Gender and Disaster Risk Reduction
A training pack

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Bima, Indonesia. Photo: Oxfam

Oxfam

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Contents

Equipment needed: flip chart, markers, pens, sticky notes (post-its), sticky tack (blue tack), metacards (sheets of coloured paper, about half the size of regular A4 printer paper).

Materials needed: Handouts and PowerPoint slides can be found at www.oxfamorg.uk/genderdrrpack

Introduction

Understanding how gender relations shape women's and men's lives is critical to disaster risk reduction (DRR). This is because women's and men's different roles, responsibilities, and access to resources influence how each will be affected by different hazards, and how they will cope with and recover from disaster. Unequal power relations between women and men mean that, despite the incredible resilience and capacity for survival that women often exhibit in the face of disaster, they also experience a range of gender-specific vulnerabilities.

Oxfam believes that all of its work should strive to strengthen gender equality and women's rights by transforming the balance of power between women and men. It sees this as both a matter of justice and basic rights, and as a means of addressing poverty and suffering more effectively. This is particularly important in preparing for, and responding to, disasters and the impacts of climate change, as these tend to magnify existing inequalities between women and men.

This training pack has been written for Oxfam programme staff, partner organizations, and other agencies working in areas associated with DRR. Its purpose is to provide a 'gender lens' through which they can plan, implement, and evaluate their work. The focus here is on the operational aspects of projects and programmes, and to a lesser extent on influencing broader institutional policies and practices through policy and advocacy work. The pack aims to develop participants' skills and competencies in addressing gender issues throughout the project cycle, from assessment, analysis, and planning through to implementation, monitoring, and evaluation.

This training pack does not provide specific guidance or materials on how to adapt to climate change. For guidance on gender and climate change and for specific resources such as the IUCN and UNDP's 'Training Manual on Gender and Climate Change Adaptation'[1] adaptation, please contact the Adaptation and Risk Reduction Team (arr@oxfam.org.uk)

This introduction begins by explaining how people's experiences of disaster are shaped by poverty and inequality, why addressing gender inequality is critical for effective programming and how Oxfam approaches this work. It uses examples from Oxfam's work to demonstrate how this approach is put into practice, and with what results. The second half of the introduction describes the structure and content of the training pack, and gives practical advice for trainers and facilitators on how to run the workshop.

1 Disasters, poverty, and inequality

Hazards become disasters when they occur in vulnerable populations. Vulnerable communities and households do not have sufficient capacity to respond to and protect themselves from the impact of unexpected events. The risk of a disaster occurring following an extreme event, such as an earthquake, flood, or drought, is inextricably linked to the vulnerability that millions of poor women and men face on a daily basis. Deepening poverty, environmental degradation, unplanned urbanization, and the effects of climate change are making more women and men more vulnerable to disasters than ever before. And with climate change increasing the frequency, intensity, and unpredictability of extreme weather events, already vulnerable populations are experiencing more and more disasters, leading to increased loss of life, injury, mass population displacements, and economic crises.

Poverty plays a critical role in determining a person's resilience to disaster. Factors such as poor housing, farms and settlements in unsafe locations, fewer resources, less robust coping strategies, inadequate access to information, and limited participation in decision making mean that poor women and men are hit hardest by the impacts of natural hazards, and recover much more slowly.

Those sectors of society that have the most limited access to resources, opportunities, and power are likely to be most vulnerable to the effects of extreme events – they include women, children, frail and elderly people, those with HIV status, refugees, ethnic minorities, people of lower caste and class, and people with disabilities, as well as those belonging to other marginalized groups.

Analysing the resilience of communities means exploring the vulnerabilities and capacities of different groups in society. In this pack, we will look particularly at the different experiences of women and men in this regard. The disadvantages faced by many women – their unequal access to resources, legal protection, decision making and power, their reproductive burden,[2] and their risk of exposure to violence – mean that they are more vulnerable to poverty and to the impacts of disaster. But women also show remarkable resilience in the face of risk and disaster. Their knowledge of and responsibilities for natural resource management and building sustainable livelihoods have often been critical in mobilizing communities to prepare for and to respond to disaster.[3] Women's ability to organize in order to claim their rights and to ensure the survival of their communities demonstrates their capacity as agents of change.

Women and men have specific vulnerabilities to risk and disaster. A dramatic indicator of women's particular vulnerabilities is the difference in the mortality rates of women and men during and following disasters. Several studies have shown that disaster mortality rates are higher for women than for men and that an important factor in this can be the differences in vulnerability of women and men as a result of socially constructed gender roles. For instance, women and girls are less likely to have been taught how to swim, which means they have lower chances of survival in flooding. And because they are most often involved in child care and their mobility may be restricted, they are more likely to be at home (often in poorly constructed houses) when an earthquake, hurricane, or landslide strikes. Following the 2004 Asian tsunami, Oxfam found that girls and women in many villages in Aceh, Indonesia, and in parts of India accounted for over 70 per cent of the dead.[4] In the 1991 cyclone disaster which killed 140,000 in Bangladesh, 90 per cent of victims were women.[5] A study of 141 countries found that more women than men are killed during disasters, and at an earlier age; particularly in poor communities, because of the discrimination they suffer due to their gender.[6]

The next section describes how understanding the way in which gender relations shape a community's experience of and response to the impacts of disaster is critical to ensure effective programme planning. It is also important that women are empowered by this process, rather than further disadvantaged.

2 Oxfam's approach to addressing gender in disaster risk reduction

Oxfam believes in the rights of citizens to be protected from risk. Therefore, we aim to ensure that our development, humanitarian, and campaigning work addresses the underlying causes of vulnerability to disaster by incorporating an analysis of disaster risk and taking actions to reduce it. We call this taking a DRR approach.

DRR is defined as both the concept and practice of reducing disaster risks, through systematic efforts to analyse and manage the causal factors of disasters. It is concerned with managing intensive, extensive, and emerging disaster risks both hydro meteorological as well as geophysical.

In the face of a changing climate, where weather-related hazards have become more frequent and/or intense, 'business-as-usual' DRR is no longer sufficient. Disaster risk analysis and planning now

imperatively needs to go beyond using people's perceptions and past hazard trends. It now needs to examine how climate change is affecting hazard trends, as well as other perceived or likely changes, and how these impact on women and men, girls and boys.

The following are some DRR activities in which Oxfam is involved:

- supporting communities to better understand their risks and changing hazard profiles as a result of climate change;
- preparedness planning and early-warning systems;
- improving housing, constructing safe places, conserving coastal vegetation, building flood defences;
- strengthening food security and encouraging the adoption of livelihoods that are more sustainable in light of the hazards people face (e.g. crop diversification, natural resource management, savings groups);
- providing human, financial, and technical resources and services to support local DRR;
- improving access to appropriate, reliable information, forecasts and early-warning systems;
- improving public health (e.g. access to water, HIV prevention, malarial nets);
- strengthening institutional systems and capacity for DRR, locally and nationally;
- lobbying for national policy change on DRR and holding governments to account for the development and implementation of DRR policies for vulnerable communities.

Oxfam is committed to ensuring that DRR interventions, some of which are described above, address the gender-differentiated concerns and interests of women and men and take measures to transform the balance of power between women and men. This means taking action to address both women's immediate practical needs and their longer-term strategic interests. It also means taking measures to ensure that women are protected from violence, particularly since this threat is known to increase during and after disasters, both within and outside the home.

Oxfam has long recognized gender inequality as being not only a fundamental abuse of women's human rights, but also a major barrier to sustainable development. Working toward gender equality is thus both a question of justice and basic rights, and a means of addressing poverty and suffering more effectively. On the one hand, Oxfam's strategy to promote gender equality invests in targeted women-specific programmes. On the other, it attempts to mainstream an awareness of gender and its impacts across all of its work. The aim of both is to ensure that programmes benefit both women and men, do not harm or exclude women, and help to redress existing gendered imbalances.

Oxfam understands gender mainstreaming as *a process of ensuring that all of our work, and the way we do it, contributes to gender equality by transforming the balance of power between women and men'.* This means supporting women in their efforts in a range of areas including: greater access to and control over resources; stronger participation and leadership in decision-making processes; challenging stereotyped gender roles and reducing women's reproductive burden; and protection from gender-based violence. Overall, Oxfam aims to support women to experience an increasing sense of empowerment and agency. In terms of programme management, it is a matter of ensuring that the different concerns and priorities of both women and men fundamentally shape the whole cycle of risk assessments, objective setting, planning, budgeting, selection of partners, implementation, and monitoring and evaluation.

In order to support these objectives, Oxfam also tries to ensure that its own internal systems and structures reflect an awareness of gender equality, and aim to strengthen it. Oxfam also expects this of its partners. This includes technical issues, such as policies, planning, budgets, monitoring and evaluation systems, performance management, and the recruitment, training, pay, and gender balance of staff; political issues such as decision making, opportunities to influence policy, and space for organizing; and cultural issues relating to organizational culture, staff attitudes, and systems for learning.[7]

Gender mainstreaming is as important to advocacy work on DRR as it is for community work. Institutional frameworks, policies, and legislation at local, national, and global levels need to uphold women's rights and contribute to gender equality. The organizations, institutions, and governments responsible for DRR need to demonstrate accountability to women. Specific funds need to be allocated to support these processes. As an example, gender must be mainstreamed into the work of the national platforms responsible for taking forward the commitments of the Hyogo Framework for Action (2005–2015), which sets out concrete measures to make communities and nations more resilient to disasters. In supporting such processes, Oxfam needs to develop alliances with women's rights organizations and networks working on these issues at global, regional, and national levels.

Gender mainstreaming is not just about responding to women's issues; it addresses the concerns of both women and men and the relations between them. However, since women bear the greater burden of poverty and suffering across the world due to systematic discrimination against them at all institutional levels, gender mainstreaming is largely about supporting women's empowerment. Critical to the success of this work is actively engaging with men to acknowledge the role they play in either reinforcing or alleviating women's subordination, and securing their support to ensure that DRR initiatives uphold women's rights and strengthen gender equality.

Examples of strengthening gender equality and supporting women's empowerment through work that addresses DRR

Gender-sensitive disaster management in India
Following the massive disaster triggered by the 2004 Indian Ocean tsunami, Oxfam and the NANBAN Trust produced a 'Gender-sensitive disaster management toolkit for practitioners' (available at http://www.eldis.org/vfile/upload/1/document/0812/Gnder%20sensitive%20 disaster%20management%20Toolkit.pdf). It offers a wealth of practical tools for gender analysis. It also describes gender-sensitive interventions by local NGOs including: women's leadership of relief distributions; focusing on the female children of single women; supporting non-traditional roles for women and men; challenging male alcoholism and violence against women; and supporting women's right to joint ownership of housing.

Disaster risk reduction and response in Pakistan
Oxfam runs a 'Sustainable livelihoods and disaster risk reduction' programme in areas of Pakistan prone to floods, drought, cyclones, and earthquakes. It aims to enable people to develop livelihoods that are sustainable and disaster-resilient, and to develop the capacity of communities to manage emergencies. Women are explicitly targeted in the programme. Strategies to promote women's empowerment include: separate community-based organizations for women and men; early-warning committees which include both women and men; gender-disaggregated disaster needs assessments; and meeting women-specific needs, such as emergency shelters for women and children only. Achievements include the following. First, the need for safe, private areas for women and children to defecate during floods was identified, and women were involved in the non-traditional roles of site selection and construction of the latrines. Second, a women's relief committee, supported by men, led a participatory process of selecting criteria for targeting beneficiaries, identifying vulnerable households, and registering and distributing food rations directly to female beneficiaries. Third, a community-based risk-reduction project distributed wireless telephone sets to the most vulnerable women in the community. This enabled them to both become focal points for early warning information, and to diversify their incomes by hiring out the phones.

3 About this manual

Why this manual now?

In 2007, Oxfam staff working on DRR identified that the organization and its partners had insufficient capacity to apply a gender approach to their work in this area. It was agreed to look for ways to strengthen capacity to address gender issues in risk assessments, planning, and implementation of DRR programmes. Few resources were available on how to mainstream gender into work on DRR, and those that were available tended to be policy and practice documents, rather than training materials. Oxfam therefore decided to develop its own training manual on this issue.

This pack brings together Oxfam's long experience of training on gender with its more recent experience of providing training in DRR. This has benefited from the development of a 'Participatory Capacity and Vulnerability Analysis Training Pack', (available from Oxfam). This pack draws considerably from that resource. It is rooted in Oxfam's field experience, and uses case studies to illustrate the theoretical lessons. It also draws on Oxfam's experience of monitoring and evaluation in humanitarian situations.

Oxfam invites feedback on this manual and plans to revise it and publish it more widely. Feedback from trainers will be key to making the training more user-friendly and relevant. Case studies and examples of projects focusing on disaster risk reduction, gender, advocacy, and climate change adaptation would be particularly welcome for possible inclusion in future versions of the pack. The contact address for contributing feedback can be found at this end of this section and on the website.

Structure and process

This manual uses a combination of traditional learning methods, such as presentations and discussions, along with more participatory and experiential learning approaches, e.g. case study-based group work, role play, and reflections on personal experience. Practical tools and frameworks are provided throughout. There are numerous references to other sources of relevant information.

There are four modules, each of which is divided into a number of sessions. Each session begins with a statement of its purpose, procedure, the skills needed by the facilitator, and materials required. Suggestions for background reading, handouts, and 'further resources' (for follow up after the course) are given. Key messages are given for each session, and these can be used by the facilitator to sum up the main learning points at the end of each session. If appropriate, they can also be presented by slide or given to participants as a handout.

The modules have been designed and ordered in such a way that participants can review the concepts of DRR and gender; see how well they have understood these concepts by using them in analytical tools; and finally practice using the tools through exercises in analysis and programming. This reflective approach is a practical way of enabling staff to develop better analytical skills and to appreciate how they can be used in the conditions encountered in pre- and post-disaster situations.

The training pack is designed for a four-day workshop. We have organized the modules in a particular order, but the pack should be a flexible resource, and we would like trainers to feel that they can decide how to use it according to the needs of the participants. The modules and sessions can be used in the order presented, on their own, or in combination with other individual sessions and modules. The material can be adapted by the facilitator to the specific context or needs of the participants. Different and more relevant case studies can be substituted. The way the sessions are delivered may also depend on whether there is more than one facilitator, and if so, what expertise each brings to the training session. Estimated timings for sessions are offered, but these should be adapted to fit the time available and the group's level of experience and expertise.

PowerPoint presentations and handouts are available online at www.oxfam.org.uk/genderdrrpack

The modules

Module 1: Key concepts and links: gender and disaster risk reduction

The first two sessions review the basic concepts associated with DRR and gender. The third session of the module addresses the integration of gender analysis in work on DRR, and the importance of making sure that both women and men actively participate in these initiatives. It looks at the different ways in which women and men are affected by disaster, and the different capacities they each bring to reducing risk and responding to disaster. It emphasizes women's resilience in the face of disaster, and the need to counter balance the notion of women as a 'vulnerable group' by recognizing their role as critical actors and powerful agents of change.

Module 2: Gender mainstreaming and gender analysis in DRR work

This module introduces the concept of gender mainstreaming as a process for strengthening gender equality by transforming the balance of power between women and men. It then introduces various frameworks and tools for assessing the capacities and vulnerabilities of women and men faced with disasters. The main focus is on the 'capacity and vulnerability analysis' (CVA) framework. Through the use of case studies, participants are introduced to the framework, how to apply a gender analysis to the CVA matrix, and how to obtain the information needed for this analysis.

Module 3: Gender in programme planning and implementation: participation, empowerment, dignity, and accountability

This module concerns programme design, programme quality, and programme implementation. It begins by using the issue of violence against women to demonstrate how to apply a gender analysis when planning a project, and how to identify objectives which strengthen gender equality and women's empowerment. The concept of standards for maintaining programme quality is discussed, and there are exercises to apply gender standards and benchmarks to DRR interventions. Finally, there is a discussion and critical analysis of specific practices and activities to support women's empowerment and gender equality that can be undertaken in DRR programmes.

Module 4: Monitoring and evaluation: Wrap-up session

This module suggests gender-sensitive indicators with which to assess the extent to which DRR programmes are contributing to bringing about gender equality and women's empowerment. Participants practice using a logframe analysis to gain a practical understanding of how to develop gender-sensitive indicators. The final session draws together key issues from throughout the workshop, encourages personal and group reflection on what has been learned, and invites participants to draw up personal action plans for using what they have learned in their future work.

	Overall theme	Specific sessions
Day 1	Opening session **Module 1:** Key concepts and links: gender, DRR	**Morning** Opening session (1 hour) Session 1: Basic concepts in DRR (1.5 hrs) Session 2: What is gender? (1 hr) **Afternoon** Session 3: How does gender affect the way people experience disasters? (2 hrs) Evaluation of day (10 mins)
Day 2	**Module 2:** Gender mainstreaming and gender analysis	**Morning** Session 1: Gender mainstreaming in DRR work (2 hrs) Session 2: Capacity and vulnerability analysis (1 hr) **Afternoon** Session 3: What is gender analysis? (2 hrs) Session 4: Gendered analysis of capacity and vulnerability (2 hrs) Evaluation of day (10 mins)
Day 3	**Module 2** (cont.) **Module 3:** Gender in programme planning and implementation	**Morning** Session 5: Other tools for assessing capacity and vulnerability (1 hr) Session 1: Programme planning and design (1-2 hrs) **Afternoon** Session 1 (cont.): Programme planning and design (1 hr) Session 2: Programme quality: standards and benchmarks (2hrs) Evaluation of day (10 mins)
Day 4	**Module 3** (cont.) **Module 4:** Monitoring and evaluation Wrap-up session	**Morning** Session 3: Programme implementation (2 hrs) Session 1: Monitoring and evaluation (2 hrs) **Afternoon** Session 2: Workshop summary, Next steps, evaluation, and close (2 hrs)

Facilitators might also like to consider adding in some time to the schedule for participants to read suggested resources or for free discussion.

