRR and avoiding re-creation of vulnerabilities</td>
</tr>
</tbody>
</table>

The vulnerabilities of women and men change as the disaster-management cycle proceeds. The following analysis is therefore organized according to these stages. This analysis highlights major areas of vulnerability; it does not cover all aspects for all women in all disasters nor does it cover every way in which women are more vulnerable than men.

**Before Disaster and During Disaster Preparation**

Women are seldom represented in decision-making bodies before, during, and after disasters, and so their needs and interests are not taken into account. Women tend to be regarded as helpless victims who need to be protected and told what to do rather than potential resources. As a result, their transferable skills and potential roles in disaster mitigation, such as drawing on social networks for early warning, or making and carrying out evacuation plans, appear to be overlooked and underused.
During Disaster
Women’s access to early-warning systems for disasters is often minimal, leaving women especially vulnerable. Also, they often face restrictions in access to public locations where such information, however limited, is disseminated. Men often control household communication devices such as radio and telephones. Cultural practices may result in the loss of women’s and their dependents’ lives, if women delay escape until a male relative can decide whether to evacuate the family.
Women are responsible for the care of small children. A woman’s responsibility for her children adds to her risk during disasters. Conversely, small children become even more vulnerable because they are near their mothers, who are vulnerable as women. The same is true for the elderly and the disabled, whose care also falls on women. Women are less likely than men to have lifesaving skills such as swimming, climbing, technology knowledge because cultural restrictions define gender roles and responsibilities. This puts them in danger during and after a disaster and prevents them from saving other lives. As a result, casualties are higher among women and girls during and after earthquakes and floods.

During Disaster Response and Recovery
Women are often the last to receive space in safe areas, temporary shelters, and other forms of emergency relief. Little attention is paid to women’s needs in emergency-relief provision in terms of privacy, personal hygiene and sanitation, such as their need for sanitary napkins. These needs and women’s responsibilities are rarely considered in the design and planning for safe areas and temporary shelters. This results in inconvenience and increased workloads for women. In rural areas and among the urban poor, women are responsible for providing household fuel and water. In many cases, food and income also come mainly from women’s work. All of these duties become more onerous during and after disasters. In addition, women’s care-giving roles expand if immediate family members or other relatives are injured or left homeless as a result of a disaster.
Most relief and recovery is delivered with the assumption that what is good for the household - usually controlled by a man - is good for women. Relief in the form of food, money, and other resources is sometimes issued to the male head of household, thus increasing women’s vulnerability and reinforcing their already low status.

After Disasters
Disasters that force relocation or destroy sources of livelihood often increase women’s workloads and decrease their access to and control over food and incomes. This leads to a decline in their socioeconomic status and increased vulnerability to sexual exploitation. Relocation, whether planned or unplanned, often results in the loss of rural and urban women’s networks of friends, relatives, and neighbors, on whom they depend for practical and psychological support. Such support may include small loans of cash or other goods, sharing of equipment and sharing of child care and other forms of labor. Women’s indebtedness is likely to rise after a disaster because their borrowing increases.
Girls and young women are more likely than boys and young men to drop out of their learning institutions in the wake of a disaster. Their labor is needed in the household as the family’s livelihood dwindles, and they often face increased insecurity, including risk of sexual assault. The use of alcohol and drugs often increases at a disaster site, particularly when women lose control over income, and men become depressed about their inability to provide for their families. Alcohol and drug use deplete family resources and increase domestic violence, which is already a serious problem in many countries. Anecdotal
evidence suggests that trafficking of women and girls can increase in the aftermath of disasters as family incomes shrink. Women and girls report more symptoms of post-traumatic stress than men. This may be partly the result of women's dramatically expanded care-giving roles during disasters. It may also reflect a greater willingness of women than men to report such symptoms.

COUNTRY EXAMPLES: Documented evidence shows that the largest number of disaster casualties and deaths occur among women, children and the aged. Here we examine the socially determined vulnerabilities of women and the basis for this in three phases - before, during and after a disaster - drawing upon experiences from the Hurricane Mitch that affected Honduras and Nicaragua in Central America and Cyclones that affected Bangladesh in South Asia.

