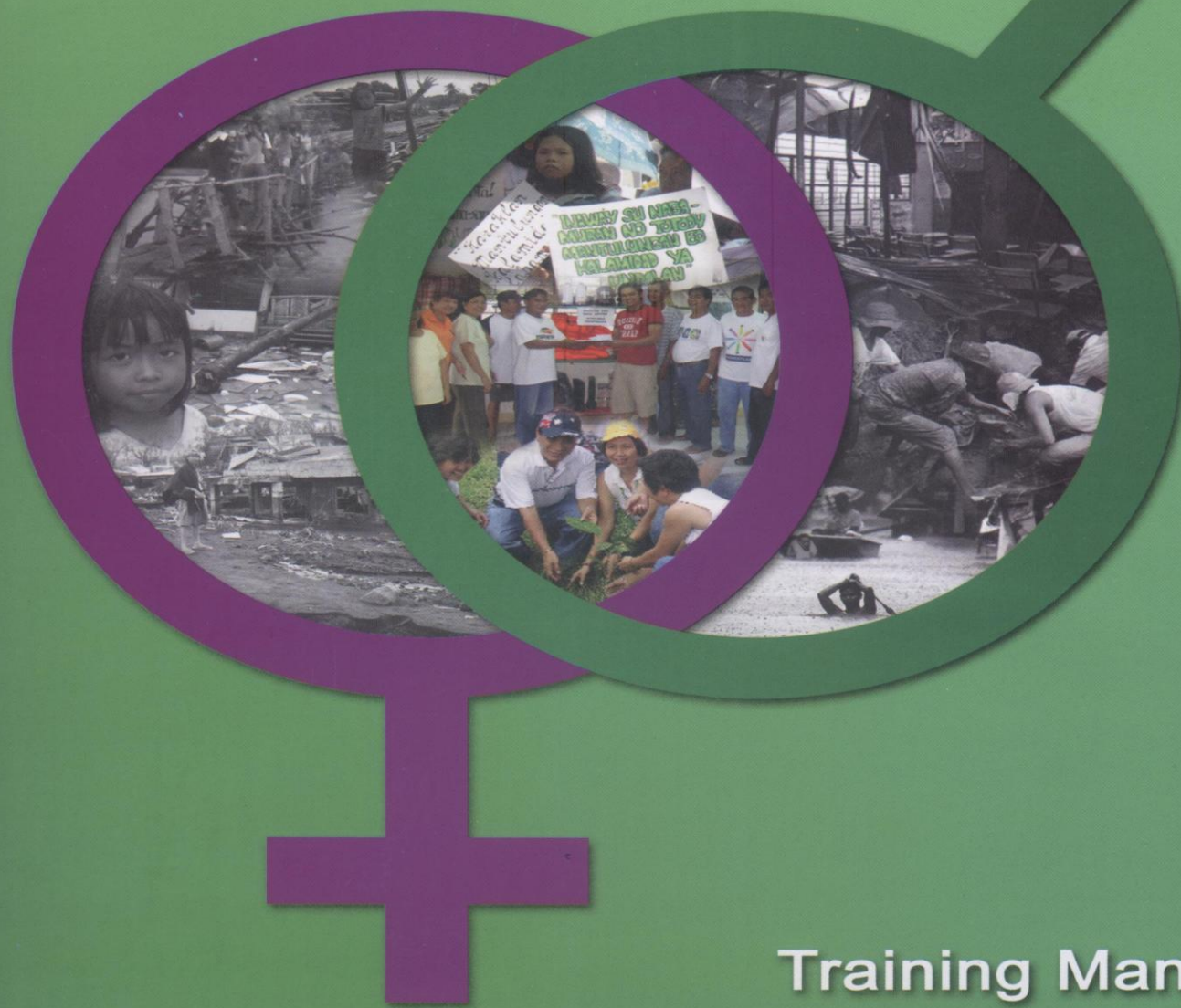


# Integrating Gender into Community Based Disaster Risk Management



## Training Manual

CBDRM Training and Learning Circle - Philippines



# **Integrating Gender into Community Based Disaster Risk Management Training Manual**

**CBDRM Training and Learning Circle-Philippines  
Center for Disaster Preparedness  
All India Disaster Mitigation Institute  
Asian Disaster Preparedness Center  
ProVention Consortium  
Special Unit for South - South Cooperation in UNDP**

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## Foreword

The Community Based Disaster Risk Management (CBDRM) Training and Learning Circle in both India and the Philippines is a network of trainers, training institutions, universities, and practitioners that re-examines, facilitates and strengthens the crucial interface between training, education and learning for CBDRM. This network was initiated by five agencies: the Center for Disaster Preparedness in the Philippines, the All India Disaster Mitigation Institute, Asian Disaster Preparedness Center, Special Unit for South-South Cooperation in UNDP, and ProVention Consortium.