4 Guidance for trainers and facilitators

Who can facilitate this workshop?

The facilitator will ideally have practical experience and a good conceptual understanding of DRR and gender issues, including knowledge of Oxfam's work and policies in these areas. The alternative is to have two facilitators working together, one with experience of gender mainstreaming, and the other of DRR issues. While they need to have some experience in these subject areas, they do not have to be experts or advisers. Facilitators need to be confident trainers, with a working knowledge of monitoring and evaluation practices. They need flexibility, willingness to learn, and enthusiasm.

Group size and composition

This workshop could be run for groups of 3–20. However, it is easier for participants to ask questions and can be less challenging for facilitators if the group size is around 8–12 people. When setting up the workshop, consider both sex and other aspects of diversity such as age and social hierarchies. Some people may feel too inhibited to participate in the presence of managers, for example. The gender balance is particularly important. In some cases a gender balance may make for the richest learning experience; in others, providing separate training for men and women may be more appropriate.

What preparation is needed in advance?

The participants: A limited amount of relevant background reading is suggested for each session, usually one or two documents. It is helpful if participants can read this in advance of the session, particularly if they are not familiar with the subject area. 'Further resources' are suggested for many sessions, and a list of these should be handed to participants at the end of the session.

The facilitator: will need to do background reading, and prepare the following:

Two months before the workshop

Decide on participants and the broad focus and objectives for the training.

One month before the workshop

Send participants an outline of the workshop, including titles of modules and sessions to be covered, and background reading to be done before the workshop. Ask participants to provide you with a brief description of the organization they work for, the role they play, and the experience they have of working on gender and DRR. Ask them what they hope to gain from the workshop and any specific needs they have (e.g. translation). This could be in the form of a simple questionnaire to check the level of their knowledge and experience. The same questions could be used at the end of the course as part of the evaluation of the event. This could be formalized into a training needs assessment. Use this to guide your preparation of the workshop. Ensure the training room is of sufficient size for the whole group and has suitable areas for small groups to work independently. Check on the equipment available at the venue and find out if a generator is available in the event of power cuts.

One week before the workshop

Review the completed questionnaires you have received back in order to understand the participants' level of knowledge and their expectations from the workshop. Use this to guide your preparation.

Prepare presentations, slides, handouts, a workshop timetable, flip charts, and lists of 'further resources'. Prepare a learning folder for each participant to hold all documents. At the start of the course this should contain the workshop agenda and timetable, any logistical information (accommodation, meals, transport, local maps), and a list of the names of all participants and their organizations.

Two days before the workshop

Check to make sure that lighting, adaptors, extensions leads, plugs, as well as IT equipment are all working. Remember to test that you can open all the documents you will be using during the training, and that the equipment is compatible. If possible, use your own laptop and LCD projector.

What equipment will be needed?

Much of the workshop can be conducted using a flip chart, markers, pens, sticky notes (post-its), sticky tack (blue tack), and metacards (sheets of coloured paper, about half the size of regular A4 printer paper). Some of the sessions require a laptop and data projector to show PowerPoint presentations, and access to the Internet for video link ups. Alternatively, PowerPoint slides can be printed on to acetates for use with an overhead projector, or as posters. A printer and photocopier would be useful, if available.

Key texts

C. Pincha (2008) 'Gender Sensitive Disaster Management: A Toolkit for Practitioners', Oxfam America and the NANBAN Trust, Mumbai: Earthworm Books. Available to download from http://www.reliefweb.int/rw/lib.nsf

UNISDR (2009) 'Making Disaster Risk Reduction Gender Sensitive: Policy and Practice Guidelines', ISDR/UNDP/IUCN (especially pp. 89–122). http://www.preventionweb.net/files/9922_MakingDisasterRiskReductionGenderSe.pdf

Both these key texts should be sent to participants prior to the workshop.

Opening the course

Run an opening session of one hour on the first day of the course. This session is your opportunity to share the purpose and objectives of the workshop, lay out the agenda, and set ground rules. It is also an opportunity for the participants to introduce themselves and their experience, explain their motivation for joining the workshop, and state their expectations of the course. You may want to use an 'ice-breaker' exercise like the one below to help participants to get to know each other, and to put them at ease and get them talking.

Ice-breaker exercises

Three truths and a lie
Each person writes his or her name and four pieces of information about themselves on a large sheet of paper. Three of these pieces of information must be truths and one must be a lie. For example, 'Rose likes singing, plays football each weekend, has seven children and had to travel for two days to get to this workshop'. Participants then circulate with their sheets of paper. They meet in pairs, show their paper to each other, and try to guess which one of the 'facts' is a lie.

What does gender equality look like to you?
Ask participants to reflect in pairs for five minutes on their vision for gender equality, and to draw an image that expresses this vision (a diagram, cartoon, picture, etc). If creative expression terrifies participants, ask them to write down a phrase. Pin the pictures on a wall at the front of the room and ask one person from each pair to explain the vision.

Tips on running sessions

- Encourage everyone's active participation in the sessions. Without this, the action learning approach of this training will not be effective. Invite participants to share their understanding and experiences of working in their own context throughout the workshop.

- Keep up the pace and energy. Your job as facilitator is to enthuse and motivate participants, and ensure that they engage actively. Be prepared to exercise strict time management. Gender can cause many heated debates, so allow some exploration of these but keep the agenda moving along. Write down any questions that cannot be answered immediately on a flip chart and remember to address them later. Allow for sufficient breaks, as these are an important part of learning, as well as providing opportunities for participants to share experiences and get to know each other. Make sure presentations are engaging and as short as possible.

- Use energizers. These are short activities (5–15 minutes) to be used when the group needs a short break. Participants can often come up with their own culturally relevant ideas. Ideas can also be found in the AIDS Alliance's *100 Ways to Energize Groups: Games to use in Workshops, Meetings and the Community.*[8]

- Recap on sessions regularly and in fun and creative ways, such as drawing, storytelling, or games. These should capture the key discussion points, insights and reflections from participants, and additional information generated by the discussion.

- Be ready to cope with language difficulties. Some participants will find it difficult to follow what is going on, because they are not comfortable operating in the language being used by the workshop facilitators and other participants. Encourage participants to ask if they do not understand. Where concepts do not have a direct translation into languages spoken by participants, it may be necessary to make special efforts to develop a commonly understood terminology. It may be helpful to have a translator present if possible.

- Be aware of cultural practices and local customs. For example, you may need to plan in extra time for prayers. Be particularly aware of the cultural sensitivities and constraints that women may face, which may determine how actively they feel able to participate. At some points it may be appropriate for participants to work in separate male and female groups.

- Managing conflict. If there are disagreements between participants, encourage an open debate for a limited time. Then suggest that the discussion is put to one side until after the session when you can sit with the different parties to resolve any conflict.

End-of-module feedback from participants

Explain to the participants that you value feedback from them so that you can assess the strengths and weaknesses of the sessions and the process, and make adjustments accordingly. At the end of each day, spend ten minutes asking for this feedback. Some suggested tools:

- Evaluate the participants' experience of all sessions covered that day. Draw a 'Mood meter' table on a flip chart with 'smileys' to represent different moods: very satisfied, satisfied, and not satisfied. Ask each participant to put a tick against the appropriate 'smiley' for each of the sessions to indicate their level of satisfaction.

- You could also put up a sheet of flip chart paper entitled 'Freedom of Speech Wall' and encourage participants to express their feelings, comments, and questions (positive and negative) about the sessions by posting them on the wall with coloured sticky notes.

The following example is a Mood Metre to evaluate Module 1.

Mood	Session 1 DDR Concepts	Session 2 Gender Concepts	Session 3 Gender in DDR
🙂	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓
😐	✓ ✓	✓ ✓	✓ ✓
🙁	✓	✓	✓

We welcome your feedback!

Please send us feedback on your experience of using this manual in your own training sessions. We welcome any suggestions for improvement, or new case studies, as these will enable us to refine and develop future versions of this manual.

Please send comments to: arr@oxfam.org.uk

Module 1
Key concepts and links:
gender and disaster risk reduction

Objectives of this module

After completing this module, participants will

- understand what DRR means;
- have reviewed the concept of, and Oxfam's understanding of, gender equality; and
- be able to explain the importance of addressing disaster risks that are shaped by gender.

This module has three sessions:

Session 1: Basic concepts in DRR
Session 2: What is gender?
Session 3: How does gender affect the way people experience disasters?

Estimated time: 1 day (4.5 hours of session time)
Session 1: 1.5 hours
Session 2: 1 hour
Session 3: 2 hours

Basic concepts in disaster risk reduction

Session length
1 hour 30 minutes

Facilitator experience needed
Sound experience of DRR theory and practice, and an understanding of gender issues.

Purpose
For participants to gain an understanding of the key concepts used in DRR.

Procedure
In this session a case study is used to help participants to understand and use correctly the terms 'hazard', 'vulnerability', 'disaster risk', and 'capacity'. Participants will work in groups to analyse the case study, and then share their insights with the rest of the participants. The facilitator then presents the most commonly recognized definitions of these concepts, and concludes the session by noting briefly that disaster risk is not gender neutral, and describing the aim of DRR.

Materials needed
Metacards (sheets of coloured paper, about half the size of regular A4 printer paper), markers, sticky tack, flip chart.

PowerPoint slide 1.1 (Key DRR concepts)

Handouts
Handout 1.1   Case study: Poverty and disaster: a cyclone in India
Handout 1.2   Basic terms of disaster risk reduction (DRR), UNISDR (2009)
Handout 1.3   Key concepts in DRR

Background reading
B. Wisner, P. Blaikie, T. Cannon, and I. Davis (2004) *At risk: natural hazards, people's vulnerability, and disasters,* second edition, London: Routledge.

This book looks at the factors that make people vulnerable to hazards, analysing the links between poverty and vulnerability. Part 1 describes two analytical models for understanding vulnerability. Part 2 looks at vulnerability in the context of different types of hazard.

Further resources
The Hyogo Framework for Action, available at
http://www.preventionweb.net/english/professional/publications/v.php?id=1217

Session 1   module 1:1

Session Plan

Introduction

Explain the purpose and the procedure for the session.

Group work (45 minutes)

Divide the participants into groups of four or five. Distribute handout 1.1, flip chart paper, and metacards to each group. Allow 20 minutes for the groups to read the case study and answer the questions given at the end. The answers should be written on metacards. Then ask each group to stick their metacards on the flip chart under the headings: 'Hazard', 'Vulnerability', 'Capacity', and 'Disaster Risk'.

In plenary, invite the groups to share what they discussed by asking them the following questions:

- What is their understanding of the terms 'hazard', 'vulnerability', 'capacity', and 'disaster risk'?
- How do they relate their answers to the story of the two households in the article?
- What is the difference between a 'hazard' and 'vulnerability'?
- How do they define 'capacity'?
- What would be the different impacts on men and women, girls and boys?

During this discussion, you may need to move some of the cards from one category to another. You may also need to provide additional examples to clarify the concepts.

Presentation (35 minutes)

1 Disaster risk reduction concepts
Present the key DRR concepts already discussed – hazard, vulnerability, capacity, and risk. These are based on the most commonly accepted definitions of these terms, as disseminated by UNISDR (2009) in their 'Terminology on Disaster Risk Reduction'. Distribute handout 1.2 and the full UNISDR paper on definitions. See also additional notes for the facilitator.

2 Disaster concepts
It might also be relevant to remind the participants of the definitions for the following concepts: disaster, disaster risk reduction, disaster preparedness, disaster mitigation, and disaster response. If so, show Slide 1.1. It is important that participants have a common understanding of the terminology. However, be careful that this does not take up too much time. Participants will also find these definitions in the UNISDR 2009 Terminology paper that they have received.

3 Key messages
Conclude the session by highlighting the following issues:

Hazards, disaster, and risk

A hazard in itself is not a disaster, although it has the potential to become one when it interacts with populations who have particular vulnerabilities and who have insufficient capacity to respond to it. The potential or probability of a hazard becoming a disaster is called risk.

Poverty and disasters

Poverty plays an important role in determining one's vulnerability to disasters. Poor women and men face greater exposure to the negative impact of hazards due to risk factors such as poor housing, farms and settlements located in vulnerable positions, and limited access to information, as well as constraints on the development of effective preventive or coping strategies. However, other factors are also major contributors.

Poverty and vulnerability to disasters are the consequences of prevailing social, economic, and political inequalities.

Disaster risk is not 'gender neutral'

Disasters impact differently on women and men, girls and boys. Women and men experience different types of vulnerability and have different capacities to offer in responding to disaster. Women and girls may be particularly vulnerable in times of disaster because of the inequalities and discrimination they experience in almost all societies. This issue will be explored in depth in Module 1, Session 3, and in Module 2.

Ask participants whether they think the way the case study was written helps them to understand the different impact of the cyclone on men and women. In fact, it is an example of describing a disaster in a 'gender neutral' way, which masks the very different experiences for women and men that a gender analysis would reveal.

The Hyogo Framework for Action (2005–2015)
This was adopted by 168 countries in January 2005 following the tsunami in the Indian Ocean. It sets out concrete measures to make communities and nations more resilient to disasters. It includes an agreement that 'A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training'. National Platforms are responsible for taking forward the commitments at country level.

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4 Oxfam's approach to reducing risk and responding to disasters

Hand out a copy of Oxfam GB's 'Disaster Risk Reduction Programme Policy' (2009).[9] Explain that this policy defines the contexts in which OGB will integrate DRR strategies into its programmes, and guides staff in the formulation and implementation of these strategies.

Oxfam believes that it can only fulfil its mission to overcome poverty and suffering if we address the underlying causes of disasters, as well as dealing with their consequences.

For Oxfam, taking a DRR approach means that its development, humanitarian, and campaigning work incorporates analysis of disaster risks, and addresses the causes of vulnerability to these.

Disaster risk analysis (including an analysis of changing hazard profiles as a result of climate change) must inform and be integrated into short-term and development planning and programming.

5 Refer participants to further resources

Additional notes for facilitator

Key DRR concepts (See Handout 1.3)

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Hazard

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

There are a number of different types of hazards, such as natural and human-induced hazards.

It is important to differentiate between primary and secondary hazards. A secondary hazard would be the direct result of a primary hazard. For example, an earthquake can cause a landslide or tsunami.

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Vulnerability

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

There are many aspects of vulnerability, arising from various physical, social, economic, political, and environmental factors.

Vulnerability varies significantly within a community and over time.

Vulnerability is a condition that makes a community weak and susceptible to the impacts of a hazard.

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Capacity

The combination of all the strengths, attributes, and resources available within a community, society, or organization that can be used to achieve agreed goals.

What capabilities do people have in lessening the impact of, preparing for, responding to, and recovering from disasters?

What resources do they have access to and control over, so that they can effectively protect themselves from the impact of a disaster?

'Lack of capacities constitutes vulnerabilities. ... As capacities of communities are increased, they become less vulnerable to disasters.' (C. Pincha 2008, 'Gender Sensitive Disaster Management: a Toolkit for Practitioners').

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Disaster risk reduction

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

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Risk

The combination of the probability of an event and its negative consequences, often referred to by the following function:

$$\text{Disaster risk} = \frac{\text{Hazard} \times \text{Vulnerability}}{\text{Capacity}}$$

Source: E. Turvill (available from Oxfam) Participatory Capacity and Vulnerability Analysis Training Pack.

Additional notes for facilitator

Key disaster concepts

Disaster: A serious disruption of the functioning of a community or society, involving widespread human, material, economic, or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.

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

Disaster preparedness: The knowledge and capacities developed by governments, professional response and recovery organizations, communities, and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent, or current hazard events or conditions.

Disaster mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters. The adverse impacts of hazards often cannot be prevented fully, but the scale or severity can be substantially lessened by various strategies and actions, such as hazard-resistant construction, better environmental policies, and public awareness. In the context of climate change, mitigation refers to the reduction of greenhouse gas emissions that are the source of climate change. The potential for confusion has meant that a number of practitioners now prefer to limit the use of the term 'mitigation' to the field of climate change.

Disaster response: Sometimes also called disaster relief, this is the provision of emergency services and public assistance during or immediately after a disaster, in order to save lives, reduce health impacts, ensure public safety, and meet the basic subsistence needs of the people affected.

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

Exposure: The location of people or economic assets in hazard-prone areas.[10]

Extensive Risk: The widespread risk associated with the exposure of dispersed populations to repeated or persistent hazard conditions of low or moderate intensity, often of a highly localized nature, which can lead to debilitating cumulative disaster impacts.

Intensive Risk: The risk associated with the exposure of large concentrations of people and economic activities to intense hazard events, which can lead to potentially catastrophic disaster impacts involving high mortality and asset loss.

Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Source: UNISDR (2009), UNISDR Terminology on Disaster Risk Reduction. http://www.preventionweb.net/english/professional/terminology/v.php?id=7823

What is gender?

Session length

1 hour

Facilitator experience needed

A sound understanding of gender issues and of Oxfam's policies on gender..

Purpose

For participants to review the concept of gender, understand the relationship between gender inequality and poverty, and understand why Oxfam prioritizes working on gender inequality.

Procedure

The session starts with a gender quiz (handout 1.4), where participants give their opinion as to whether the statements read by the facilitator are myth or fact. The objective is to discuss the statements and gauge the participants' understanding of gender. The facilitator then presents some basic concepts about sex, gender roles, and power relations, and ends by sharing Oxfam's gender policy.

Materials needed

Handouts

Handouts

Handout 1.4   Gender quiz

Handout 1.5   Promoting gender equality in humanitarian programmes: key terms and definitions

Handout 1.6   Oxfam GB's policy on gender equality

Background reading

C.March, I Smyth and M Mukhopadhyay (2000) *A Guide to Gender-Analysis Frameworks, Oxfam GB.*
G.Terry (2007) *Women's Rights,* Oxford: Oxfam GB and Pluto Press.