Hurricane Mitch

Pre-Disaster Gender Situation. In order to fully appreciate the gendered vulnerabilities that were revealed during Hurricane Mitch, it is important to understand the pre-disaster social and economic conditions of men and women in the region. Although both Honduras and Nicaragua have made substantial progress in the area of gender equity, significant challenges remain in the areas of women's economic participation, child and maternal health, and women's significant inclusion in democratic governance.

Gender and Mitigation. Despite the fact that Central America is one of the most disaster-prone regions in the world, relatively little prevention, preparedness or mitigation was in place prior to Hurricane Mitch. In the locations where disaster plans and other mitigating measures were in place, gender was only minimally considered. Most emergency committees were formed in a non-consultative manner and missed substantial opportunities to utilize local people's social capital, including coping skills. Some disaster committees in Honduras designed emergency plans in which women were to evacuate and take care of dependents while men were assigned the role of protecting assets, including land and animals. As a result, female-headed households were forced to chose between their children and assets. Having learned the importance of community organizing during Hurricane Joan, women’s groups in Mulukutú, Nicaragua, developed their own preparedness plans. Mitigation projects targeted to the household level consciously included men, women, and children, and achieved faster results than others in the region. Pilot programs in community-based mitigation, which envisaged women’s explicit participation and took into account their social as well as geo-physical vulnerabilities, succeeded in La Masica, Honduras.

Gender during Emergency and Rehabilitation Phases. Hurricane Mitch was the “storm of the century” in Central America, and the human, social, and economic losses were staggering. In Honduras, 1.5 million people were directly affected, and damage estimates reached $3.79 billion. Meanwhile, in Nicaragua damages of $987 million were counted and over 850,000 people were directly affected. However, these damages were not evenly distributed across the population. The most marginalized members of society, including small producers, street children and female-headed households were among the ranks of the poor hardest hit by Mitch.

Although additional data are needed, most preliminary analyses indicate that gender was a critical factor during and immediately after Hurricane Mitch. More men than women died as a direct result of Hurricane Mitch, probably because of male involvement in search and rescue and men’s higher levels of risk.
tolerance. Men and women worked side-by-side during the emergency and observers were impressed by the high level of community participation. The fact that women cleared roads, dug wells, and performed other non-traditional tasks was surprising to many relief workers. Women’s groups mobilized to clear roads, provide food assistance, and organize relief efforts at community level.

During the rehabilitation phase, and especially in temporary shelters, women took on a “triple duty” of reproductive work, community organizing and productive work in the informal economy, while men tended to return to their traditional role of waged work outside the home. The burden of the tremendous impact of the disaster on children and the elderly fell largely on women’s shoulders. Female headship increased from a pre-disaster level of 24.3 percent to 40 percent in Nicaragua, and went from 20.4 percent to over 50 percent in Honduras. Male migration increased substantially following the hurricane.

Re-entry to the formal labor market has been slow in both countries, especially for women. While losses to the informal sector are difficult to quantify, reports indicate that many households lost stock and equipment, due to the hurricane and subsequent events such as widespread looting. Reports indicate that women’s access to short-term economic activities, such as Food For Work, was limited. Some men complained that their work in short-term relief projects prevented them from returning to their agricultural work. Agricultural losses were the single biggest impact of the hurricane; small producers, with few reserve resources, were especially hard hit. Reports indicate that women, who tend to have smaller plots and less access to credit and extension services than men do, were dropping out of agricultural production.

Men and women exhibited markedly differing coping mechanisms during the rehabilitation phase. Women continued to be “on the job,” mobilizing social networks and engaging in reproductive work, while men generally resorted to risky behavior, with both positive and negative consequences; for example, search and rescue missions and dangerous reconstruction efforts on the one hand, and gambling, increased alcohol consumption, and aggression on the other. Women’s psychosocial symptoms following the disaster included depression, sleeplessness and migraine headaches, while men’s symptoms typically involved the above-mentioned tendency towards risky behavior as well as dysfunctional social behaviors such as aggression.