One of the Training and Learning Circle's major activities is to develop a knowledge product in CBDRM. After a review of gaps in training-related materials in the Philippines, the Training and Learning Circle network decided to come up with a training manual that focuses on Integrating Gender into Community Based Disaster Risk Management. Gender perspective is a cross-cutting principle of the Hyogo Framework for Action 2000-2015: on Building Resilience of Nations and Communities to Disaster, which states 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.”*

While harnessing the capacities of both women and men in addressing vulnerable conditions and protecting themselves, their families and communities against hazards, CBDRM also seeks to contribute to gender equality and women's empowerment.

The development of this knowledge product benefited from various perspectives: communities, non-governmental organizations, academic institutions, government agencies as well as women's organizations engaged in community based disaster risk management. This manual was also reviewed by the Gender Unit in the Regional Center in Bangkok, which provided very useful inputs. The intended beneficiaries of this manual are the CBDRM trainers, practitioners and facilitators, local government authorities and staff, civil society organizations, the academe and women's groups and communities.

As mainstreaming of gender in disaster risk management is a growing concern, comments and recommendations ensuing from the use of this training manual are most welcome. Finally, the Special Unit for South-South Cooperation expresses its appreciation once again to its ongoing collaboration with the Training and Learning Circle partners, particularly in their efforts to develop gender sensitive knowledge products such as this training manual.

Yiping Zhou  
Director  
Special Unit for South-South Cooperation in UNDP

## Acknowledgements

Sincere gratitude to promoters of the Community Based Disaster Risk Management Training and Learning Circle (CBDRM TLC) – Center for Disaster Preparedness (CDP) Philippines, All India Disaster Mitigation Institute, Asian Disaster Preparedness Center, The Special Unit for South-South Cooperation in UNDP Regional Centre in Bangkok, and ProVention Consortium – in providing visionary encouragement and support to its formation and start-up activities. The “Integrating Gender into Community Based Disaster Risk Management Training Manual” is one of the key outputs of the CBDRM Training and Learning Circle - Philippines for 2008 – 2009.

This training manual represents the collaborative efforts of individuals and organizations from the CBDRM and gender communities who have generously given their time and expertise to mainstream both the community based approach and the gender perspective in disaster risk management, even if their names are not specified and acknowledged here.

Heartfelt appreciation is expressed to the 47 participants of the “Writershop to Address Gaps in CBDRM-Related Training Materials in the Philippines” held on 10-11 September 2008. After presentations and exchanges on the identified gaps, specifically Gender and CBDRM, Accountability and Ethics in CBDRM, Climate Change and CBDRM, CBDRM/Community Resilience Indicators, Monitoring & Evaluation, they chose the integration of gender perspective in CBDRM as the knowledge product to be developed by the CBDRM TLC-Philippines. Special thanks is due to Ging Tanchuling, Jing Pura, and Cely Binoya whose presentations on the theme Gender and CBDRM laid out the key concepts for this training manual.

The training manual draws from and acknowledges the use of the Gender and Development materials of the National Commission on the Role of the Filipino Women (now the Philippine Commission on Women) and the Department of Interior and Local Government, which were developed and published with the support women’s groups and funding partners. Most of the CBDRM training materials are from the Center for Disaster Preparedness. Malu Cagay and Nikki de Vera are acknowledged for referring resources relating to gender and disaster risk management.

Case stories used in the training manual of women and men’s involvement in CBDRM were contributed and shared by AMIHAN, Buklod Tao, Dagupan City Technical Working Group for Project PROMISE, Grassroots Women’s Empowerment Center, Citizen’s Disaster Response Center and Tabang sa Biktima sa Bicol, World Vision, Camarines Sur State Agricultural College, Mary Ann Arnado, and Ting Gorgonio.

The final content and structure of the training manual benefited from the review, comments and inputs from Gender Unit in the Regional Center in Bangkok, Lucy Lazo, Perla Bunda, Aleli Marcelino, Lettie Tojos, Pangging Santos, Rhodora Abano, and Oyen Dorotan. Vicky Diopenes made the template and initial lay-out which Joema Sinohin finalized while Bits Victoria and Rommel Meneses helped with the illustrations used in the training manual and in the PowerPoints presentations.

Special thanks is due Yam Grafil for co-facilitating the initial training with Buklod Tao to pre-test the manual and to the Central Bicol State University Development Organization, Cely Binoya and Lettie Tojos for a 2-day training workshop in Camarines Sur. Lorna Victoria coordinated and organized the inputs and contributions of all and led in the pre-test and follow through activities on behalf of the CBDRM TLC Philippines.

Zenaida Delica-Willison  
Disaster Risk Reduction Advisor  
Special Unit for South-South Cooperation in UNDP

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## Opening Activities



### Objectives

1. Welcome participants and formally open the training workshop
2. Introduce the participants and facilitators to each other
3. Clarify the participants' expectations of the training workshop
4. Unite participants on the training objectives and program of activities
5. Establish an atmosphere of openness and trust among participants and facilitators
6. Set ground rules for the training workshop
7. Form Host Team for each day to assist the Facilitation Team in the management of the training workshop



### Opening Activities

1. Invocation, national anthem
2. Welcome or opening remarks, messages
3. Introduction of participants and facilitators
4. Expectation check
5. Orientation on the training workshop design – objectives, content, methods, and schedule
6. Contracting ground rules (do's and don'ts) for the training workshop and technical arrangements
7. Formation of Participatory Management Teams
8. Group photo



### Methodology

1. Welcome and Opening Remarks
2. Lively activity for Introductions and expectations check ,
3. Interactive discussion on the training design, do's and don'ts during the training workshop, and other technical matters.