Further resources

S. Williams et al. (1995) The Oxfam Gender Training Manual, Oxford: Oxfam GB
A distinctive feature of this manual is that combines both self-awareness work on gender with training in methods of gender analysis.
Oxfam GB's 'Pick up and Go' learning modules on 'Gender equality and sexual exploitation', 'An introduction to gender: why gender equality matters to Oxfam' and 'Gender mainstreaming' are available to download from http://www.oxfam.org.uk/publications

Session plan

Introduction

Explain the purpose and procedure for the session.

Group work: (25 minutes)

Hand out the gender quiz sheet (handout 1.4). Ask participants to read through fairly quickly and note down MYTH or FACT beside each statement. Then read out each statement to the group one by one and ask who answered MYTH or FACT. Where there is a difference of opinion, stimulate discussion by asking those with different opinions to share their reasoning and try to reach a consensus. Refer to the key messages below as necessary.

Presentation of key messages and Oxfam gender policy (30 minutes)

Present the ideas below. Make the presentation more dynamic by inviting participants to share their own understanding of some of the concepts. For example: What is the difference between sex and gender? What does gender equality mean? In what ways do women and men not enjoy equal rights?

- Sex refers to biological differences associated with being male or female. Gender refers to the social differences that are taken to exist between females and males throughout the life cycle.

- These social differences are learned, and though deeply rooted in every culture, are changeable over time, and have wide variations both within and between cultures. 'Gender', along with class, 'race', and other aspects of social identity (such as disability, marital status, geographical location, and age) determines the roles, power, and access to resources for females and males in any culture.

- Gender roles and power relations directly influence who has access to and control over which resources and opportunities, and who makes decisions. Currently, in many countries of the world, the distribution and control of resources and opportunities is not equal between women and men. Women and men do not enjoy equal rights, opportunities, access to resources, and rewards.

- The overall global picture is that women tend to hold less power and fewer resources at every level, and that unequal gender relations are often embedded in structures from the household through to the community and the state. Often women have little control over their fertility, sexuality or marital choices, and have limited mobility. This systematic discrimination represents an infringement of women's human rights. It limits their public participation, and it increases their vulnerability to poverty, violence, and HIV.

- Men also have very specific vulnerabilities and it is important to pay equal attention to them. It is necessary to emphasize, though, that men rarely suffer from gender-based discrimination, although they may face marginalization due to other aspects of their social identity such as caste, class, ethnicity, disability, marital status, sexual identity, and age. Within each of these social groups, women typically suffer double discrimination, as members of marginalized groups and as women.

- Gender equality, or equality between women and men, refers to the equal enjoyment by women, girls, boys, and men of rights, opportunities, resources, and rewards. Equality does not mean that women and men are the same, but that their enjoyment of rights, opportunities, and life chances are not governed or limited by whether they are female or male.

Understanding power relations is central to understanding gender inequality, and how it affects people's lives. This process is called gender analysis (see module 2.3 p42)

Invite questions/comments from the group.

Distribute handout 1.5, 'Promoting gender equality in humanitarian programmes: Key terms and definitions:'

> **Oxfam GB's gender policy**
> Oxfam GB's work on gender is driven by the belief that achieving gender equality is both a pre-requisite to overcoming poverty and suffering, and an important goal in its own right. Oxfam's Gender Policy reflects this belief. The policy is designed to guide staff across the whole organization in their efforts to support gender equality and women's empowerment.

Distribute handout 1.6, Oxfam GB's policy on gender equality.

How does gender affect the way people experience disasters?

Session length
2 hours

Facilitator experience needed
Experience in working on gender issues and DRR, and a good understanding of how they relate to each other.

Purpose
For participants to gain an understanding of the importance of integrating gender analysis into DRR work, and of ensuring the active participation of both women and men in these initiatives.

Procedure
This session is about bringing together ideas from the previous two sessions in order to think about how gender shapes people's experiences of disasters. It starts with a case-study exercise on disaster preparedness in Tajikistan, in which participants are asked to discuss what the case studies illustrate about the relevance of gender to DRR. The facilitator then presents the key messages, focusing on the relevance of gender analysis for analysing the impact of disasters, analysing local capacities for reducing risk and responding to disaster, and for programme and advocacy work. This session concludes Module 1 and prepares participants for Module 2, where they will carry out gendered analyses of capacity and vulnerability.

Materials needed
Flip chart and pens

Handouts
Handout 1.7a: Oxfam Tajikistan case study on disaster preparedness: 'I feel so free'
Handout 1.7b: Oxfam Tajikistan case study on disaster preparedness: 'Riding High'
Handout 1.7c: Oxfam Tajikistan case study on disaster preparedness: 'Inclusive'
Handout 1.8: Gender-based differentiation in disasters and vulnerability: implications for women
Handout 1.9: Gender-differentiated mortality in disasters

Background reading
A. Araujo et al. (2008) *Gender Equality and Adaptation* (IUCN and WEDO). http://www.wedo.org/wp-content/uploads/genderequaladaptation.pdf
Succinctly explains the gender-differentiated impacts of climate-change related disasters and includes recommendations for action.

Further resources
UNISDR (2008) 'Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation. Good Practices and Lessons Learned'. http://www.unisdr.org/
This is a series of case studies, which demonstrate women's capacity as managers of natural resources, women's participation and leadership in DRR, and the use of tools for mainstreaming gender into planning and policy development.
C. Pincha (2008) 'Gender Sensitive Disaster Management: A Toolkit for Practitioners', Oxfam America and the NANBAN Trust, Mumbai: Earthworm Books. Available at http://www.reliefweb.int/rw/lib.nsf
Drawing on experiences from the Indian Ocean Tsunami that struck Tamil Nadu in 2004, this manual analyses the interaction of gender and disasters, provides tools for integrating gender concerns into disaster response and preparedness, and gives examples of gender sensitive intervention.

Session 3 module 1:3

Session Plan

Introduction

Explain the purpose and procedure for this session.

Group work (45 minutes)

Divide the participants into three groups. Hand out copies of one of the three case studies on disaster preparedness in Tajikistan (handouts 1.7a, b, and c) to participants in each group. Each group will focus on a different case study. Hand out flip chart paper and pens. Allow 25 minutes for the groups to read the case study, discuss in what ways the case study illustrates how gender is relevant to DRR, and to note three or four ideas on a flip chart. Then spend 15 minutes sharing and discussing the outcomes of the groups' discussions in plenary.

Note: All three case studies focus on different aspects of women's participation in Oxfam's Disaster Preparedness Programme in an area of Tajikistan vulnerable to floods, landslides and earthquakes. The issues that should emerge are: the cultural constraints on women's mobility and participation; the vulnerability of female-headed households following male out-migration; the opportunity afforded by disaster work for women to challenge cultural norms and prove the vital contribution they can make to the community, while at the same time gaining valuable skills, a knowledge of their rights, and a sense of freedom and empowerment; the difficulties women face in sustaining active community participation once they marry; challenging of conservative male attitudes about women's participation; and the importance of women-only groups with women trainers for building women's confidence and encouraging women to speak out.

Presentation of key messages (40 minutes)

Present the key messages listed below (20 minutes), and then invite participants to ask questions about the presentation and share their own experiences (15 minutes).

Key messages

While disasters affect everyone, they are not gender neutral. They impact on women and men in different ways. They tend to magnify existing inequalities, and gender inequality is among the most pervasive. Women's historic disadvantages, for example their restricted access to resources and information, and their limited power in decision making, make them vulnerable to the impacts of disasters in different ways to men. Indeed, very often these disadvantages make women more vulnerable.

Understanding gender relations is critical to DRR. This is because the different roles, responsibilities, and access to and control over resources of women and men influence how they will be affected by natural resource depletion, crisis, and disaster.

This understanding needs to be applied to the following three areas:

- analysing the impacts of disaster;
- analysing local capacities to reduce risk and respond to disaster; and
- designing programmes.

Analysing the impacts of disaster

The way disaster affects a community is always specific to the particular context in which that community lives. The poorer the community, the more extreme the impact is likely to be, and within any community, the impacts will be different for men and women. Within a community, women are more likely than men to be living in poverty. This combined with the other disadvantages that they face as a result of gender inequality and discrimination means that in many cases, women suffer more as a result of the effects of disaster.

- Women and girls are more likely to become direct victims (in terms of mortalities and injuries) of weather-related disasters (see Module 1 Handout 1.8). For example, they are more vulnerable to flooding as they are less likely to have been taught to swim (especially in Asia and Latin America[11]), and they are more likely to be killed or injured in hurricanes and earthquakes, as they are more likely to be inside their homes when they strike than men.

- In many contexts, women depend on natural resources to provide for their families: in many countries, they are the main collectors of water and fuel, and most women farmers depend on rain-fed agriculture. Drought and floods, for example, mean women have to work harder to secure food, water, and fuel, and thus have less time for income generation, education or training, and participation in decision-making processes.

- Female-headed households (FHHs) are often among the poorest and most vulnerable to disaster, as they may have little choice other than to live in hazard-prone locations such as flood prone lands or on steep slopes.[12] Where cultural and social norms mean that women's mobility is strictly controlled, and is dependent on women being accompanied by a male relative, FHHs can become very isolated. In addition, in such contexts the ability of women from FHHs to voice their needs and participate in community responses to emergencies is very constrained.

- At the same time, women tend to have fewer assets to rely on than men. In economic terms they are less likely to own their own land, or have access to credit, agricultural extension services, and transportation.

- In social terms, the constraints on their involvement in public life may mean that women are the last to be informed and prepared for disasters if information and training is shared in public spheres without consideration for how women can access this.

Analysing local capacities to reduce risk and respond to disaster

Women's active involvement in agriculture and livelihood activities means that they are closely involved in effective environmental management. They are often at the forefront of activities to reduce risks from environmental degradation. In situations where women have received timely information about disaster risks and probability, women have been seen to have demonstrated great ability in mobilizing communities to prepare for and respond to disasters. Similarly, for many women who stay in their homes and villages, they had more opportunities to know their neighbours and communities well, hence are seen as a good source of information in assessing damage, impact of the disasters in their communities, but also, a good information source when identifying for example, who may be missing among community members in the immediate post-disaster or rescue phases. Their knowledge of the communities' pre-existing vulnerabilities are enormous and, if sufficient efforts are given to listen to their views, will help define what are the key areas that need change. Their role as active agents of social change needs to be recognized, and they should not just be seen as helpless victims.

Men also bring specific strengths to DRR. For example, young men often play an essential role within Search & Rescue and Early Warning teams within their community emergency response committees or groups.

Where men have opened up and involved themselves in gender-sensitivity discussions, they have proven to be effective partners in promoting gender equality in humanitarian response. Men are effective agents in talking men into changing the ways some of them view and treat women. During displacements, they can then be effective in organizing and supporting women in implementing self-protection measures in camps, such as organizing mechanisms to provide escorts to group of women during firewood collection, going to markets, or simply organizing watch teams during the night in camps.

Designing programmes and advocacy

Taking gender inequality into account when incorporating DRR into humanitarian response and recovery means ensuring that interventions do not reproduce unequal power relations between men and women. Instead, interventions should address women's and men's specific vulnerabilities, and enhance the capacity of both to reduce disaster risks. This approach can contribute to a more equal partnership between women and men within their households, strengthen women's participation in domestic and community decision-making, and enhance equitable access to and control over resources and opportunities for developing skills. When gender equality is not central to the design and implementation of programme response, gender bias and unequal power relations can be reinforced, and negatively impact women. In light of this, increasing the active participation of women in decision-making processes is essential if policies are to promote rather than hinder gender equity.

End-of-the-module feedback (10 minutes)

Ask participants to feedback on their evaluation of the three sessions in this module (this assumes that all three sessions were delivered in one day). Refer to the introduction for ideas on how to do this. Finally, explain that this session concludes Module 1 and prepares participants for Module 2, during which they will carry out gendered analyses of capacity and vulnerability.

Additional notes for facilitator

Below are further examples of the gender-differentiated aspects of disaster.

1 Gender-differentiated impacts of disaster

Resources, work, and poverty

- During periods of disaster families are often forced to relocate to shelters where facilities for daily domestic tasks may be very limited. As women are most often held to be responsible for these tasks, this results in an increased domestic burden for women.

- Men migrate more often than women, both seasonally in anticipation or response to natural weather events such as floods, and sometimes for years. In many contexts the female-headed households left behind when male members migrate are often the poorest, and wives of migrants may not receive remittances or have other sources of income. The workloads of these women, their children and their elderly relatives increases significantly as a result of male out-migration as they shoulder the burden of both domestic caring responsibilities and of income-generation. The importance of remittances to household income is often underestimated when developing livelihoods strategies.

Health

- Women have particular reproductive health needs in disaster situations where access to support services – for example for pregnancy, birthing, breast-feeding, and contraception – have collapsed. Women's normal practices around menstruation will also be disrupted in disaster situations. In water-related disasters, women and girls are vulnerable to vaginal infections.

- Changes in temperature and/or rainfall alter the prevalence of certain diseases. Disease impacts affect women both by threatening their own health being and increasing their burden of care for other family members when they are sick. For example, vector borne diseases like malaria are likely to spread to new areas with climate change (e.g. higher altitudes in Uganda and Kenya). Pregnant women attract malaria-carrying mosquitoes at twice the rate of non-pregnant women. Maternal malaria makes the mother more susceptible to infection and increases the risk of spontaneous abortion, premature delivery, stillbirth, and low birth weight (a leading cause of child mortality).

- During disasters negative cultural norms imposed on men can be magnified in unhelpful ways. 'During disasters, cultural norms and perceptions about what it means to "be a man" can: encourage risky and undesirable heroic action in a disaster; make men less likely to seek counseling; raise the level of domestic violence; and lead to higher consumption of alcohol and drugs as a way to deal with difficulties.'[13]

Women's safety

- Loss of housing during disaster means many families are forced to relocate to shelters or move in with relatives or neighbours, where women and girls may not be safe.

- In the aftermath of disasters women and children are at risk of becoming victims of trafficking, domestic and sexual violence.[14]

- Male migration during disasters can lead to an increase in unsafe sexual practices for both women and men, and to the risk of women being forced into unsafe transactional sex.

2 Gender-differentiated capacities to reduce risk and respond to disaster

The different levels of access to power and resources experienced by women and men, as well as their particular knowledge and expertise, determine how they each cope with and recover from disasters.

Women's and men's understandings, use, and management of natural resources can either sustain or potentially harm environmental resources such as land, wetlands, forests, and bodies of water. Their actions can prevent or induce disasters such as erosion, soil degradation, flooding, desertification and other types of disasters. It is important to know what different roles men and women play in this. For example, 'In southern Sudan … women are directly responsible for the selection of all sorghum seeds saved for planting each year. They preserve a spread of varieties of seeds that will ensure resistance to the range of conditions that may arise in any given growing season'.[15] This exemplifies how women's traditional methods of managing natural resources are often key to reducing disaster risks.

Women have repeatedly demonstrated great ability in mobilizing communities to respond to disaster. They must be recognized as active agents of social change, rather than as powerless victims. They form networks of social actors who work to meet the most pressing needs of the community. This kind

of community organizing has proven essential in disaster preparedness and disaster mitigation. Some examples:

- After hurricane Joan-Miriam (1988), women in Malukutu, Nicaragua, organized to develop plans for disaster preparedness that included all household members. Consequently, Malukutu was better prepared for Hurricane Mitch (1998), and it recovered more quickly than other similarly affected communities.[16]

- Unlike many other communities in Honduras, La Masica reported no deaths after Hurricane Mitch in 1998. A disaster agency had provided gender-sensitive community education on early warning systems and hazard management six months earlier. Women took over from men the abandoned task of continuously monitoring the early warning system, which enabled a prompt evacuation when the hurricane struck.[17]

- Women have a key role in village-based disaster-preparedness groups in Bangladesh. The committees use radios to find out about and pass on early warning messages. They also make sure that every family has dried food and a portable oven, and a safe place to shelter food and livestock. In the floods of 2007 in Bangladesh, villages with emergency committees were better prepared to deal with the disaster.

- As primary health care providers in the home, women strive to keep families healthy and to teach children about safety and self-protection. Very often, it is also women who carry the stories of a neighbourhood or family, and keep languages and cultural traditions alive through family celebrations and other means. These are assets, for example, when communities are severely impacted by a disaster and people face relocation.

Young (often unmarried) men often play an essential role within Search & Rescue and Early Warning teams within their community emergency response committees/groups. As they will have relatively fewer caring responsibilities for younger members of their family, they can dedicate more time towards community responsibilities through their involvement in emergency response activities. Their activities, time and motivation have proven essential in minimizing the impact of numerous disasters. Groups that incorporate both men and women have proven most effective in contexts where female evacuees prefer to be assisted by female rescue workers. These young volunteers, through their work, may go on to play important leadership roles within their communities. But engaging men in disaster preparedness activities is not always easy. For example in the Guyana (KAP) Knowledge, Attitudes and Practice Survey, workshops were mainly attended by women and elderly men; it was much more of a challenge to find and engage young men. On the other hand, a positive example comes from Peru where the organization 'Predes' (with Oxfam's support), trains young volunteers, both teenage girls and boys, in disaster mitigation and preparedness.[18] Their vision is to develop a culture of disaster prevention in their communities and to organize and motivate the community to work together.

Module 2
Gender mainstreaming and gender analysis in DRR work

Objectives of this module

After completing this module, participants will:

- understand the concept and practicalities of gender mainstreaming;

- have improved their understanding of the concepts of vulnerability and capacity; and

- will be better able to use gender tools to analyse the different ways in which women and men may be affected by, recover from, and increase their resilience to the impact of disaster.

This module has five sessions:

Session 1: Gender mainstreaming in DRR work

Session 2: Capacity and vulnerability analysis (CVA)

Session 3: What is gender analysis?