There were clear gendered differences in the perception of the impacts of the disaster. Women in one community in Nicaragua listed “fear” as the worst impact of the disaster, and men in the same community thought “decreased coffee production” was the worst thing about the disaster. Most short-term rehabilitation projects featured “men with bulldozers” and concentrated on public infrastructure, which was not necessarily the identified priority of the local population.

**Gender and Reconstruction.** Men and women have different priorities and are differently engaged in the reconstruction process. National governments present reconstruction plans that place a heavy emphasis on public infrastructure, while NGOs and other actors in civil society tend to prioritize housing, agricultural production, and political decentralization. Many local governments and NGOs believe that major infrastructure has been overemphasized in national government reconstruction plans. Projects in sectors prioritized by marginalized groups, such as housing for the poor and income-generation for female-headed households, face the greatest challenges to implementation. Where psychosocial counseling was
included in rehabilitation activities and gender roles were carefully considered, people were able to return to productive economic activities more quickly.

Many implementing agencies have consciously not engaged women because they assumed that their needs would be addressed in projects targeted to “family wellbeing.” Ad-hoc assessments and lack of gender analysis tools has precluded the careful consideration of gender in reconstruction planning. Consultation with local populations and with women in particular, has been limited. Women have been most involved in decision-making in instances where their participation was explicitly sought. While men and women have been equally involved in hands-on project implementation when permitted to do so, many projects have been top-down and non-participatory due to the “tyranny of the urgent.”

Opportunities for Transformation. The aftermath of Hurricane Mitch provides an opportunity to transform the basic inequalities which laid the ground for such devastation. The tremendous scale of the disaster creates an opportunity to literally re-write the history of development in the region. The high profile of specific vulnerabilities, such as gender and environment, provides government and civil society with a unique opportunity to address the root causes of environmental degradation and gender inequity. The “can do” attitude of the general populace represents an opportunity for increased participation and democratization. The active engagement of civil society and the increased dialogue among government, civil society, and the international community may contribute to a further democratization of governance. Reconstruction planning and implementation provide a tremendous opportunity for the continuing process of decentralization and local government strengthening.

The personal experience of women and men working side-by-side in collaborative fashion creates an opening for the transformation of gender roles and responsibilities. Women and men are learning non-traditional skills. This same transformation creates the possibility of future conflict over gender roles, as women who assumed more public positions during the reconstruction phase are unlikely to willingly return to exclusively private spheres. Some reconstruction projects have led to the transformation of power relationships within the household by facilitating the economic and social empowerment of women.

Invisibility of Gender during Hurricane Mitch. Despite the substantial literature on gender and disasters, most actors in Central America did not consider the issue during their response to Hurricane Mitch. There are several reasons for this and they represent the major challenges to be overcome in order to mainstream gender considerations in disaster management. The tremendous time and resource pressures of Hurricane Mitch resulted in the “tyranny of the urgent,” which overrides developmental concerns and sustainable approaches, including gender sensitivity. The lack of institutional familiarity with disaster management in general and shortage of experience with post-disaster assessment methodologies led to a narrow view of disaster impacts as exclusively physical. This also precluded effective consideration of gender concerns. The lack of coordination between disaster response and long-term development was a significant limiting factor. The absence of institutional capacity in gender analysis and the apparent resistance to the inclusion of gender as an analytical construct further hampered the inclusion of gender.
Bangladesh Cyclone

Before Disaster
In the 1991 cyclone, warning signals failed to reach large numbers of women who were in their homes or homestead. As a result, they died. In a highly sex-segregated society, warning information was transmitted by males to males in public locations where males congregated, with the assumption that this would be communicated to the rest of the family - which by and large did not occur. Those who heard the warning ignored it because cyclones occurring after the 1970 disaster had not caused much devastation. In the resulting procrastination, women who had comparatively less knowledge about cyclones and were dependent on male decision making, perished, many with their children, waiting for their husbands to return home and take them to safety. Those reaching shelters found them badly designed and insensitive to gender and culture-specific needs. Not only were large numbers of men and women huddled together - a rarity in a culture of seclusion - but the shelters lacked separate toilets, water, toiletries like sanitary pads, thus reducing privacy levels. This especially enhanced the discomfort of menstruating, pregnant and lactating women.

During Disaster
In this cyclone, more women died trying to save themselves and their children. Women found it difficult to climb rooftops and trees and swim against the surge with their children – they suddenly found themselves in a situation where they had to engage in vigorous ‘masculine’ activity which they used to refrain from in routine living. In a culture where female modesty is highly valued, the dress code - the ‘sari’ - became a death trap for women, inhibiting quick movement.

After Disaster
In general, experience shows that disasters result in increased workload for women. Not only are women engaged in providing for the physical needs of their families (food, clothing, shelter, fuel, water, health care) but they are also involved in emergency operations such as the construction of make-shift shelters to overcome the marooned situation in floods and cyclones, constructing rafts and scaffolds to remain above water levels, sheltering animals, protecting their children and animals from snake and insect bites, taking special care of infants and the aged, particularly if they are ill.

Despite this workload increase and the creative contribution of women to the survival process, they did not have access to items which they were responsible for providing to their families during rehabilitation. Women were disadvantaged in battling with physically stronger men in relief distribution queues and were hesitant to approach male distributors in a sex-segregated culture. Assuming that households are headed by males and that there exist internal family equality and harmony of interests, immediate relief and long term recovery support for income generating and housing reconstruction activities was distributed to males. Women, even those from women headed households, were marginalized in the process. Moreover, in all these situations women reported that male heads of households often used relief items for their own needs and priorities, rather than those of the household (e.g. men spending money to buy cigarettes, etc). Land and housing allocations during rehabilitation are often tied to previous patterns of landownership. Women, even those who are household heads, do not usually own land and even in the
situation of a disaster they do not get the opportunity to acquire such assets, these being instead given to their sons (even minors) or brothers of the male victim instead of the wife.

**Recommendations**

Governments and development agencies should carefully examine the lessons learned in order to utilize the unique opportunity for social transformation and to mitigate future vulnerability to disaster. They should:

1) Generate and analyze additional data on gender and disasters, and, where possible, conduct additional research with all data disaggregated by sex. Pilot projects on reconstruction and gender should be considered. The international dialogue on gender and disasters should continue.

2) Develop, implement, and promote capacity-building in gender and disasters both in development agencies and at all levels of government. Include information about disaster mitigation and gendered responses to disaster in existing gender products and analyses. Integrate information about gender, including social vulnerability, in existing disaster products. Promote specific capacity-building for headquarters and field-based staff. Support capacity-building about gender and disasters in municipal development committees and micro-planning efforts.

3) Adapt methodological tools and create policy instruments to incorporate gender and disaster concerns. Consider adapting the SCAT (Social Capital Analysis Tool) to meet the information needs of task managers. Explicitly integrate gender into future disaster policy documents and also incorporate disaster management issues in existing gender policy instruments. Develop indicators to measure progress and reinforce new policies with incentives.

4) Increase democratic participation and promote robust consultative processes in disaster and development programming. Adopt participatory and inclusive assessment methodologies.

5) Promote involvement, consultation, and participation of the broader civil society. Partner with civil society institutions, utilizing the specialized expertise of NGOs in gender and social vulnerability reduction. Continue the dialogue between and among civil society, government, and the development agencies on reconstruction priorities and the engagement of stakeholders.

6) Integrate disaster management and sustainable development policies and actions. Strengthen disaster/development linkages at local levels through resource and skill transfers. Coordinate the planning and implementation of disaster reconstruction projects with ongoing development. Prioritize and address vulnerability reduction as a goal of regular development planning. Include disaster mitigation analysis in program design. Develop indicators which reflect the complex interaction of gender, disasters and development.

7) Consider social as well as physical vulnerability in mitigation projects. Formulate and implement such disaster policies which explicitly incorporate gender concerns. During disasters, implement pilot and special initiatives, including development of poverty maps. Improve coordination with international actors and NGOs during disasters. Examine the level of emphasis placed on physical infrastructure.
Gender Strategy for Practical Mainstreaming

The cross-cutting nature of gender on the one hand and the broad development context of disaster management on the other, require that all state organs, development actors and the general public participate in the implementation of gender responsive disaster management projects. This can be achieved through two broad objectives: (a) the first is to mainstream gender equality objectives in all disaster management activities and at all levels; and (b) the second is to promote women’ empowerment through affirmative action programs, capacity building and access to resources.