Session 4: Gendered analysis of capacity and vulnerability

Session 5: Other useful tools for assessing capacity and vulnerability to disasters

Estimated time: Over 1 day (8 hours of session time)

Session 1: 2 hours
Session 2: 1 hour
Session 3: 2 hours
Session 4: 2 hours
Session 5: 1 hour

Gender mainstreaming in DRR work

Session length
2 hours

Facilitator experience needed
Sound knowledge and programme experience of gender mainstreaming.

Purpose
To enable participants to understand the concept and aims of gender mainstreaming, and how this is put into practice through project cycle management.

Procedure
The rationale, aims, and definition of gender mainstreaming are presented. Participants are asked to think through what issues need to be considered at each stage of the project cycle, in order to mainstream gender. They then analyse a DRR case study (handout 2.2) to assess how well it has addressed gender issues.

Handouts
Handout 2.1: Gender mainstreaming Fact Sheet, Oxfam GB
Handout 2.2 Case study on Bolivia

Background reading
UNISDR (2009) 'Making disaster risk reduction gender-sensitive: policy and practical guidelines'.
http://www.unisdr.org/preventionweb/files/9922_MakingDisasterRiskReductionGenderSe.pdf

C. Hannan (2002) 'Mainstreaming gender perspectives in environmental management and mitigation of natural disasters', paper presented at the Roundtable Panel and Discussion on the Disproportionate Impact of Natural Disasters on Women.

http://www.un.org/womenwatch/osagi/pdf/presnat%20disaster.PDF

Further resources
GDN (2008) 'The Gender and Disaster Sourcebook'. http://www.gdnonline.org/sourcebook/index.php
An on-line guide to gender equality and DRR including practical tools, checklists, and example of good practice.
Oxfam GB (2004), 'A Little Gender Handbook for Emergencies or Just Plain Common Sense'
http://www.humanitarianreform.org
Soroptomist (2009) 'White Paper: Reaching out to Women When Disaster Strikes', http://www.
soroptimist.org/pdf/DRWP0809.pdf

Session plan

Introduction (5 mins)

Explain the purpose and the procedure for the session.

Presentation of key messages: What is gender mainstreaming? (15 minutes)

The rationale: Oxfam recognizes gender inequality as being not only a fundamental abuse of women's human rights, but also a major barrier to sustainable development. Working toward gender equality is thus both a question of justice and basic rights, and a means of addressing poverty and suffering more effectively.

The strategy and aim: Oxfam's strategy to promote gender equality is twofold. On the one hand, it invests in targeted women-specific projects. On the other, it attempts to mainstream gender and to put women's rights at the heart of all its work. The aim of both is to ensure that programmes benefit both women and men, do not harm or exclude women, and help to redress existing gender imbalances. Both strategies share the same overall aim of supporting women in their efforts to challenge stereotyped gender roles and reduce women's reproductive burden, and to achieve the following:

- greater access to and control over resources;
- higher participation and leadership in decision-making processes;
- protection from gender-based violence; and
- increased sense of empowerment and capability.

Definition: This session describes the process of gender mainstreaming, which Oxfam defines as 'a process of ensuring that all of our work, and the way we do it, contributes to gender equality by transforming the balance of power between women and men'.

In practice, gender mainstreaming means ensuring that the different concerns and priorities of both women and men fundamentally shape programme management as a whole.

Group discussion: mainstreaming gender into project cycle management (30 mins)

Ask participants to form groups of three or four people to think through the project cycle, and discuss which gender issues need to be considered at each stage. Participants then share their ideas in plenary. The facilitator writes down the ideas on a flipchart. The list should resemble the one given below. If any of these ideas do not come up in discussion, the facilitator should ask prompt questions to try to elicit them from the participants.

- Ensure risk assessments are informed by a gender analysis, and that sex-disaggregated data is collected. Gender analysis should be included in the terms of reference for all assessments and research, and those conducting these activities should have a good understanding of this process.
- Build objectives on gender equality and women's empowerment into the plans and budgets of programme, policy, and campaign work.

- Assess the different implications of planned interventions for women and men.

- In selecting partners, proactively seek out and engage with appropriate women's rights organizations and female community leaders.

- Ensure that women participate equally and actively alongside men and are enabled to take up leadership positions throughout the project cycle. This includes ensuring their equal access to training and income-generating opportunities. It may also require the engagement of female trainers, and possibly the creation of women-specific organizations or committees.

- Monitor and evaluate changes in gender relations using gender-sensitive indicators.

In addition, ensure that the institutional arrangements of implementing organizations (Oxfam and partners) support gender equality by addressing:

- technical issues, including policies, planning, budgets, monitoring and evaluation systems, performance management, and the recruitment, training, pay and gender balance of staffing;

- political issues, relating to decision making, policy influencing, and space for organizing);

- cultural issues, such as organizational culture, staff attitudes, systems for learning); and

- the protection of beneficiaries from sexual exploitation and abuse by staff and partners.

Presentation stage two (10 mins)

Following the group discussion, the facilitator should present two further issues related to gender mainstreaming, as follows.

Policy and advocacy work

Gender mainstreaming is as important to advocacy work on DRR as it is for programme work. Institutional frameworks, policies and legislation at local, national and global level need to uphold women's rights and contribute to gender equality. The organizations, institutions, and governments responsible for DRR work need to demonstrate accountability to women. Specific funds need to be allocated to support these processes. As an example, gender must be mainstreamed into the work of the national platforms responsible for taking forward the commitments of the Hyogo Framework for Action (2005–2015), which sets out concrete measures to make communities and nations more resilient to disasters. In supporting such processes, Oxfam needs to develop alliances with women's rights organizations and networks working on these issues at global, regional, and national levels.

Men's role in gender mainstreaming

Gender mainstreaming is not just about responding to issues that affect women. It addresses the concerns of men and women, the relations between them, and the root causes of imbalances of power. However, women bear the greater burden of poverty and suffering across the world due to systematic discrimination against them at all institutional levels. So gender mainstreaming has a particular focus on supporting women's ability to exercise their human rights. Critical to the success of this work is actively engaging men to acknowledge the role they play in either reinforcing or alleviating women's subordination, and securing their support to ensure that DRR initiatives uphold women's rights, and strengthen gender equality.

Distribute handout 2.1, Oxfam GB's Gender Mainstreaming Fact Sheet.

Group work (1 hour)

Give participants the Bolivia case study (handout 2.2). Ask participants to read the case study, and then discuss the questions below. Participants then note the outcomes of their discussions on a flipchart, present to the rest of the group, and discuss.

Questions for participants

- To what extent was gender mainstreamed in this case study?

- What was done to mainstream gender? Was it done well?

- What else could have been done? Think back to the discussion on what gender mainstreaming aims to achieve and the associated project cycle management activities.

Alternatively, the facilitator could ask two or three participants to prepare and bring their own case studies to illustrate the process of gender mainstreaming. These would need to be read and amended by the facilitator as necessary before the session.

Capacity and Vulnerability Analysis (CVA)

Session length
1 hour

Facilitator experience needed
Sound understanding of CVA and a basic understanding of gender issues.

Purpose
To introduce the participants to capacity and vulnerability analysis, as developed by M. Anderson and P. Woodrow in their 1998 book Rising from the Ashes.

Procedure
The session begins with a group review of the definitions of capacity and vulnerability. The facilitator then presents an overview of the CVA developed by Woodrow and Anderson. Participants will work in groups to analyse a case study using CVA, sharing their decisions about categorization in a discussion with the other participants at the end. The facilitator then concludes the session by noting ways in which a CVA can be further developed.

Materials needed
Flip charts, markers and, sticky tack.

PowerPoint slides 2.1 Capacity and vulnerability analysis

Handouts
Handout 2.3: Capacity and vulnerability analysis (CVA): background
Handout 2.4: CVA: categories and factors

Background reading
M. Anderson and P. Woodrow (1998) *Rising from the Ashes,* 2nd Edition, IT Publications, pp. 9–25.

This provides a user-friendly outline of the framework.

H.de Dios (2002) 'Participatory Capacities and Vulnerabilities Assessment' (PCVA), Oxfam GB. www.proventionconsortium.org

This handbook documents the experience and lessons learned by Oxfam GB's programme in the Philippines in their efforts to develop a research methodology to assess disaster-prone areas. It uses Anderson and Woodrow's CVA framework as its starting point.

Further resources
ProVention Consortium (2007) 'Tools for Mainstreaming Disaster Risk Reduction - Guidance note 9: Vulnerability and Capacity Analysis'. http://www.proventionconsortium.org/themes/default/pdfs/tools_ for_mainstreaming_GN9.pdf

This framework is an alternative to Anderson and Woodrow's CVA and uses different categories (social, physical, economic and environmental).

Session 2 module 2:2

Session plan

Introduction

Explain the purpose and the procedure for the session.

Group brainstorm [5 mins]

Provide a rapid review of the definitions of capacity and vulnerability by asking a volunteer to share the definition as discussed in Module 1.

Presentation of key messages [10 mins]

Provide an overview of the CVA developed by Woodrow and Anderson, using the PowerPoint slide 2.1. Slide 2.1contains some key messages about CVA and shows the original CVA matrix – see March et al 'A Guide to Gender-Analysis Frameworks' p 81. Explain that a fourth category of 'political/ institutional' is sometimes added to this matrix.

Explain that due to climate change, the CVA process needs to take account of how hazards change in the analysis, i.e. by including analysis of scientifically observed climate change together with community perceptions of changes in weather, land-use policy etc. The framework presented here does not currently support the analysis of climate change trends and impacts, but facilitators are encouraged to incorporate climate change analysis and other factors influencing future risk where reliable information is available.

It is essential to explain to the participants that this session is NOT looking specifically at the gender aspects of this analysis. This will be covered in Session 3.

Group work with case study [40 mins]

Ask participants to think back to Module 1 Session 1, where they identified examples of vulnerability and capacity for the case study 'Poverty and disaster: a cyclone in India'. Then ask them to come up with some more examples, write these down on sticky notes, and decide which category they fall into: physical/material, social/organizational, motivational/attitudinal, or political/institutional. You will need to have prepared a flip chart ahead of time with the CVA matrix from Slide 2.1. Instruct participants to put their sticky notes/meta cards on the flip chart in the appropriate category, and ask each team the following questions:

- Are there any links between the examples for capacity and vulnerability? How do they interact?
- Are there any links between the categories (physical, social, attitudinal, and political)? How do they interact?
- What did you find easy or difficult in the task?
- Where are the gaps in your CVA profile?
- How and where could you get additional information?

Then ask if anyone disagrees with the categorisations that participants have made. Encourage discussion.

Facilitator sums up [5 minutes]

Conclude the session by noting the following:

- There are five ways in which this analysis can be developed: disaggregation by gender; disaggregation by other social differences; changes over time; interaction between categories; different scales or levels of application. (See March et al, p 81–82 for a little more detail on this).

- See PCVA p 42 'Summary' section.

- In Session 3, we will disaggregate the CVA matrix by gender. It will prepare participants for this by looking at the handout *A Rough Guide to Gender Analysis.*

Additional notes for facilitator

The CVA distinguishes between three categories of capacities and vulnerabilities, using an analysis matrix. The three categories used are: physical/material, social/organisational, and motivational/ attitudinal capacities and vulnerabilities. The CVA can be used to assess vulnerabilities in or after a crisis or disaster.

1 Physical or material capacities and vulnerabilities

These include: features of the climate, land, and environment where people live, or lived before a crisis; their health, skills, and work; their housing, access to technology, water and food supply; and their access to capital and other assets. All of these will be different for women and for men, and for different social groups. While women and men suffer material deprivation during crises, they always have some resources left, including skills, and possibly goods. These are capacities upon which agencies can build.

The CVA encourages users to ask two main questions:

- What were/are/could be the ways in which men and women in the community were/are/could be physically or materially vulnerable?

- What productive resources, skills, and hazards existed/exist/could exist? Who (men and/or women, which men and which women) had/have/could have control over these resources?

2 Social or organizational capacities and vulnerabilities

This category refers to the social fabric of a community, and includes the formal political structures and the informal systems through which people make decisions, establish leadership, or organize social and economic activities. Social systems include family and community systems, and decision-making patterns within the family and between families.

Gender analysis in this category is crucial, because women's and men's roles in these various forms of organization differ widely. Decision making in social groups may exclude women, or women may have well-developed systems for exchanging labour and goods. Divisions on the basis of gender, race, class, or ethnicity, can weaken the social fabric of a group, and increase its vulnerability.

CVA asks users to consider:

- What was the social structure of the community before the disaster, and how did it serve them in the face of disaster?

- What has been the impact of the disaster on social organization?

- What might be the effect on social structures and systems of future disasters?

- What is the level and quality of participation in these structures?

3 Motivational and attitudinal capacities and vulnerabilities

These include cultural and psychological factors that may be based on religion, on the community's history of crisis, or on their expectation of emergency relief. Crisis can be a catalyst for extraordinary efforts by communities, but when people feel victimized and dependent, they may become fatalistic and passive, and suffer a decrease in their capacities to cope with and recover from the situation. Their vulnerability can be increased by inappropriate relief aid, which does not build on people's own abilities, help to develop their confidence, or offer them opportunities for change.

CVA encourages users to ask:

- How do men and women in the community view themselves, and their ability to deal effectively with their social/political environment and with changes to it?

- What were people's beliefs and motivations before the disaster, and how has the disaster affected them? This includes beliefs about gender roles and relations.

- Do people feel they have the ability to shape their lives? Do men and women feel they have the same ability?

Source: Oxfam 'A Guide to Gender-analysis Frameworks', Smyth et al. (1999).

What is gender analysis?

Session length
2 hours 45 mins

Facilitator experience needed
A sound understanding of gender analysis, of Oxfam's policies on gender, and practical experience of gender mainstreaming

Purpose
To enable participants to understand the essential issues a good gender analysis should cover, including the identification of practical and strategic gender interests/needs.

Procedure
The session starts with a group discussion on the purpose of gender analysis. Participants will then work in small groups to identify key issues to be examined in a gender analysis. The facilitator then presents some key messages on the nature and purpose of gender analysis. Three group exercises are suggested to follow, and the facilitator should choose the ones that are most appropriate in their context and can be carried out in the time available. The first is a role-play game in which teams represent disaster-affected families and an assessment team and are asked to identify priority needs and categorize them as practical or strategic. The second exercise uses two case studies. The participants are asked to analyse and identify the practical and strategic needs of women that were met by the project, and propose other strategies to address women's strategic concerns. The third exercise deals specifically with the issue of gender-based violence, and encourages participants to react to a short role-play about sexual harassment in an IDP camp. It is followed by a presentation of 'key messages' on GBV by the facilitator.

Materials needed
Flip chart paper and pens.

Pictures of household items and community facilities, and cards with symbols representing non-material needs of women and men to help them cope with, and recover from, a disaster.

PowerPoint slide on the key points for gender analysis and key messages on GBV (slide 2.2)

Handouts
Handout 2.5: Rough Guide to gender analysis, Oxfam GB
Handout 2.6: Case study: Cyclone warning in country X
Handout 2.7: Case study: Rainwater harvesting
Handout 2.8: Case study: Changing perceptions of masculinity in Rajasthan

Background reading
C. March, I. Smyth and M. Mukhopadhyay (1999) *A Guide to Gender Analysis Frameworks,* Oxford: Oxfam GB. Refer specifically to pp. 78–91 'Capacities and Vulnerabilities Analysis Framework'.

G. Terry with J. Hoare (eds.) (2007) Gender-Based Violence, Oxford: Oxfam GB. Available from http://publications.oxfam.org.uk/index.asp

See especially the 'Introduction' by Geraldine Terry, which covers definitions and forms of GBV.

Further resources

UNDP (2001) *Learning & Information Pack: Gender Analysis,* http://www.undp.org/women/docs/GM_INFOPACK/GenderAnalysis1.doc
See particularly, Resource 3A: Gender Analysis – What to Do; Resource 3b: Gender Analysis – What to Ask; and Resource 16: Information That a Good Gender Analysis Should Provide.
SDC (2003), *Gender in Practice: A Tool-kit for SDC and its Partners.* http://www.sdc.admin.ch/en/Home/Themes/Gender/General_and_thematic_tools/General_tools
A set of information sheets to provide guidance on integrating gender at each stage of the programme cycle. Sheet 3 is on gender analysis.
CARE (2002) Gender Equity Building Blocks: Analysis http://www.careinternational.org.uk/6219/gender-equity-amp-diversity/gender-equity-building-blocks-analysis.html
An eight-page guide to gender analysis, including a discussion of useful tools to use in different situations and case studies from CARE's programmes.

Session plan

Introduction [5 mins]

Explain the purpose and the procedure for the session.

Group work (25 minutes)

Ask the participants what they understand by gender analysis and encourage the group to reach an agreement on the purpose of gender analysis. Then divide participants into two to four groups. Explain to the groups that they will take turns to write on a large piece of paper two key issues that need to be examined in a gender analysis. Each group has one minute to write down their answers, after which they will pass their paper on to the next group. The papers are passed round the groups several times (up to four). Groups should not repeat answers that have already been written on the paper, but come up with something different each time. The papers can then be stuck on a wall, and a short discussion led by the facilitator on any issues that have not been recorded.

Presentation: Why carry out a gender analysis? (15 minutes)

In the previous session, we said that the society as a whole is permeated by gender differences and gender inequalities. These inequalities between women and men shape the way decisions are made, resources are allocated, and women and men are affected by, and deal with, poverty, disasters, and climate change. Understanding these inequalities and relationships between and among women and men in society is important if we are to eradicate poverty and reduce risks. The process of understanding these relationships and exploring the unequal power within them is called gender analysis.