This gender strategy should be cushioned on three critical premises:

a) That action on gender in disaster management has, and is seen to have, support at the highest level;
b) That this should be matched by systematic budgetary allocation to institute the development of a gender strategy through a participatory process, and build technical capacity for its implementation;
c) To ensure that, in developing a gendered strategy for disaster management, there is a clear understanding, at regional, national and community levels, of gender, the need to incorporate this dimension into projects and programs, and the required skills and capacities, as well as indicators to track progress in strategy implementation. All of these can be implemented through various projects.

Prerequisites of effective management of gender issues in disaster management are:

a) All project actors should undergo a gender sensitization and gender analysis training. This should aim to equip them with skills to recognize and exploit potential avenues for enhancing a gender responsive culture. It will help project actors in preparing gender responsive work plans.
b) Special effort should be required from researchers, planners and policy makers in disaster management to establish the use of disaggregated data as the basis for collecting and analyzing information, designing programs, monitoring and evaluating disaster management projects.
c) Activities aimed at promoting gender and women’s empowerment should be planned in the design of disaster management projects.
d) Women should be selected for the implementation of specific activities for disaster management in areas such as:
   - Women and conflict management;
   - Women and market information systems;
   - Women and environmental management;
   - Affirmative action for women’s participation in disaster management structures;
   - Leadership training for women’s organizations and women leaders;
   - Women and cross-border disaster management.
Ways in which gender can be incorporated in disaster management and which require special tools to be developed, are provided below:

- Including gender and disaster management in training modules;
- Gender sensitive early warning systems;
- Gender responsive research and vulnerability analysis for disaster management;
- Gender issues in rehabilitation and relief;
- Developing information materials and bulletins on gender and disaster management;
- Strengthening of the information sub-system for disaster management to obtain comprehensive gender relevant information;
- Developing engendered culture and creating resources for increasing public awareness and providing public information on disaster management in regions;
- Developing gender responsive indicators for risk and vulnerability assessment in both rural and other areas with high probability of disaster;
- Incorporating gender components in relevant disaster prevention and mitigation, disaster preparedness and disaster response projects.

Core elements of this approach to gender mainstreaming in implementing disaster preparedness strategies should therefore be incorporated in all the projects that are designed to address the specific strategic areas identified below.

1. Policies and legislation at regional and national levels;
2. Development of appropriate framework of principles and mechanisms for their implementation;
3. Establishment of a framework for effective collaboration between actors in the sub-region system;
4. Development of capabilities to ensure that interventions are based on timely information about events and processes likely to result in disaster;
5. Ensuring that communities are aware of disaster hazards and are capable of acting effectively when disaster strikes;
6. Establishing mechanisms and infrastructure for timely identification and mobilization of resources;
7. Establishing mechanisms for targeting and timely provision of necessary food and non-food assistance.

Further reading:

CASE STUDIES

Case study 4: Nepal

Supplies needed: Flip charts, markers

Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation

The Initiative

In Nepal, poor rural women suffer greatly from climate change, and policy and funding must take their needs into account. Although they have significant knowledge to share about adapting their agricultural practices to build resilience to weather-related hazards and reduce disaster losses, they do not participate in any decision-making on climate change policies.

Nepalese women in poor and remote communities use video as a means of communicating their climate change concerns and experience to policy-makers at local and national levels. This initiative addresses the serious gap between climate change policy makers and women at the grassroots who are already amongst the most affected by climate change. It also empowers grassroots women to become advocates for change instead of passive objects of research. This has developed their capacity to keep their issues on the ever-evolving policy agenda.

This initiative captures the experiences, opinions, needs and recommendations of poor women in isolated Nepalese communities, to feed into the climate change adaptation policy and funding process. The films are recorded by women, who then write a storyboard that guides local NGOs when editing. Clips from the interviews are presented to stakeholders at local to national level working on the design of Nepal’s National Adaptation Plan of Action.

How the initiative links Gender, DRR and Climate Change

Evidence shows that women are more affected by disasters and because of power imbalances between men and women they are likely to experience the most negative impact of climate change on their health, food security, access to water and livelihoods. For women, making sure their voices are taken into account in climate change and disaster risk reduction policies is a human rights issue.