The purpose of conducting a gender analysis is to identify the specific aspects of gender relations and inequalities that are present in the programme context, and to examine their implications for programme design and implementation. A gender analysis allows us to understand how poverty affects men, women, boys and girls differently, and to identify their specific different needs, concerns, and priorities. It leads to the identification of programme objectives and strategies which aim to promote gender equality, as well as to address poverty and suffering more effectively. Conducting a gender analysis is the first step in ensuring that gender is mainstreamed throughout the project cycle. If we fail to base our work on gender analysis and just assume that our work will benefit men and women equally, then our work will reflect and probably reinforce the gender imbalances that exist.

Conducting a gender analysis should identify:

- differences in the lives of poor women and men in the target community;
- the status of women and their ability to exercise their human rights;
- the different skills, capacities, and aspirations of women and men;
- the division of labour between women and men;
- the different access to and control over resources experienced by women and men;
- the different levels of participation and leadership experienced by women and men;
- indications of the number of women experiencing gender-based violence; and
- the barriers that unequal gender relations present to women's development in this particular community.

Some basic questions to ask in a gender analysis are:

- Which men and which women hold the power in this community?

- Who owns and controls resources?

- Who takes the decisions?

- Who sets the agenda?

- Who gains and who loses from processes of development?[19]

There are some steps you can take to explore these areas and highlight gender concerns in any analysis you do:

- disaggregate and analyse the data you collect by sex;

- actively involve women, men, girls, and boys in data collection, to ensure that different opinions are heard;

- identify existing sources of information and analysis (e.g. women's rights groups and past evaluations); and

- include gender analysis in terms of reference, and ensure researchers have the necessary skills.

Practical needs, strategic interests
The idea of women's practical and strategic interests was originally developed in the 1980s by Maxine Molyneux, and later by Caroline Moser. It is now widely used to differentiate between actions that address women's immediate practical needs, such as inadequacies in living conditions, or lack of health care, childcare, water, food, or education; and actions that promote women's strategic interests, empowering women and challenging the existing gendered balance of power. Examples of actions to promote strategic interests include those related to labour, equal wages, legal rights, gender based violence, women's control over their own bodies, and access and control over resources. While meeting practical needs certainly improves women's lives, doing so does little to transform the existing gender division of labour and gender inequalities within society that are the root causes of these practical needs. But transforming these existing power relations is a challenge, given how difficult many women find it to articulate their strategic needs and interests. It is for this reason that considering women's strategic gender needs is an integral part of any good gender analysis.

Post-disaster responses provide particular opportunities to address women's strategic needs through interventions such as challenging the gender division of labour, increasing women's access to livelihood resources, alleviating the burden of domestic labour and child care, increasing women's role in household and community decision making, providing reproductive health services, and taking measures against gender based violence.

Explain to participants that while this group work session looks at the practical and strategic needs of both women and men, the practical/strategic gender interests/needs analysis is most commonly used to analyse women's situation as part of strategies to support women's empowerment.

Discussion [5 mins]

At the end of the Key Messages presentation you should look back to the flip charts where participants

listed their ideas regarding which issues a gender analysis should address. See whether the participants came up with the basic questions and the 'areas for exploration' listed above, whether they have distinguished between strategic and practical gender interests, and highlight any areas they missed. Hopefully, participants will have alluded to most of them, and this should boost their confidence that, between them, they already have much of the knowledge.

Group work: practical and strategic interests / needs (1 hour)

Exercise 1 (role play) (30 mins)
This is an exercise in distinguishing practical and strategic needs and interests using the case study 'Cyclone warning in country X' (handout 2.6).

Divide participants into three teams. Team 1 and team 2 each represent a different disaster-affected community, and will identify their priority interests/needs and the assistance they think they require. Team 3 represents a group of government and NGO staff that will do a rapid assessment of the situation and analyse and prioritize the needs and requests that the two groups identify.

Give teams 1 and 2 one set of pictures showing or representing each of the items listed below. Point out that women and men will have different needs, for which they will need to plan. Give each group the instructions below, and tell them that they have five minutes to complete the task. After all three groups have completed their tasks, gather the participants together and ask Team 3 to report their findings and recommendations.

Each set of pictures contains symbols of the following:

Practical needs:
Blanket
Mosquito net
Sleeping mat
Children's clothes and jackets
Underwear
Sanitary pad
Food (rice, beans, dried fish)
Roofing and cladding materials for house
Water
Latrine

Strategic interests/needs:

Cash for work
Capital for small-scale business
Information and technology
Working animals
Livestock
Livelihood skills training
Seeds and agricultural tools
Job opportunities

Instructions for the teams

Teams 1 and 2

Imagine that the cyclone forecasted in case study 'Cyclone warning in country X' has taken place. A team of government and NGO representatives conduct a rapid assessment and ask what your priority needs are. For three minutes, discuss among yourselves what these needs are. Remember that women and men may have different needs, for which you will have to plan. Then pick out five pictures which represent the things you will request the assessment team to give you as part of their humanitarian response. The team leader should then give the pictures to team 3 (the assessment team).

Team 3 (the 'assessment' team)

You are a team of government and NGO staff and you are carrying out a rapid needs assessment following the cyclone in country X. After teams 1 and 2 have handed you the pictures they have chosen, your group will work for 10 minutes to classify the items chosen by the teams as practical or strategic needs. You will need to deliver a five-minute report of your analysis of the needs and recommendations to the whole group afterwards.

Exercise 2 (30 mins)

Ask participants to form two groups. Give each group one of the two case studies: 'Rainwater harvesting' (handout 2.7) or 'Changing perceptions of masculinity in Rajasthan' (handout 2.8). Ask participants to read their case study, discuss the questions below, note the answers on a flipchart, and present to the rest of the group.

Questions for participants

- What are the practical needs and strategic interests of women in this scenario? Were they met by the project? How were they met?

- What other strategies would you propose in order to address women's strategic concerns, and thereby reduce the impact of drought on their lives?

- What else might you need to know? (What are the gaps in information given in the case studies?)

Exercise 2: Additional notes for the facilitator

Case study on rainwater harvesting

Practical v strategic needs/interests

- Practical needs: improved water availability has reduced women's daily water-related workload, increased girls' time for school work, and improved women's and girls' health.

- Strategic interests: some women have managed to increase their income, although the case study does not explore whether or not they have control over this income or what improvements it has brought to the status of women in this community. Women have reported a greater feeling of personal safety.

Drawbacks of the case study

- There is a lack of sex-disaggregated data on beneficiaries in the project. Instead, the case study talks about 'the community' 'villagers', and 'households'. It is not clear whether and how women were involved in the design of the project.

- It is not clear, but can be presumed, that the masons who received training were men; whereas this might have been an opportunity to train women as masons and thus challenge gender stereotypes, and boost women's skills and income-generating potential.

- The impact of the interventions on changing the distribution of workload between men and women is not discussed. The facilitator may wish to initiate discussion on the importance of this, and whether any of the participants have conducted such an analysis in the course of their work.

Case study on changing perceptions of masculinity in Rajasthan

- Practical needs: fodder, wood for fuel, fruits, and water are more easily available to women, who are primarily responsible for collection and storage of these items for the household. These resources will also reduce the household's vulnerability to drought.

- Strategic interests: women now have ownership and control of assets, namely the rainwater harvesting structure and the materials and land plot; women's mobility has improved; and their decision making and management skills have been proven and recognized by the community. New cultivation skills have been developed. Men and women have challenged gender stereotypes by taking on non-traditional gender roles.

Exercise 3: Sexual harassment in an IDP camp (role play) (20 minutes)

The facilitator should note that some of the roles may be difficult for certain participants to play, either because playing such roles may not be culturally appropriate or because of personal experiences of violence. You should therefore take several precautions: ensure that this role play is only used if it is culturally acceptable; warn participants that the role play deals explicitly with sexual violence and coercion; and do not oblige any participants to play a role that they do not wish to.

Before the session starts, the facilitator asks for three volunteers who will each choose one of three characters to play in the role play: a woman who needs to go and collect water, a second woman who agrees to watch the first woman's baby, and an armed man. The setting is an IDP camp. The facilitator explains that the play will depict someone being prevented by an armed individual from collecting water and being told that s/he can only be allowed to do so if s/he agrees to his or her request.

Below is the suggested dialogue, although the volunteers can make up their own script:

Scene 1: outside the woman's tent in the camp

Woman 1: It's time to collect water again. I wonder why the water point is so far away and no one has thought of putting a water point near our tents. I hope you don't mind looking after my baby and my sick mother while I am away collecting water.

Woman 2: Of course. I will take care of your baby. I have asked my son to collect water, so I have spare time to look after your baby and your mother.

Scene 2: about 100 meters from the water point

Armed man: Hey, lady, where do you think you're going?

Woman 1: I am going to collect water.

Armed man: Don't you know this water point is now ours and no one else is allowed to collect water from this well?

Woman 1: (pleads) Please let me get water. My baby and my sick mother need it.

    Armed man: No way. If you need water, go and get it from other wells.

    Woman 1: Please…

    Armed man: Well, I am easy to deal with. If you come to my place every night, you can get water from this well anytime.

After the brief role-play, the facilitator asks the learners for feedback about what they saw and asks if they have seen similar experiences from the field.

Presentation of key messages on gender based violence (10 minutes)

Gender-based violence (GBV) is a term used to describe physical, mental, psychological, or social abuse, committed on the basis of the victim's gender and against their will. This includes acts of violence, attempted or threatened, committed with force, manipulation or coercion. It includes sexual violence (including rape, attempted rape, forced pregnancy or abortion, forced prostitution, sexual harassment or abuse and sexual exploitation), domestic violence, female-genital mutilation, and harm to men's genitals, forced early marriage, and widow killings.

The terms GBV and VAW (violence against women) are often used interchangeably, but they are not synonymous. Rather, VAW is a kind of GBV.[20] The term GBV recognizes that men and boys may also be the target of gender-based violence, and women may also be perpetrators of gender-based violence. Examples include male violence against gay men, the involvement of women in property grabbing, and harsh beatings of male pupils by male teachers. GBV is largely rooted in unequal power relations between women and men, or among a group of men or a group of women. It includes the word gender because victims/survivors are targeted because of their gender. But that said, most acts of GBV are directed against women and girls because in most countries and cultures, women's lesser power and status render them more vulnerable to acts of violence than men. For this reason, the term GBV is considered problematic by some as it can obscure the reality that women and girls are the vast majority of GBV victims, and men the majority of perpetrators; it is also a dry, technical term for a phenomenon that violates basic human rights causing terrible pain, suffering and humiliation.

The perpetrators of GBV are often those in positions of power, which they abuse. A victim has no choice to refuse, or pursue other options, without severe social, physical (including death) or psychological consequences.

Poverty, unequal gender roles, power and control, armed conflict and displacement, especially during disasters, are contributing factors to GBV. Sexual violence perpetrated on a large scale is used routinely in many of the worst conflicts.

Assessing the prevalence, risk, and impact of GBV is an essential part of any effective gender analysis. This is because GBV is a human rights violation, a large-scale public health problem and a development concern. In terms of human rights violations and public health problems, GBV can cause death, injury, early and unwanted pregnancy, miscarriage, gynaecological and other health complications or sexually transmitted diseases including HIV, mental health problems, and may sometimes drive victims to suicide. In terms of development, GBV threatens the achievement of the Millennium Development Goals, is a significant cause of individual women's poverty, and prevents women realising their other rights (economic, social, cultural, civil and political).

Summing up (allow 5 mins)

Gendered analysis of capacity and vulnerability

Session length
2 hours

Facilitator experience needed
Sound understanding and practical experience of gender analysis and CVA.

Purpose
For participants to demonstrate skills in applying gender analysis and the CVA matrix in identifying and assessing the capacity and vulnerability of women and men in a community, remembering to consider experience or fear of GBV as a key contributor to vulnerability.

Procedure
First, the facilitator explains the purpose of this session. In the first group exercise, participants will categorize the capacities and vulnerabilities of women and men according to the CVA matrix. This is followed by a group discussion. In the second group exercise, participants are asked to think about additional information they might need in order to carry out a more comprehensive gender analysis. The facilitator then sums up the session by highlighting the strengths and limitations of CVA.

Materials needed
Sticky tack, flip chart and pens.

PowerPoint slides, if using.

Handouts
Handout 2.9: CVA Matrix.
Handout 2.6: Case study: Cyclone warning in country X.
Handout 2.4: CVA: categories and factors

Background reading
C. March, I. Smyth and M. Mukhopadhyay (1999) *A Guide to Gender Analysis Frameworks,* Oxford: Oxfam GB. Refer specifically to pp. 78–91 'Capacities and Vulnerabilities Analysis Framework'.

Includes a case study with a detailed gender analysis.

G. Terry (ed.) (2009) *Climate Change and Gender Justice,* Oxford: Oxfam GB. Suggested reading includes chapter 2 pp 11–17, T. Cannon, 'Gender and Climate Hazards in Bangladesh; and chapter 6 pp57–70, V. Nelson and T. Stathers, 'Resiliance, Power, Culture, and Climate'. Available to download from http://publications.oxfam.org.uk

Further resources
ProVention (2007) *Tools for Mainstreaming Disaster Risk Reduction - Guidance note 9: Vulnerability and Capacity Analysis,* Section 3 'Basic Steps', pp 4-11. http://www.proventionconsortium.org/themes/default/pdfs/tools_for_mainstreaming_GN9.pdf

This guidance note describes the VCA framework, which is slightly different from the CVA, but provides relevant guidance on field methodology.

Session 4 module 2:4

Session plan

Introduction

Explain the purpose and the procedure for the session.

Group work (90 minutes)

Exercise 1 (45 minutes)
Divide participants into three groups. Give each group the cyclone case study (handout 2.6), the CVA categories and factors (handout 2.4), and the CVA matrix.

Ask each group to read the case-study and

- identify gendered vulnerabilities and categorize them into physical/material; social/ organizational, and attitudinal/motivational;

- identify vulnerabilities related to fear, or experience, of GBV; and

- identify gendered capacities in the same categories.

Record the answers in a gendered CVA matrix on a flip chart. Group discussion follows.

Exercise 2 (45 minutes)

Assign one of the categories – physical/material, social/organizational, or attitudinal/motivational category – to each group. Ask each group to consider:

- what *additional information* they might want to obtain in order to do a fuller gendered analysis of *their particular category* for this case study; and

- how they would obtain this information.

Record responses on flip chart and discuss in plenary.

It would help the facilitator to have a 'worked through' gendered CVA matrix for the cyclone warning case study. The facilitator could draw on this to identify and point out issues that participants have missed during the summing up of the exercise. It could also be handed out at the end of the session.

It would also help if the facilitator could provide some pointers on methodology for collecting gender-disaggregated information. Sources of information include:

- ProVention's 'Vulnerability and Capacity Analysis' (see further resources above).

- E.Turvill, and H. De Dios (2009) *Participatory Capacity and Vulnerability Analysis Training Pack* (available from Oxfam), pp. 65-70.

- H. De Dios (2002) *Participatory Capacities and Vulnerabilities Assessment,* (Oxfam GB, Philippines Programme).

Summing up and presentation of key messages (15 minutes)

Through the CVA we are able to explore some of the reasons a particular hazard impacts on exposed people, property, services, livelihoods, and the environment. The tool assists in discussing the multidimensional and complex nature of capacity and vulnerability, and the interactions between the different factors.

Gender-based differences and inequalities have a strong negative or positive effect on the vulnerability and capacities of people exposed to hazards. A gendered CVA enables us to examine if capacities and vulnerabilities relating to particular categories and factors concern women, men, or both. It also enables us to undertake an explicit analysis of power relations between women and men, taking into account GBV.

The gendered CVA has a number of potential uses. Having been designed for use in humanitarian interventions, it is especially useful in disaster relief, but it can also be applied in development work with communities in vulnerable areas, or those affected by chronic or longer-term crises. It can be used from the community to the national, regional, and even international levels, and it allows us to examine the links that connect them.

It is important to remember that capacity and vulnerability are subject to change over time as a result of factors such as disasters, economic crises, climate change, conflict, and development programmes/ agency interventions. The CVA should therefore be reviewed regularly (yearly or every other year), and can also be used as a tool to assess change over time.

Session 4 module 2:4

Additional notes for facilitator

Gendered CVA matrix: strengths and weaknesses

Much depends on the quality of the work, rather than simply on the features of the tool.

A gendered CVA matrix has a number of core strengths:

- It can be adapted to include other forms of social differentiation (e.g. class, caste, age, ethnicity, marital status, geographical location, etc.).

- It enables the analyst to 'map' a complex real situation, and to highlight the relationships between different factors.

- It is flexible and can be used before, during, or after a disaster or intervention.

- It encourages a long-term perspective by highlighting how necessary it is to reduce vulnerabilities and strengthen capacities.

- It goes beyond the material, and encourages the examination of social interactions within a community (e.g. social cohesion and leadership), and of the psychological realm (e.g. loss of hope in the future).

- It is simple and easy to use and understand, but not over-simplistic.

- It can be adapted for use at the macro level, allowing analysis from the community level right up to the global level.

- It challenges the status quo, showing how the transformation of oppressive social relationships within a community can be used to increase capacity to cope with future crises.

However, a gendered CVA matrix also has a number of potential weaknesses:

- It does not include a specific agenda for women's empowerment.

- It does not explicitly address GBV.

- It often leads users with a relatively superficial knowledge of the situation to make guesses.

- It requires strong facilitation skills to be developed effectively and might present particular challenges in regard to real participation when used with communities or local stakeholders.

- It assumes planners and implementing agencies have no agenda concerning gender relations. Therefore it is important to carry out an institutional analysis of implementing agencies in order to ascertain opportunities and constraints within them regarding gender-aware planning and implementation.

Other useful tools for assessing capacity and vulnerability

Session length

1 hour

Facilitator experience needed

Sound and practical understanding of Sustainable Livelihoods Analysis (SLA), the Pressure and Release Model (PRM), and gender analysis.

Purpose

To introduce the participants to the Sustainable Livelihoods Analysis and the Pressure and Release Model as two other analytical frameworks that are useful in assessing people's capacity and vulnerability to disasters. Participants will also learn how to combine these with gender tools to develop a gender analysis.