The initiative sheds light on women’s experiences in the face of increasing weather and climate-related disasters women’s adaptation skills to climate change. It also demonstrates women’s capacities in adapting to climate change and disaster risk reduction techniques used by them to combat flood, droughts and other weather-related disasters which tend to increase due to climate change.

This re-positions grassroots women in the climate change policy debate because they have the right to participate and are a source of knowledge for adaptation.

This research developed from an initial study by Action Aid and the Institute of Development Studies (IDS) at Sussex University. This study examined how women are coping with and adapting to climate change, and their most urgent needs for adapting their livelihoods. The study was carried out after the disaster triggered by monsoon floods in 2007 in Bangladesh, India and Nepal. In Nepal, the study was implemented in the village development committees (VDCs) of Matehiya and Suryapatuwa in the districts of Banke and Bardiya in the mid-western region, which were highly vulnerable to climate change impact. VDCs are the smallest government administrative units.

The villages had neither electricity, nor transport links, and were chosen...
because of being high risk areas inhabited by poor communities deprived of basic services. This is a result of such factors as the civil conflict and the population’s dependence on agricultural livelihoods that have been severely affected by changes in the monsoon pattern.

The study asked women what they would like to do to adapt to climate change and reduce the risk of disasters that would destroy their livelihoods. Focus groups of women were asked about their existing strategies and mechanisms to cope with increases in flooding and what they perceived as the main constraints and barriers to effectively securing their livelihoods. Teachers, local authorities, rescue groups and local associations involved in the management of water and forestry resources were also used as key informants and to validate the information collected in the focus groups. The research enabled women to convey their messages to policymakers.

The research initiative’s methodology consisted of the following steps:

- Workshop to train the research team, presentation of project to women and local organizations in project locations (areas in Nepal where the climate change risk is high and where Action Aid operates);
- Training women and partners in the use of cameras and storyboarding to ensure that local organizations do not alter messages when editing.
- Women interviewing each other and using cameras to document their problems and produce short films;
- The last stage involves presenting the videos to government officials, academics and others involved in policy-making.

Task: The participants are divided into 3 groups and are asked to analyze the following case study using the gender analysis methodology:

Group 1: Needs assessment aspects
Group 2: Activity profile
Group 3: Resources, access and control profile

<table>
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<tr>
<th>Aspect</th>
<th>Description</th>
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| Needs assessment | What are the priority needs of women and men?  
What factors are causing these needs?  
How can we meet these needs?  
What problems can we resolve at the local level?  
What capabilities exist in the community?  
What problems require outside intervention?  
What type of intervention is necessary: training, money, etc.? |
| Activity profile | Who used to do/is currently doing what?  
What did men, women, children, etc. used to do, and what are they currently doing?  
When do they do these activities, each day, twice a year, etc.? |
Where do they do these activities; are there special risks associated with the activities?  
Have the activities of different people changed?  
What is the division of labor along gender lines like? Is it flexible or not in terms of the mentioned activities?  
What is the significance of the division of labor, power relations, the vulnerability of individuals, etc.?  
Have the people who carry out the various activities changed?  
What are the consequences of these changes?

| Resources, access and control profile | What resources are used by men and women to carry out their activities?  
Have they lost these resources?  
What resources (land, skills, money, savings, loan arrangements, etc.) are available to men and women?  
Do men and women have control of resources or the ability to decide how and when to use them, etc.?  
How are they using these resources to deal with the situation? What are the effects?  
Are there new sources of resources, e.g. credit, etc.? Who has access to these sources, and what are the effects in terms of power relations etc.? |

**Case study 6: Empowerment circle**

**Supplies needed:** Flip charts, markers, colored stickers

**Task:** Participants are divided into three working groups and are tasked to fill in the empowerment circle (see the picture) evaluating their skills. Stickers are identifying colors of strengths or weaknesses (green – good skills, yellow - medium, red - lack of skills).

This task helps to evaluate the general skills and knowledge of the participants on the use of new technologies in their daily professional activities, use of IT /new software, project planning and execution, effective communication, financial management and planning, presentation skills, community mobilization and community management.

**List of Resources and References**


This article explains the differential impact of natural disasters on men and women not merely by recourse to different physical, biological or physiological gender differences, but also by the different socially constructed vulnerabilities as well as existing patterns of gender discrimination.


This publication offers much-needed policy and practical guidelines for national and local governments to further gender mainstreaming and thus implement the HFA.

4. Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction Beijing, China, 2009

Papers from this conference reinforces the commitment of different countries to prioritizing gender in risk reduction, climate change adaptation and post disaster recovery and reconstruction.

5. Gender Equality and Disaster Risk Reduction 8 pp. March 8, 2005. Sálvano Briceño, Director, ISDR Secretariat (Geneva) High-Level Panel on the Occasion of the International Women’s Day,

This presentation emphasizes gender as an integral part of disaster risk reduction and response

6. BCPR Eight Point Agenda 2007, Bureau for Crisis Prevention and Recovery, UNDP

This agenda is to achieve gender equality as a core goal of human development through promoting gender mainstreaming.

7. Fact Sheet: Gender and Natural Disasters AMRO/PAHO

This publication gives an overview of what the gender dimensions of disasters are and the means to integrate gender into disaster risk management. This fact sheet presents how men and women are vulnerable in different ways and how to mainstream gender in disaster risk reduction programs.


This publication discusses the need for protecting men and women from disasters using a rights-based approach. Detailed operational guidelines provided in this document may help in enhancing community resilience and gender equality in DRR.

This Handbook sets standards for the integration of gender issues from the outset of an emergency or disaster, so that humanitarian services provided reach their target audience and achieve maximum positive impact.

http://humanitarianinfor.org/iasc/gender


This publication is a collection of 15 best practices in advancing gendered disaster resilience in different countries


11. Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation; Good Practices and Lessons Learned UN/ISDR 2008

This publication seeks to highlight initiatives that have successfully used disaster risk reduction as a tool to adapt to climate change and reduce risks and vulnerabilities in various parts of the world.


A practice note prepared for the Disaster Mitigation Institute, Ahmedabad, Gujarat in the aftermath of the 2001 earthquake. It Includes points that require attention in relation to livelihood, violence, housing, participation and other areas of concern.

http://gdnonline.org/resources/gender-sensitive-planning.doc

13. Gender Considerations in Disaster Assessment WHO 2005

This paper raises key gender questions to be asked in disaster assessments and also provides principles of good practice for post disaster need assessments.


This publication discusses principal conceptual and methodological advancements on gender relations in the context of climate change with the objective of providing guidelines for stakeholders, actors, practitioners and consumers.


This document explains key linkages between climate change and gender inequality, focusing particularly on adaptation and mitigation policies and practices. The authors note that while there is a wealth of literature on gender-based issues related to environment and disasters, there are few references to gender and climate change.

http://www.bridge.ids.ac.uk/reports/Climate_Change_DFID_draft.pdf

This publication provides an overview of concepts and practical guidelines for implementing gender sensitive responses to climate change in the context of the livelihoods approach ftp://ftp.fao.org/docrep/fao/010/a1395e/a1395e00.pdf

17. 52nd session of the Commission on the Status of Women on “Gender Perspectives on Climate Change” 2008, Interactive expert panel.

This report addresses emerging issues, trends and new approaches to problems affecting the situation of women or equality between women and men in the context of climate change. http://www.un.org/womenwatch/daw/csw/csw52/issuemspapers/Gender%20and%20climate%20change17.pdf

18. Indigenous Knowledge: Disaster Risk Reduction, policy note, United Nations International Strategy for Disaster Reduction Secretariat - Asia and Pacific (UNISDR - AP); European Union (EU); Kyoto University; Sustainable Environmental and Ecological Development Society (SEEDS), Rajib Shaw, 2009.

This policy note aims at providing a directional path for mainstreaming indigenous knowledge in disaster risk reduction by national authorities. It addresses thematic areas such as: climate change, urban risk reduction, gender and inclusion, mountain ecosystems, water resource management housing, etc.