Procedure

The session begins with the facilitator explaining the purpose of this session. Participants are divided into groups and asked to think through how they would apply gender analysis to scenarios in which the SLA and PRM frameworks have been applied. The facilitator then sums up by presenting slide 2.3 on each of the frameworks, explaining the differences between the models and emphasizing how they can be used in assessing capacities and vulnerabilities in relation to disasters.

Materials needed

PowerPoint slide 2.3 (if using) on Sustainable Livelihoods Approach (SLA) and Pressure and Release Model (PRM).

Handouts

Handout 2.10: Sustainable Livelihoods Analysis
Handout 2.11: The Pressure and Release Model

Background reading

DFID (1999) Sustainable Livelihoods Guidance Sheets 1 and 2. http://www.eldis.org/go/topics/ dossiers/livelihoods-connect/what-are-livelihoods-approaches/training-and-learning-materials

Key source of information on the sustainable livelihoods approach.

Oxfam GB (2009) 'DRR in Livelihoods and Food Security Programming: A Learning Companion'.

Outlines how disaster risk analysis can be integrated into sustainable livelihoods programming.

Further resources

Prevention Consortium. 'Tools for Mainstreaming Disaster Risk Reduction: Guidance Notes for Development Organisations' (Sustainable Livelihood Approaches, pp. 117-128). http://www. preventionweb.net/files/1066_toolsformainstreamingDRR.pdf

Highlights relevance of sustainable livelihoods approaches to hazards, vulnerability, and disaster risk.

Session 5   module 2:5

Session plan

Introduction

Explain the purpose and the procedure for the session.

Group work (40 minutes)

Divide participants into two groups: one for SLA and one for PRM. Give each group a case study describing scenario where either an SLA or a PRM has been applied. Ask each group to think through how they would apply the gender analysis they learned in sessions 2 and 3 to the SLA and PRM analyses respectively, i.e. what the key 'gender questions' and issues would be.

Summary / presentation of key messages (20 minutes)

There are a range of analytical frameworks and tools available to help assess people's capacity and vulnerability to disasters.

Frameworks are meant to be tools to help gain an understanding of a particular situation or scenario. It can be useful to combine different sets of tools to capture the elements or specificities of a situation from a holistic perspective, and to allow for a thorough analysis. Hence, the CVA, SLA or PRM frameworks can be combined with gender analysis tools to capture the gendered power inequalities between women and men, and what these mean in terms of how women and men in a particular community deal with the impacts of disasters.

Session 5   module 2:5

## Additional notes for facilitator

The Sustainable Livelihoods Analysis (SLA)

The sustainable livelihoods analysis (SLA) is a tool that helps to understand how people are affected by, and can deal with, disasters. The SLA was developed by the British Department for International Development (DfID). It draws influence from the sustainable livelihoods thinking developed by Robert Chambers during the mid-1980s, and attempts to improve understanding of the livelihoods of poor people and enhance the efficiency of development cooperation.

This framework places people, particularly poor people living in rural areas, at the centre of a web of inter-related influences that affect how these people create a livelihood for themselves and their households. Their access to resources and *livelihood assets* (including: natural resources; technologies; their skills, knowledge and capacity; their health, access to education; sources of credit; and their networks of social support) is strongly influenced by their *vulnerability context,* which takes account of trends (for example, economic, political, technological), shocks (for example, epidemics, disasters, and civil strife) and seasonality (for example, prices, production and employment opportunities). Access is also influenced by the prevailing social, institutional and political environment, which affects the ways in which people combine and use their assets to achieve their goals. These are their *livelihood strategies.*

Meanwhile, access to these assets also determines the level of their vulnerability to, and capacity to cope with and recover from, shocks, trends, and seasonality.

The figure below is a schematic presentation of the main components of SLA and how they are linked. The arrows show the relationships or level of influence between the different elements that affect one's livelihood. The pentagon and the letters represent people's strengths (assets or capital endowments), which are important to meet livelihood needs. The key assets are: human capital, social capital, physical capital, financial capital, and natural capital.

Source: http://www.ifad.org/sla
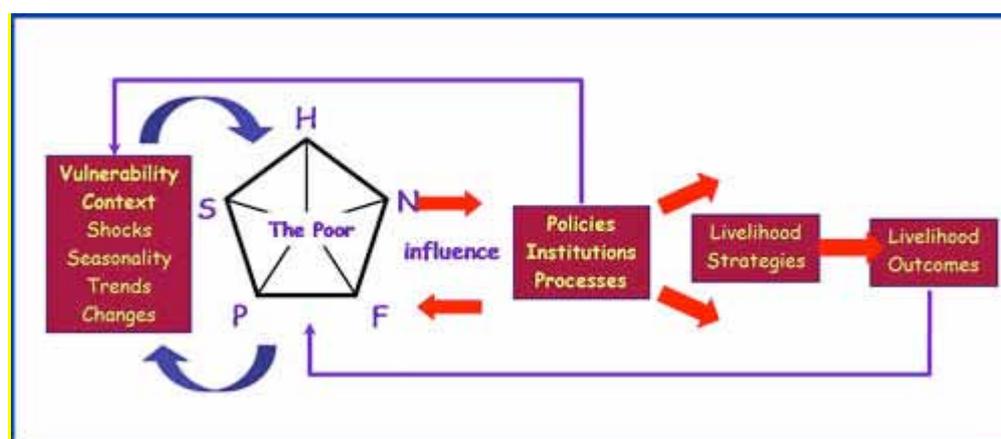
Human capital represents the skills, knowledge, and good health that enable people to pursue different livelihood strategies and achieve their livelihood objectives. At a household level, human capital varies according to household size, skill levels, leadership potential, health status, and so on.

Social and political capital represents the social resources upon which people draw in pursuit of their livelihood objectives. These are developed through networks and being connected to others, membership of more formalized groups, and relationships of trust that facilitate co-operation. They can provide the basis for informal safety nets among people living in poverty and are a means by which people gain power to influence policies and processes that affect their livelihoods (e.g. through trade unions).

Physical capital comprises the basic infrastructure and producer goods needed to support livelihoods. Producer goods are the tools and equipment that people use to function more productively. Infrastructure consists of changes to the physical environment that help people to meet their basic needs and to be more productive. The following components of infrastructure are usually essential for sustainable livelihoods: affordable transport; secure shelter and buildings; adequate water supply and sanitation; clean, affordable energy; and access to information.

Financial capital denotes the financial resources that people use to achieve their livelihood objectives. There are two main sources of financial capital: available stocks, which can be held in several forms such as cash, bank deposits, liquid assets such as livestock and jewellery, or resources obtained through credit-providing institutions; and regular inflows of money, including earned income, pensions, other transfers from the state, and remittances.

Natural capital is the term used for the natural resource stocks which people can access, and use to build their livelihoods, such as agricultural land, forests, and water resources.

The SLA is a flexible tool that can be adapted. Although the main concern of the SLA are people – the main constraints and opportunities they face – the SLA does not differentiate between women and men. Therefore it is critical that gender analysis tools are used in combination with SLA to understand the different vulnerabilities of women and men to disasters, and their different capacities to achieve sustainable livelihoods.

Module 3
Gender in programme planning and implementation: participation, empowerment, dignity, and accountability

Objectives of this module

After completing this module, participants will

- be able to apply a gender analysis to the planning of a programme, and to identify objectives which transform gender relations and strengthen women's empowerment;

- understand the importance of using standards to maintain programme quality, and how to apply gender standards within a DRR approach; and

- have learned about and critically analysed specific practices and activities that can be under-taken in programmes that address DRR to support women's empowerment and gender equality.

This module has three sessions:

Session 1: Programme planning and design

Session 2: Programme quality: standards and benchmarks for gender-sensitive programme design and implementation

Session 3: Programme implementation.

Estimated time: 1 day (6-7 hours)

Session 1: 2 hours (or 3 hours if film is shown)

Session 2: 2 hours

Session 3: 2 hours

Possible evening session for showing of film if not shown in Session 1

Programme planning and design

Session length:
2 hours (or 3 hours if film is shown)

Facilitator experience needed
An understanding of gender analysis and experience in using this to plan and design gender-sensitive programmes, and an understanding of programming to address gender-based violence (GBV) against women.

Purpose
To enable participants to apply a gender analysis to the planning of a programme, and to identify objectives which enhance gender equality and women's empowerment. Gender-based violence is used in this session as an example of an issue that might be addressed in planning work relating to DRR and emergency response.

Procedure
The facilitator presents key messages on planning and design with a particular focus on the setting of objectives, and on core principles for putting gender equality at the heart of planning. A case study on violence against women in an earthquake response is then used to get participants to think through whether and how they would address the issue of violence against women in planning the programme. Participants read the case study, discuss a series of questions in small groups, consult the IASC guidelines on gender-based violence, and share their findings in plenary. Optional: they then watch short excerpts from the film 'The Greatest Silence: Rape in the Congo' (trailer available at http://thegreatestsilence.org/). Alternatively, the group work can focus on the case studies on livelihoods and advocacy in earthquake response in Indonesia.

Materials needed
'The Greatest Silence: Rape in the Congo'
Projector
Flipchart and pens

Handouts
Handout 3.1: Case study: GBV in earthquake response
Handout 3.2: IASC Guidelines for GBV in Humanitarian Settings (pp 10–13).
Handout 3.3: Case studies: Livelihoods and advocacy in Indonesia

Background reading
IASC (2005) 'Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies' http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-gbv

Forced Migration Review, 27, 'Sexual Violence: Weapon of War, Impediment to Peace'. http://www.fmreview.org/FMRpdfs/FMR27/full.pdf *Particularly,* Thomas, Katie (2007) 'Sexual Violence: Weapon of War', pp. 15-16, and Russell, Wynne (2007) 'Sexual Violence Against Men and Boys', pp.22-23.

UNFPA (n.d.) *Programming to Address Violence Against Women: 10 case studies,* New York: UNFPA

http://www.unfpa.org/webdav/site/global/shared/documents/publications/2007/vaw_10cases.pdf

Further resources
Oxfam GB's 'Improving the Safety of Civilians: a Protection Training Pack' (2009). Pages 115–125, module on sexual violence in conflict.

Session Plan

Introduction (5 mins)

Explain the purpose and procedure for the session.

Presentation of key messages (30 minutes)

Planning and design

Once a gendered risk, vulnerability, and capacity analysis has been carried out, the planning and design phase can begin. The following points should be remembered to ensure that this phase enhances gender equality and women's empowerment.

- Set objectives which address gendered interests and strengthen gender equality (see below).

- Develop strategies and activities which address gendered interests and strengthen gender equality (see Module 3 Session 2 for standards and benchmarks of programme quality).

- Ensure the representation and active participation of both women and men from marginalized groups in the planning process.

- Identify partner organizations that demonstrate either a track record of working on gender equality and women's rights issues, or a commitment to do so. In particular, try to identify and work with grassroots women's groups (see below).

- Budget for activities that will support gender equality work including:
  – internal work (e.g. gender-awareness training for staff); and
  – programme or policy work (e.g. special measures to make it easier for women to participate, such as providing childcare; or specific projects which enhance women's empowerment, such as leadership training).

- Assess the potential impact of planned strategies, policy priorities, activities, and budgets on the different interests of women and men.

- Develop gender-sensitive monitoring and evaluation indicators (see Module 4 Session 1).

Managers should appraise project proposals against gender criteria, and only approve them if they have a strong gender analysis which has been used to define project objectives which support women's empowerment and gender equality. These objectives need to be accompanied by an implementation plan which supports these aims.

Identifying objectives

The outcomes of the gender analysis must be built into the identification of programme and policy objectives. This is a crucial step and one that is often over-looked. It should be approached in two ways:

Ensure that all objectives acknowledge and address gender differences.

For example, rather than 'improve *people's* access to early warning information', a gender-sensitive objective would be 'to ensure that *both* women *and* men have better and more equal access to early warning information, and that the communications system i*s tailored to the different behaviour patterns of men and women'.*

Identify specific objectives to strengthen women's empowerment and gender equality

For example on improving their reproductive health, protecting women from violence, or reducing their reproductive workload.

Core principles for putting gender equality at the heart of planning for DRR

- *Know the facts*: Gender analysis is not an option. It is imperative for planning an equitable programme addressing relief and recovery, risk reduction, or disaster preparedness.

- *Use a human rights approach:* Women and men have equal rights to the opportunities, resources, and conditions needed to survive and recover from disasters. Democratic and participatory initiatives strengthen the ability of women and girls to access their human rights.

- *Think big:* Gender equality and the principles of DRR must guide all disaster mitigation, disaster response, and reconstruction activities. Opportunities for women's empowerment often open up during disasters, but there is often a limited time for these opportunities to be exploited.

- *Resist stereotypes:* Base all initiatives on knowledge and understanding of the specific cultural, economic, and political context.

- *Respect and build women's capacities:* Work with and strengthen existing grassroots women's groups. They have the information, knowledge, experiences, networks, and resources to increase a community's resilience to change and disaster. But avoid adding to their already heavy workloads.

Partners: working with grassroots women

It is very important to work with and support grassroots women's organizations in DRR. The Huairou Commission's project 'Women's Views From the Frontline'[21] recommended that in order to mainstream gender across the five 'Priorities for action' of the Hyogo Framework for Action, it was critical that organized groups of grassroots women play public decision making roles in shaping DRR initiatives. They recommended that grassroots women are positioned as active agents of change rather than vulnerable victims; that they are funded to enable them to develop innovative solutions; that mechanisms are created for scaling up effective grassroots practices to influence national policy; and that institutions responsible for DRR policy and programmes are held accountable for engaging with grassroots women as citizens rather than beneficiaries.

The **standards** and **benchmarks** necessary to ensure the development of gender-sensitive DRR programme work will be discussed in Session 2.

Group work: option 1 (1 hour)

Divide participants into three groups and ask them to read the case study 'GBV in earthquake response' (handout 3.1), think through strategies to address violence against women, and answer the questions at the end of the case study. They may wish to use the Inter-Agency Standing Committee (IASC) guidelines (handout 3.2) on gender-based violence to aid their discussion. Each group should then share their insights with the other participants by documenting their findings on a flip chart and presenting them in plenary.

The facilitator can use these presentations to open up a discussion on planning measures to address violence against women in programmes. (See below for possible responses to the case-study questions). Since Module 3 Session 3 will look in more depth at strategies for addressing violence against women, try not to go into too much depth on this here, but focus instead on the *process of project design,* and the different steps and decisions that need to be taken during the planning process.

The facilitator then summarizes what this case study illustrates about planning and design issues in general.

Group work: option 2 (1 hour)

Give each participant a copy of handout 3.3, 'Livelihoods and advocacy in Indonesia', and ask them to divide into two or four groups. Each group will use either the case study on livelihoods in Indonesia or that on advocacy. The groups read the case study allocated to their group (10 minutes). They then discuss the questions provided at the end of the case studies (having agreed on who will take notes and who will report back (30 minutes). Answers are summarised on a flip chart and presented in plenary. The facilitator can then open a discussion as outlined for the first group work option.

Film and discussion – optional (1 hour)
The session could finish with a showing of some excerpts from the film 'The Greatest Silence: Rape in the Congo'. Alternatively, since this session is not about GBV per se, and if there is interest in watching the whole film, this could be shown in a separate evening session, preferable before this session, with time for discussion and afterwards. The whole film is approximately 1 hour long.

About the film: Shot in the war zones of the DR Congo, this film breaks the silence surrounding thousands of women and girls who have been kidnapped, raped, and tortured in an intractable civil war. The filmmaker, Lisa Jackson, herself a survivor of gang rape, talks with activists, peacekeepers, physicians, and the rapists themselves. She travels to remote villages to meet rape survivors who have been shamed and abandoned, providing a piercing, intimate look into the horror, struggle, and ultimate grace of their lives.

Further resources
If participants are interested in pursuing further the issue of how interventions can address sexual violence in emergencies, provide them with a link to Oxfam GB's 'Improving the Safety of Civilians: a Protection Training Pack' (2009). On pages 115–125 there is a group exercise which looks at programming options to address sexual violence in conflict.

Additional notes for facilitator

The importance of addressing sexual and other forms of gender-based violence in DRR programmes

Sexual violence is under-reported everywhere and almost impossible to measure accurately in emergency settings. This is because people are often unwilling to report attacks for fear of being stigmatized, further victimized or suffering reprisals. Therefore the IASC guidelines for gender-based violence interventions in humanitarian settings state that all humanitarian agencies should assume that GBV, in particular sexual violence, is taking place and that it is a serious and life-threatening protection issue regardless of the presence or absence of concrete evidence.

GBV can be a major issue following disasters. After disasters, whether triggered by natural hazards or conflict-related, there is evidence that violence against women, both from their intimate partners and other men, tends to increase. For example, following the 2004 tsunami in Sri Lanka women faced increased domestic violence.[22] Only a tiny proportion of these cases are ever reported.

In camps for refugees and displaced people, women and girls can be particularly vulnerable to violence. For example, they may face sexual violence while collecting firewood beyond the safety of the camp, or in washing and sanitation areas within the camp where inadequate privacy and safety is provided. Women and girls in camps can also be coerced into providing sex in order to access emergency services such as distributions of food and relief items.

The design of emergency shelters can either exacerbate or prevent violence against women. In Central America after hurricane Mitch, increased GBV was reported in new shelters/ housing partly due to their design. There is evidence that women sometimes ignore early warnings of hazards and/ or are reluctant to move to 'safe' areas and shelters because of their fear of domestic or sexual violence.[23]

In female-headed households where men have migrated or been killed in conflict or disaster, women can feel unprotected and vulnerable to violence from outsiders.

Finally, where women have found ways to take on more powerful roles as leaders, decision makers or income-earners during disaster, and men feel threatened by their assumption of these new roles, women can potentially face violence as a means of forcing them back into traditional roles and maintaining the existing status quo.