19. Community based disaster risk reduction regional consultative meeting, West Asia, Middle East and North Africa region: summary and proceeding report. United Nations International Strategy for Disaster Reduction Secretariat - Regional Office for Arab States (UNISDR - ROAS); International Federation of Red Cross and Red Crescent Societies (IFRC)2008

This report gives a summary of the meeting, as well as recommendations to integrate disaster management and risk reduction into the development agenda, through disaster risk reduction training and capacity building and comprehensive disaster risk reduction planning processes and frameworks at national and local levels. This addresses the issues of community based disaster risk reduction, climate change, risk assessment, gender, partnership and exchange of good practices.


The paper outlines the role of socio-economic and gender analysis in addressing the need to tackle root causes of vulnerability to natural disasters.


Australia - government; Australian Agency for International Development (AusAid), Australia - gov; United Nations Development Programme - Pacific Centre (UNDP) 2008

This publication summarizes the issues and outcomes from the forum on the Gendered Dimensions of Disaster Risk Management and Adaptation to Climate Change, held at the forum’s interactive group discussions. It provides a starting point for further discussion and exchange on these important issues.

http://www.preventionweb.net/files/10492_StoriesPacific.pdf

23. UNDP Kyrgyzstan “Gender Mainstreaming Strategy” (2008-10)
25. UNDP Gender and DRR brochure, Armenia 2010
27. Gender Policy Concept Paper, February 18, 2010
29. Gender Approaches in Conflict and Post-Conflict Situations, UNDP
30. Equal opportunities Ombudsman (Sweden), www.jamombud.se
31. RA Law on Local Self Governance
32. RA Constitution
33. Needs Assessment: Gender Mainstreaming into Disaster Risk Reduction – N. Harutyunyan, UNDP National Gender Expert
38. Armenia’s National Strategy on Reproductive Health Improvement, UNFPA, 2009
41. Weaving Gender into Disaster and Refugee Assistance, Handbook, Commission on the Advancement of Women, October 1998
42. Gender and Qualitative Interpretation of Data, Swiss Agency for Development and Cooperation (SDC), Federal Department of Foreign Affairs (DFA), www.deza.admin.ch, in coordination: University College London, DPU Development Planning Unit Editor: Nadia Taher Governance Division / Gender Unit. The Publication is based on a study carried out by Laboratoire de Démographie economique et sociale, University of Geneva
43. Making Disaster Risk Reduction Gender-Sensitive, Policy and Practical Guidelines, ISDR, Published by UNISDR, UNDP and IUCN. Geneva, Switzerland, June 2009.
44. Disaster risk reduction and emergency management in Armenia, GFFDRR, 2009

45. Empowerment of Rural Women in Armenia Project, Causality Analysis of Women’s Participation in FAA, Agribusiness Research Group of the International Center for Agribusiness Research and Education (ICARE) in partnership with Federation of Agricultural Associations (FAA) Yerevan, 2007


47. Report of the Expert Group Meeting Ankara, Turkey, 6 – 9 November 2001

48. Mandates of the relevant Ministries, agencies and national and international legislation regulating DRR and Gender in Armenia

49. Disaster and Emergency Response (DER) Group, Gender and Diversity Checklist for Disaster and Emergency Response Produced by DER Working Group on Gender and Diversity in Disasters, October 2006

50. The GLOBAL FUND for Women Caught in the Storm: The Impact of Natural Disasters on Women, By Lin Chew and Kavita N. Ramdas

51. Disaster Risk Reduction Tools: Gender assessments, Knowledge for Recovery Series

52. Info Kit #7 Disaster Risk Reduction: Gender Assessment, International Recovery Platform

53. Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation, Good Practices and Lessons Learned, 2008, ISDR

54. Gender disaster risk reduction: A Working Glossary in Support of the GDN Gender Note Series: Compiled by E. Enarson (Oct. 2009) in support of the GDN Gender Note Series. I gratefully acknowledge input from Maureen Fordham and other colleagues on the ISDR Gender Expert Team for original glossary items.

55. Italy, National progress report on the implementation of the Hyogo Framework for Action, Name of focal point: Dr MIOZZO Agostino, Organization: Civil Protection Department, Designation: Director General, International Relations Office