Preventing and responding to gender-based violence against women[24]

Since GBV is known to increase during and directly following disasters, it is important that measures to reduce the incidence of violence and support victims are part of all programming that addresses DRR. Immediate measures could include: providing water in safe, well-lit areas; providing fuel to women in camps so they do not have to travel outside the camp to forage for firewood; and ensuring programmes do not put women at further risk. Beyond that:

- collect data on gender-based violence and establish a data storage system;

- support victims of violence by providing refuges, and setting up a confidential follow-up system of medical and psychological support;

- engage men in working to eradicate violence against women by providing positive examples of non-violent behaviour, challenging male offenders, and reducing alcohol consumption;

- raise awareness among both women and men about a woman's right to live free of violence, at home and in the public domain;

- where necessary, lobby the government to allow victims to receive treatment without a police report;

- advocate for courts to prosecute and punish perpetrators of VAW; and

- strengthen coordination between communities, health and social services, police, security forces and the legal justice system, including systems of traditional or customary law.

Possible responses to case study questions

1 Consider the following in deciding whether to respond to violence against women as part of the emergency programme:

- expected length of the humanitarian programme;
- your organization's policy guidance;
- magnitude of the problem;
- underlying vulnerability issues for women;
- underlying vulnerability issues for men;
- effect of violence against women on humanitarian programme and vice versa;
- availability of other resources, partner capacity, funding availability, etc.

2 Sources of information and support could include:

- your organization's policy documents;
- technical support teams and advisers from your head offices or other offices (with jurisdiction over the programme).

3 Steps to address VAW

- assess levels and forms of violence against women, consulting women and men separately;
- find out what support other agencies are offering;
- identify appropriate partners, particularly grassroots women's organizations;
- develop a programme framework, M&E systems, etc.

See also Module 3 Session 3 section on 'Preventing and Responding to VAW' for specific strategies.

4 Measures to minimize risk of VAW within PHE, PHP and EFSL programmes

- Continually monitor the impact of programme interventions on the safety of women and men, boys and girls.
- Provide assistance to prevent women and girls from having to carry out dangerous activities in order to survive (e.g. collection of water, fuel, or fodder). For example, provide water sources in safe areas in camps.
- Provide information to communities about what programmes and humanitarian actors are doing to reduce the risk of violence against women.
- Provide information about referral mechanisms for medical treatment and timely access to emergency contraceptives where available, and help women and girls to access them, for instance through community mobilizers or public health promoters (ensuring they have appropriate training and support).
- Support the development of female leadership in camp committees, and foster an awareness of VAW issues among members of camp committees.
- Work in coordination with other actors in a planned and strategic manner.
- Develop better basic understanding of issues of gender-based violence among all staff.

5 What you should not do to address VAW

- deliver medical services, psychological services, or counseling (unless you are working with an agency specialized in those areas);
- ask people to talk about their experiences, unless you have a very clear reason for doing so, have obtained their fully informed consent, and have a rigorous system in place to protect their confidentiality.

6 Indicators to measure whether safe programming has contributed to reducing violence against women

- To what extent do women and girls report feeling safer since the onset of the programme?
- Has the reported incidence of violence against women and girls increased or decreased since the onset of the programme?
- To what extent do women and girls attribute feeling safer/less safe or experiencing less/ more violence to programme interventions? If so, which interventions?

Session 2   module 3:2

Programme quality: standards and benchmarks for gender-sensitive programme design and implementation

Session length:

2 hours

Facilitator experience needed

Familiarity with Oxfam's standards for gender equality programming in emergencies and practical experience of supporting women's participation and empowerment through interventions.

Purpose

For participants to understand the importance of using standards to maintain programme quality and to learn to apply gender standards in humanitarian programmes that incorporate a DRR approach.

Procedure

The session begins with small-group discussions of participants' personal experiences of supporting women's participation and empowerment, which participants then share in plenary. The facilitator then presents the key messages on gender standards and benchmarks in relation to DRR. This is followed by participants working in small groups to think through which steps a development or humanitarian agency would take in response to one of 13 'real life' humanitarian interventions that incorporate a DRR approach, and identify which gender equality standards and benchmarks are most relevant to focus on in their response. At the end of the session, they present their decisions to the rest of the group.

Materials needed

PowerPoint slide 3.2 of standards for gender equality programming in emergencies and long-term development (as in key messages section).

Handouts

Handout 3.4: Oxfam's Proposed standards and benchmarks to promote gender equality in humanitarian programmes (shortened version, April 2010).
Handout 3.5: Scenarios for group work on gender standards in DRR and emergency response.

Background reading

Oxfam GB's set of minimum standards for rapid onset emergencies.

Session 2 module 3:2

Session plan

Introduction (5 mins)

Explain the purpose and the procedure for the session.

Small-group discussion (40 mins)

Ask participants to divide into small groups of three to four people to share their own personal experiences of and efforts to support women's equal participation and women's empowerment in their work. Each small group then identifies two benchmarks which could be used to measure whether DRR interventions have supported women's participation, and two that could be used to measure whether they have supported women's empowerment. The groups then report back to the rest of the group. The facilitator then sums up the discussion and draws on the notes below on empowerment and participation to complete the analysis.

Presentation of key messages (15 mins)

Oxfam has developed a set of standards and benchmarks for addressing gender equality in humanitarian programming. These can be applied and adapted to DRR projects. Standards are markers of project and programme quality. Benchmarks are markers for measuring whether a standard has been reached. They are important as a means of ensuring the quality and consistency of approaches to gender mainstreaming in DRR projects. They should be used to guide planning decisions about interventions, activities, budgets, and selection of partner organizations. The following table shows the standards for each of four proposed categories relating to gender equality.

Session 2   module 3:2

Category	Standard
Using gender analysis to inform programme design	Collect, analyse, and report on gender differences using sex- and age-disaggregated data where possible. Design culturally appropriate programmes based on a gender analysis, which address the needs of the most vulnerable, and redress gender-specific injustices.
Implementation: ensuring participation, dignity, empowerment, and accountability	Ensure that women and men from different social groups are able to access and participate in humanitarian programme activities, including relief distribution, training, and livelihood opportunities. Actively promote women's dignity and empowerment in programme design and implementation. Establish effective mechanisms that enable beneficiaries to give feedback on programmes. It is important that this includes feedback on programme activities that particularly relate to gender issues.
Addressing gender-based violence	Implement safe programming in all situations, and where necessary implement specific activities to prevent GBV, and/or support response mechanisms. Assess the severity and impact of GBV and take appropriate action. Design and implement culturally appropriate GBV interventions in co-ordination with other actors through inter-agency working groups and/or clusters.
Promoting gender equality through internal practices	Advance gender equality through the planning and implementation of the programme, including the allocation of resources, selection of partner organizations, gender-balance among the staff, and inclusion of gender objectives in performance management. Protect beneficiaries from sexual exploitation and abuse by staff.

Each category has a number of benchmarks associated with it to facilitate its measurement. These can be found in Oxfam's 'Proposed standards and benchmarks to promote gender equality in humanitarian programmes' (shortened version, April 2010) (see handout 3.4). It will be important to refer back to this section in Module 4 Session 1 when discussing the development of gender-sensitive indicators for monitoring and evaluation.

Group work: (1 hour)

Divide the participants into groups of two or three. Give each pair/group a copy of handout 3.5 and select one of the scenarios for each group. There are 13 scenarios, so select those that are most appropriate for your group.

Instruct each group to:

- read their scenario;

- agree on specific steps they think a development or humanitarian agency should take in response to the situation;

- refer to the handout (Oxfam's standards and benchmarks) and identify which standards and benchmarks are the most relevant to focus on in a programme plan to address this scenario; and

- feedback their results to the whole group (start by reading out the relevant scenario).

During the feedback to the whole group, the facilitator should write down the standards mentioned by participants on a flip chart. When feedback is complete, the group should check whether all standards in the OGB matrix have been covered, and which ones were not mentioned and why. The facilitator should then check that everyone understands and agrees with the standards. The aim of this exercise is to get participants to think through what it means in practice to apply a standard to the planning of a project activity, and to identify appropriate benchmarks that will later be used to verify whether that standard has been reached.

Summing up (5 mins)

Session 2 module 3:2

Further notes for facilitator: empowerment and participation

Empowerment

- Ensure projects aim to meet women's strategic as well as practical needs and interests.

- Actively promote and find ways of protecting women's dignity.

- Support women's right to ownership and control of strategic assets, such as housing and land. Where appropriate, create 'collective asset bases' for women (e.g. a shared boat or land), as they are more sustainable than other assets, and it is easier for women to retain control over them.

- Support women to carry out their responsibilities in their traditional domains of authority, such as providing food and water for the family and managing the family's health. But also support and encourage women and men to take on non-traditional gender roles, so that women are able to take on more strategic and empowering roles, while men take on a share of reproductive work (e.g. childcare), reducing women's overall workload.

- Protect women and girls from the likelihood of increased violence during and following disasters.

- Challenge attitudes and beliefs that discriminate against women.

- Support women's agency so that they come to be recognized as active agents of change in the community, rather than victims.

- Meet gender-specific training needs, for instance:
  - Build the capacities of individual women as well as existing women's groups. It may be necessary to hold women-only training sessions with women trainers, so that participants' confidence can be strengthened in a safe space. Use 'training of trainer' techniques for fast replication.
  - Work with men to understand how cultural interpretations of masculinity shape gendered power relations, and the benefit to the whole community when men play active roles in creating more balanced gender relations.

Participation

- Ensure the number of women in the project team is proportional to women in the affected population, as this will maximize the likelihood of issues specifically affecting women being addressed.

- Involve grassroots women, their leaders, and their organizations actively alongside men in needs assessments, risk analysis, disaster preparedness, and response planning. Form women-only groups if mixed organizations are not acceptable, or if women cannot speak out openly within them.

- Ensure that the most vulnerable women are given specific roles, and the resources and support to carry out these roles. One example might be providing them with wireless telephone sets so that they can become focal points for early warning systems.

- Recognize the barriers to women's participation, such as lack of time, illiteracy, limited mobility, and objections from husbands or families, and find ways to overcome these.

- Ensure women have equal access to participation in income-generation work created by the project.

- Involve men (both programme staff and beneficiaries) in supporting the strengthening of women's equal participation and decision-making in DRR programmes.

Project Implementation

Session length:
2 hours

Facilitator experience needed
Practical experience of running programmes that address DRR, and an understanding of how to operationalise the principles and standards underpinning a gender-equitable response.

Purpose
For participants to learn about and critically analyse practical interventions that can be undertaken across a range of DRR work to support women's empowerment and gender equality.

Procedure
The facilitator begins with a short introduction, explaining that this session looks at specific practices and activities that can be implemented in programmes that address DRR to strengthen gender equality and empower women. The participants are then divided into the following two groups: 1) DRR; and 2) policy and advocacy. Each group is given a case study from handout 3.6 and a copy of handout 3.7, which lists activities and practices that can be undertaken to strengthen gender equality in each of these areas of work. Each group analyses how effectively the programme in their case study has addressed the issue of gender equality, and makes suggestions for other issues that might be addressed. Groups report back on their suggestions, and this stimulates discussion on each of the areas.

Materials needed
Flipchart and pens

Handouts
Handout 3.6: Case studies: Disaster risk reduction and response in Pakistan (for the group working on DRR); Lobbying for the inclusion of gender concerns in Pakistan's national disaster risk management framework (for the group working on policy and advocacy).
Handout 3.7: Examples of practices and activities to strengthen gender equality and empower women in DRR programmes.

Background Reading
ISDR (2008) 'Gender Perspectives: Integrating Disaster Risk reduction into Climate Change Adaptation: Good Practices and Lessons Learned'

E. Patrick. (2006) *Beyond Firewood: Fuel Alternatives and Protection Strategies for Displaced Women and Girls,* New York: The Women's Commission For Refugee Women & Children, pp 1–5. http://www.reliefweb. int/rw/lib.nsf/db900sid/RURI-6MWMD4/$file/fuel%20alternatives%20%20for%20displaced%20women%20 and%20girls.pdf?openelement

Session 3 module 3:3

Session Plan

Introduction (15 mins)

Explain the purpose and procedure for the session

This session looks at *specific practices and activities* that can be put in place in programmes which address DRR to strengthen gender equality and empower women.

The range of DRR activities undertaken by Oxfam and its partners can very broadly be categorized as:

- Making DRR a priority at all levels, with a strong institutional basis;
- Identifying and monitoring risks, and enhancing early warning;
- Building understanding and a culture of safety and resilience at all levels;
- Reducing underlying risk and managing uncertainty; and
- Strengthening preparedness to respond effectively at all levels.

Handout 3.7 provides details of the specific activities which an organization like Oxfam might undertake in each of the above areas to strengthen gender equality and empower women.

Group Work (1.5 hours)

A mix of participants with diverse backgrounds is preferable.

Divide participants into the following two groups:

- DRR
- Policy and advocacy.

Give each group the case study appropriate for their group (handout 3.6) and handout 3.7, which lists activities and practices to be undertaken to strengthen gender equality in each of these two areas of work. Ask each group to analyse how effectively the programme in their case study has addressed the issues of gender equality and women's empowerment by answering the following questions:

- Which gender issues were addressed by the programme?
- Which specific activities and practices were implemented to address these gender issues?
- Which other strategies or practical interventions might be undertaken in this scenario to strengthen gender equality and women's empowerment?

Each group has 45 minutes for this exercise. At the end of their discussion, each group reports back to the plenary on their findings, beginning with a summary of their case study (40 mins).

Notes for facilitator

Examples of practices and activities to strengthen gender equality and empower women in DRR programmes[25]

Make DRR a priority at all levels, with a strong institutional basis for implementation

- Ensure that the priorities of grassroots women's organisations are represented in co-ordination mechanisms for DRR, such as national platforms;

- Ensure that analysis and planning for DRR capacity development is prioritised equitably for men and women;

- Ensure that budget allocation for DRR implementation in all sectors and levels is prioritized for action that benefits women;

- Promote the involvement of women in participatory community planning processes for DRR through the adoption of specific policies; in the creation of networks; and when determining roles and responsibilities, authority over, and management of available resources.

Identify and monitor risks, and enhance early warning

- Involve both women and men equally in the development of risk and hazard maps and data, and identify gender-specific aspects of risk and vulnerability;

- Support research, analysis, and reporting on long-term and emerging issues that might increase the risks faced by women;

- Encourage the participation of women where possible in early-warning systems and ensure they are appropriate and accessible to both women and men. This means that communication alerts, media, and technology need to be tailored to the preferences and behaviour patterns of women and men.

- Ensure that both men and women farmers have access to appropriate, accessible and reliable weather forecasts and know how to use this information

Build understanding and a culture of safety and resilience at all levels

- Ensure that women's as well as men's knowledge is promoted to build a culture of safety;

- Ensure that activities and events to build understanding of risk target women as key change agents, and that the means of communication are appropriate for women;

- Promote the targeting of children, especially girls, with risk knowledge through formal and informal channels;

- Ensure equal access to DRR training and educational opportunities for women, e.g. in sustainable agriculture or water resource management. In particular ensure these activities don't create an additional burden.

Reduce underlying risk factors

- Ensure that critical safety facilities and infrastructure (e.g. evacuation shelters and emergency housing, water, sanitation, and health systems) are resilient to hazards, accessible to both women and men, and that women have adequate privacy and security;

- Promote the importance of support to women and groups involved in sustainable ecosystems and natural resource management, including planning land-use to reduce risk;

- Promote diverse livelihoods options for women to reduce their vulnerability to hazards, and ensure that risks faced by women are not increased by inappropriate development policy and practice;

- Ensure that women farmers as well as men have access to more climate resilient crops and varieties, and that their cultivation and/or processing does not place an additional burden on women;

- Ensure that women are involved in designing water management systems for domestic and productive use that meet their requirements. Ensure that the development of financial risk-sharing mechanisms prioritises the involvement of women, and that they are accessible and appropriate to the needs of women at risk of disaster;

- Raise awareness among both women and men about a woman's right to live free from violence at home and in the public domain.

Strengthen preparedness to respond effectively at all levels

- Disaster preparedness and response plans should take into account gender-differentiated vulnerabilities and capacities, be disseminated to both women and men in languages both can understand, and prioritise actions to reduce the risks faced;

- The importance of women as key change agents should be promoted and women fully involved in community disaster management committees, disaster response drills, etc.

Measures to address GBV in programmes that address risk, including in emergencies

International organizations working in post-disaster situations have been urged to implement measures to help prevent GBV and undertake responsive actions to assist victims or survivors with their needs (e.g. for psychosocial support and medical and legal aid). Initiatives to prevent GBV range from community-based approaches to policy advocacy at country, regional and global levels.

Responsive action involves providing medical and psychological counseling to survivors, assistance in reporting for victims (who are willing to report cases and have them investigated) and legal assistance to bring the perpetrators to appropriate courts. In some conflicts like Sudan and the DRC, where there are many reported cases of GBV, international organisations have worked together to establish referral systems to enable victims to seek and benefit from different forms of assistance.

The challenge to prevent GBV is indeed enormous. Involving women's rights organisations is critical to support female victims of violence. This is because women and girls are likely to feel less threatened and better supported by women's organisations than mixed organisations, and because women's rights organisations will have the best local analysis of the impact of violence against women. It is of course also critical that men are involved in finding ways to reduce violence perpetrated against

women, and are key to building a culture where GBV isn't tolerated. Male victims of violence also need to be supported through other community structures, such as men's groups.

Coordination between communities, health and social services, police, security forces and the legal justice systems (including traditional or customary law and national legal institutions) must also be ensured in implementing GBV prevention and response measures.

Humanitarian and peacekeeping staff must also uphold the highest standards of conduct by ensuring that they do not engage in any act of sexual exploitation and abuse, and appropriate measures are undertaken if any personnel violate the Code of Conduct.

Policy and advocacy

Oxfam aspires to the following types on advocacy on women's rights and gender equality in DRR programmes.

Internally

Oxfam should ensure that its own national advocacy strategies for DRR promote gender equality and women's rights.

Locally

Oxfam can help to ensure that gender analysis is incorporated into data collection on the impacts of disasters and local responses, and can influence policy at the local level by raising awareness of best practice on gender in DRR programmes.

Nationally

Oxfam should aspire to lead advocacy on gender equality and the protection of women's rights in processes such as national coordination and advocacy forums, e.g. the national platforms responsible for taking forward the commitments of the Hyogo Framework. Oxfam should also hold governments to account for the development and funding of DRR policies and activities for vulnerable communities, and advocate on issues of specific identified risk, such as environmental protection. The focus should be on ensuring that DRR interventions respond to the needs of both women and men, that specific measures are taken to protect women's rights and support their empowerment, and that it is accepted that women's active participation and leadership in the relevant decision-making processes is essential in order to achieve such policy change.

Internationally

Oxfam advocates a major transfer of international funds toward DRR, including the demand that such work is implemented in an equitable, pro-poor, and gender-sensitive manner.

At all levels

Oxfam needs to form alliances with women's rights networks working to ensure that DRR policy-making is gender-responsive.

End-of-module evaluation/feedback (10 minutes)

Ask participants to feedback on their evaluation of the three sessions in Module 3. Refer to the introductory chapter for ideas on methodology.

Module 4
Monitoring and evaluation;
Wrap-up session

Objectives of this module

After completing this module, participants will

- understand the importance of developing gender-sensitive indicators as part of monitoring and evaluation, and practised developing them in the context of practical programme proposals; and

- have reviewed and reflected on what they have learnt during the course, and made a plan for how they will use it to change the way they work.

This module has two sessions:

Session 1: Monitoring and Evaluation

Session 2: Summary: Next steps, evaluation, and close

Estimated time: ½ day (4 hours)

Session 1: 2 hours

Session 2: 2 hours

Monitoring and Evaluation

Session length:
2 hours

Facilitator experience needed
Practical experience in developing indicators for monitoring and evaluation, and preferably working with logical frameworks (logframes), and an understanding of how to develop gender-sensitive indicators in relation to DRR programmes.

Purpose
For participants to gain skills in developing gender-sensitive indicators. Using these, they will then be able to assess the extent to which DRR programmes are contributing to the process of gender equality and women's empowerment.

Procedure
The facilitator presents a brief overview of the cycle of monitoring and evaluation in DRR programmes, and then presents some key ideas for developing gender-sensitive indicators. Participants divide into groups to analyse DRR programme proposals including disaster preparedness. Each group develops gender-sensitive indicators for their logframe, and writes these down on a piece of flipchart paper. These are then posted up around the meeting room, and each group presents their logframe so that they whole group can discuss.

Materials needed
Flipcharts, pens, sticky notes.

Handouts
Handout 4.1:   Case study: proposal on DRR in the Philippines
Handout 4.2:   Case study: proposal on disaster preparedness in the Caribbean
Handout 3.4:   Oxfam GB standards and benchmarks to promote gender equality in humanitarian programmes
Handout 4.3:   Examples of gender-sensitive outcome and impact indicators for DRR

Background reading
ISDR (2009) *Making DRR Gender Sensitive: Policy and Practice Guidelines,*
pp. 89–122 'Gender-sensitive indicators for DRR'. http://www.preventionweb.net/files/9922_MakingDisasterRiskReductionGenderSe.pdf

Oxfam GB 'Measuring the impact of disaster risk reduction: a Learning Companion'

Further resources
Oxfam GB 'Rough Guide to Monitoring and Evaluation in Oxfam GB'.

T. Beck (1999) *Using Gender Sensitive Indicators.* A Reference Manual for Governments and Other Stakeholders London: Commonwealth Secretariat.

A comprehensive resource on the use of gender-sensitive indicators.

Oxfam GB (2004) 'A Little Gender Handbook for Emergencies or Just Plain Common Sense'

http://www.humanitarianreform.org

Oxfam GB's set of minimum standards for rapid onset emergencies.

Session 1 module 4:1

Session plan

Introduction (5 mins)

Explain the purpose and procedure for the session.

Presentation of key messages (25 mins)

Monitoring and evaluation in DRR programmes

Monitoring involves the systematic assessment of a programme's performance over time. Evaluation refers to the more objective, in-depth assessments of the relevance, efficiency, effectiveness, impact, and sustainability of programmes at a particular point in time. Monitoring and evaluation are essential if we are to learn from our interventions, maximize their effectiveness, and ensure that we are accountable to our various stakeholders.

By using indicators to measure changes against the project baseline, we can monitor the progress and evaluate the impact of our activities. In Oxfam, data needs to be collected at several points during the project cycle:

- during initial assessments, when mainly qualitative data needs to be collected;

- at the 'baseline point' of the project when questionnaires and focus group discussions can be used to collect more statistical information;

- every three months during implementation, as part of ongoing monitoring;

- every six months, when 'monitoring events' or 'learning reviews' should be held with beneficiaries;

- one year into the project, when a facilitated self-evaluation should take place; and

- at the end of the first or second year, when the baseline measurements should be repeated.

For more information on the generic development of indicators for monitoring and evaluation, refer participants to:

- Oxfam GB's Learning Companion on 'Measuring the impact of DRR'. This gives detailed guidance on measuring programme impact, developing indicators, collecting data to measure effectiveness, and using it to inform programme design.

- Oxfam GB's set of minimum standards for rapid onset emergencies (These will eventually be available on the Oxfam GB's Intranet).

- John Twigg's 'Characteristics of a disaster-resilient community'.[26] This sets out a detailed framework of components of resilience and characteristics of a disaster-resilient community.

Gender-sensitive indicators

Indicators measure or observe changes that have resulted from the actions or input of a project. Oxfam defines an indicator as a 'quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement'.

Our concern in this workshop is to develop skills in defining indicators that are gender-sensitive, and which measure changes in gender relations over time. The key questions to ask are:

- How did the project or policy work benefit women and men differently?

- To what extent were the different vulnerabilities and capacities of women and men taken into account?

- Did the project or policy work enhance gender equality and women's empowerment or work against it? In what ways?

Gender-sensitive indicators should be identified at the start of the project through a participatory research process with women and men. During risk assessments, data will be collected that measures gender-differentiated vulnerability and capacity. This will give a baseline analysis of gender relations and the status of women. If this data is collected at several points during the life-cycle of a project, it will give a picture of how gender relations are changing. We can then make judgements as to whether or not it is the influence of the project itself that is causing those changes.

Quantitative vs. qualitative: Gender-sensitive indicators can be quantitative, for instance the percentage of women and men able to access a particular service, or qualitative, e.g. the extent which women feel their opinions are acted on in decision making. While data from quantitative indicators may be easier to collect and analyse, qualitative indicators have a stronger explanatory and analytical role. They are particularly important for observing changes in gender relations in society. It is most useful to use a balance of quantitative and qualitative indicators.

It is important to distinguish between **output, outcome,** and **impact indicators**. An example is given below for a project which aims to reduce vulnerability to risk in a flood-prone area. The project's key objectives are to reduce the number of human lives lost, and to ensure that risk reduction targets women and men equally. One of its activities is to raise awareness and train women and men to ensure an effective early warning system.

- **Outputs** (or 'results' in logframes). These indicators measure the result of an activity. They tend to be quantitative and do not reveal change. An example: *Number of women and number of men who attended training on early warning systems.*

- **Outcomes** (or 'specific objectives' in logframes). These indicators measure what happened as a result of the outputs, i.e. what observable or measurable change was brought about by the activity. An example: *Ratio of women to men who reach shelters quickly (within x hours/minutes) and safely in the event of a flood.*

- **Impact** (or 'principal objective' in logframes). These indicators measure change towards the project goal. An example: *Percentage reduction in the number of women/girls' and men/boys' lives lost during floods during the programme period.*

Gender-sensitive outcome and impact indicators can be developed by first defining broad areas of change which lead toward more equal gender relations. These can be defined fairly generically for most contexts, as in the left hand column of the matrix in handout 4.3. Specific indicators which measure the extent to which each of these changes have occurred in the life of the project would then need to be defined in a participatory way (ideally at the start of the project). This would need to involve the women and men concerned, and would need to take into account their own context-specific perspective of what achieving gender equality and women's empowerment means to them. Handout 4.3 contains examples of outcome and impact indicators from DRR programmes.

Group work (90 minutes)

Divide the participants into four groups. You have two log frames from programme proposals that incorporate DRR (handouts 4.1 and 4.2):

- an EC proposal to build local capacity to develop gender-sensitive DRR strategies in the Philippines; and

- a proposal to enhance disaster preparedness in rural livelihoods and urban planning in the Caribbean, with gender as a cross-cutting theme.

Assign two of the groups to work on the Philippines proposal, and the other two groups to work on the Caribbean proposal.

Distribute copies of the proposals to each participant. Make sure that the section of the logframe detailing indicators and sources of verification is deleted. Also give each participant the handouts 'OGB standards and benchmarks for promoting gender equality in humanitarian programmes', and the matrix 'Examples of outcome and impact indicators for DRR projects'. These are to be used as aids for the analysis.

Instruct the participants as follows. They have one hour to do this exercise.

- Read the introduction to the project proposal and the logframe. These proposals were written for the EC, which has its own terminology. Hence, 'principal objective', 'specific objective', and 'results' can be translated as impact, outcome, and output.

- Using the format of the logframe, develop gender-sensitive impact, outcome and output indicators against the columns 'principal objective' 'specific objective', and 'results'.

- Present your logframe on a flip chart.

Ask each group to post their logframe on the wall. Participants can then walk around and read the different log frames, consider the quality of the indicators, write comments on sticky notes, and stick them onto the log frames. Each group then reports on their logframe, and reads out some of the comments. This should take about 20 minutes. The facilitator then leads a 10-minute discussion to discuss what was learned during the process and how the indicators can be improved.

Workshop summary: Next steps, evaluation and close

Session length:

2 hours

Facilitator

The facilitator for this closing session needs to have delivered a substantial part of this workshop, and be skilled at supporting people to reflect on learning and to develop personal action plans.

Purpose

The session wraps up the whole training workshop. It will draw together what the participants have learned over the course of the workshop, encourage personal and group reflection on the workshop, and help participants to plan how they will use what they have learned in their own work.

Procedure

The facilitator leads a group session where participants reflect on the workshop and voice their comments. The facilitator also presents a summary of key issues identified over the course of the workshop. Participants are then asked to prepare personal action plans to apply what they have learned in their work. A group evaluation follows, and then participants fill out individual evaluation sheets. If participants completed a questionnaire before the workshop, they could complete the same form at this point to help to measure the level of learning achieved. The workshop then closes.

Materials needed

Flip chart paper, pens, postcards.

Handouts

Handout 4.4: Summary of key issues from the workshop

Workshop evaluation sheet (the facilitator will need to prepare this)

Session 2   module 4:2

Session plan

Summary of issues raised in the workshop (30 mins)

The facilitator leads the group to reflect on the course, and asks individuals to share what they have learned, and their insights and reflections. The facilitator then presents the following summary of key issues from the course, drawing on the reflections of the participants.

- Poverty and inequality shape women and men's vulnerability to the impacts of disasters, and their capacity to cope with and recover from these impacts.

- Since women and men are affected differently by the impacts of disaster, their different vulnerabilities and capacities must be analysed, and their gender-specific concerns and priorities addressed. The Participatory Capacity and Vulnerability Analysis is a useful tool for ensuring that DRR programmes take into account the different needs, capacities, and vulnerabilities of women and men.

- Women must be recognized for their abilities to support their communities to overcome disasters, and the roles they can play as active agents of change, rather than just as victims.

- Mainstreaming gender into DRR programmes means ensuring that the different concerns and priorities of women and men fundamentally shape the whole project management cycle, as well as the institutional arrangements of the implementing organization. The aim is that all programmes and policy work contribute to gender equality, by transforming the balance of power between women and men.

- Oxfam believes that strengthening women's rights and gender equality is a prerequisite for addressing poverty and suffering, and is also a question of justice and basic rights.

- Ensuring women's equal participation, dignity, empowerment, and freedom from violence are key principles in programme design and implementation.

- Monitoring and evaluation using gender-sensitive indicators is important to assess whether changes in gendered power relations have occurred as a result of programme interventions.

Next steps (45 mins)

Personal action plans

Ask each person to write their own personal action plan for applying what they have learned in this workshop in their work. Participants should do this in groups of two or three people. Each person takes it in turn to share their plan and the other two group members question, support, and challenge the speaker until they have a SMART plan (made up of Specific, Measurable, Achievable, Realistic, and Time-bound objectives). The plan should be written on a postcard bearing the name and address of the person concerned and then handed to the facilitator. The facilitator will then post these cards back to the participants after three months, as a prompt for them to evaluate their progress. The commitments made by the participants should also be reflected in their annual objectives developed with their line managers.

Recommendations for action from the group.

Have a group brainstorm and discussion on proposals for action to support participants in this work in the future. This might include further training, peer learning groups, establishing a community of practice, or mentoring systems. Pick up any suggestions that have been made during the week, including those posted on the 'Freedom of speech wall'.

Workshop report

Agree whether any report of the workshop will be written and circulated.

Evaluation (30 mins)

Ask each participant to complete an evaluation sheet on the workshop (Note that this needs to be pre-prepared). The questionnaires completed at the end of the workshop could also be used at this stage, if this tool was used. The facilitator may also wish to set aside some time at the end of the workshop for participants to share specific feedback on an individual basis.

The following technique for a group evaluation might be valuable in some contexts:

In order to get participants thinking in an evaluative way and to get a shared sense of what worked and what didn't work well in the workshop, ask all participants to stand up and ask them three or four questions. Ask them to move to different corners of the room according to whether they give high, medium, or low scores in answer to the question. Questions might include:

- How do you evaluate the content of the course?

- How do you evaluate the delivery and presentation of the course?

- On a practical level, how useful has the course been for your day-to-day work on DRR? How useful was session x?

After each question, and once participants have moved to their respective corners, a few individuals can be invited to explain why they responded to that question as they did.

Close and thanks.

Endnotes

1. IUCN and UNDP (2009) Training Manual on Gender and Climate Change. http://www.iucn.org

2. Reproductive burden or workload refers to the care and maintenance of the household and its members, such as cooking, washing, caring, bearing children, and building and maintaining the home. This work is generally unpaid, undervalued, and mostly done by women.

3. A. Araujo et al., (2008) 'Gender Equality and Adaptation', IUCN, http://www.wedo.org/wp-content/uploads/genderequaladaptation.pdf

4. 'Oxfam International (2005) 'The Tsunami's impact on women', Oxfam Briefing Note, March 2005, Oxford: Oxfam International, http://www.oxfam.org.uk/resources

5. K. Ikeda (1995). 'Gender differences in human loss and vulnerability in natural disasters: a case study from Bangladesh', Indian Journal of Gender Studies, 2(2): 171–193.

6. E. Neumayer and T. Pluemper (2007) 'The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981–2002', Social Science Research Network, http://ssrn.com/

7. This manual does not address gender mainstreaming in internal systems and structures in any depth, but focuses on programme issues. That said, it is important that both strands of work progress together and support each other.

8. This can be downloaded at http://www.aidsalliance.org/includes/Publication/ene0502_Energiser_guide_eng.pdf

9. Available from arr@oxfam.org.uk

10. http://www.preventionweb.net/english/hyogo/gar/2011/en/home/download.html

11. Aguilar, Lorenda (2008) 'Climate Change and Disaster Mitigation', IUCN. http://www.genderandenvironment.org/admin/admin_biblioteca/documentos/Climate.pdf

12. Oxfam GB (2009) 'Adaptation to Climate Change Programme Policy Guidelines'

13. Ibid.

14. Oxfam International (2009) 'Suffering the Science: climate change people and poverty', Oxfam Briefing Paper. http://www.oxfam.org.uk/resources/policy/climate_change/suffering-science-climate-change.html

15. M. Boko et al. (2007) 'Climate Change 2007: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the IPCC', Cambridge: Cambridge University Press.

16. E. Shrader and P. Delaney (2000) 'Gender and Post-Disaster Reconstruction:

The Case of Hurricane Mitch in Honduras and Nicaragua', World Bank Draft Report. www.gdnonline.org/resources/reviewdraft.doc

17. Aguilar, Lorenda (2008) Climate Change and Disaster Mitigation (IUCN). http://www.genderandenvironment.org/admin/admin_biblioteca/documentos/Climate.pdf

18. www.predes.org.pe/jovenes.htm

19. Be aware of the concerns and interests of different groups of women and men such as widows, widowers, girl children, women or men with disabilities, women or men of low caste, unmarried women, etc.

20. The Declaration on the Elimination of Violence Against Women (1993), defines VAW as a sub-category of GBV: 'Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or private life'.

21. Huairou Commission. 'Women's views from the frontline' 2009 and 'En-Gendering the HFA: grassroots women's strategies for implementing the HFA' available at (http://reliefweb.int/node/314140). The Huairou Commission, founded at the Beijing Women's Conference in 1995, is a coalition of women's networks and development workers committed to partnering with grassroots women's organizations to develop their communities and improve their living conditions with the support of institutions focused on poverty alleviation, sustainable development, and gender equality.

22. Terry, Geraldine (2007) Women's Rights, Oxford: Oxfam GB.

23. I. Davis, et al. (2005) 'Tsunami, Gender and Recovery', All India Disaster Mitigation Institute, Special issue of a newsletter for the International Day for Disaster Risk Reduction, Issue 6, October 12.

24. For further information see the IASC's Guidelines for Gender-based Violence Interventions in Humanitarian Settings, 2005.

25. For a fuller discussion of possible strategies see IUCN (2009) 'Training Manual on Gender and Climate Change'.

26. J. Twigg (2007). 'Characteristics of a disaster-resilient community: a guidance note'. Version 1.