### Materials Needed

1. Name tags
2. Copy of training objectives and programme of activities
3. Manila paper or colored paper for introduction and expectation check
4. Colored pens and crayons



### Duration

1.0 – 1.5 hours



### References

1. Sample: Training Objectives and Programme
2. Sample Design for 2-day Training



### Tips to Facilitator

1. The Opening Activities – especially the Introductions and Expectations Check – help set the tone of the training workshop. Look for ways to create a friendly atmosphere for the participants and facilitators to feel more at ease in each other's presence and encourage sharing and open discussions. Introductions and expectation check will set the tone of the training workshop.

Some examples of lively ways of Introductions and Expectations Check to use:

- a. Participants select an adjective starting with the first letter of their names describing certain characteristic they possess and draw this using their bodies.
  - b. Participants choose and an animal or object which represents him/her, draws this on paper, introduces himself/herself to the group and explains the drawing. If women and girls are given a different colored paper than the men and boys, this exercise can be used again in Module 2 of the training.
2. Emphasize that in this training workshop, the participants actively interact and engage among themselves and with the facilitators. All critically reflect on their perspectives, attitudes and practice.
  3. Learning objectives indicate the expected outputs for each session. Each session helps in the attainment of the overall learning objective/s for each module as contained in the training design.



*Local and community based disaster risk management is now recognized as a necessary and effective approach to reduce disaster frequency, damage and loss. The participation of and benefits from disaster risk management of all sectors of the community has to be ensured and supported.*

## Training Objectives and Programme



### Context and Rationale

The Hyogo Framework for Action, the global roadmap for disaster risk reduction from 2005 – 2015 recognizes both community participation and gender-sensitive disaster risk management. Gender perspective is a cross-cutting principle of the Hyogo Framework for Action 2000 – 2015: on Building Resilience of Nations and Communities to Disaster, which states 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.”*

The international community is coming up with policy and practical guidelines on how to mainstream gender in disaster risk management for national governments. This training seeks to fill gaps in practical guidance in gender mainstreaming in disaster risk management at the local and community.

Women's vulnerability in disaster situations is often emphasized, but their contributions to the safety of their home and community is generally unrecognized. Women have unique needs in emergency and disaster situations which have to be addressed, but they also have unique capacities which form the basis for leadership and participation together with men in community based disaster risk management.

### General Objectives

By the end of the training workshop, participants are expected to have:

1. Enhanced awareness on gender issues and concerns in local and community based disaster risk management
2. Increased skills and capabilities in integrating gender perspective in community based disaster risk management
3. Ability to select and use gender analysis and participatory tools, methods and processes in community based risk assessment and risk management planning.

To meet these overall objectives, the training curriculum is divided into 5 key modules, excluding introductory and closing activities:

**Module 1** *Understanding Disasters and Community Based Disaster Risk Management***Session 1** Local Disaster Experiences**Session 2** Basic Concepts of Disaster Risk Management**Module 2** *Gender Perspective in CBDRM: Why Gender Sensitive CBDRM?***Session 1** Why the Gender Perspective in CBDRM?**Session 2** How to Integrate the Gender Perspective in CBDRM?**Module 3** *Gender-Sensitive Risk Assessment***Session 1** Hazard Assessment**Session 2** Participatory Vulnerability and Capacity Assessment**Session 3** Gender Sensitive Community Risk Assessment Hand-on**Module 4** *Gender Sensitive Disaster Risk Management***Session 1** Gender Sensitive Disaster Risk Reduction**Session 2** Emergency Response and Recovery**Module 5** *Gender Sensitive Disaster Risk Management Planning***Session 1** Gender Sensitive CBDRM Planning (Action Planning)**Facilitators**

Facilitators for the training workshop are expected to be specialists and practitioners in community based disaster risk management and gender and development. Ideally, the facilitation team should be composed of at least one CBDRM specialist/practitioner and at least one gender and development specialist/practitioner.

**Training Methodology**

Various methodologies guided by the participatory and learner-centered approach in training are used in this workshop. These include the following:

- Interactive lecture
- Case sharing
- Individual reflection
- Buzz Session and Team/Group Exercises
- Workshop

### Training Design Summary

DATE/ DAY	MODULE	Topic/Session	Method	Duration
DAY 1		<b>OPENING ACTIVITIES</b>		<b>1.0-1.5 hrs</b>
	MODULE 1	<b>UNDERSTANDING DISASTERS AND COMMUNITY BASED DISASTER RISK MANAGEMENT</b>	<b>2 sessions</b>	<b>3.0-4.0 hrs</b>
		Local Disaster Experiences	Workshop or Activity Profile Plenary Presentation Discussion	1.5- 2.0 hrs
		Basic Concepts: Disaster and Community Based Disaster Risk Management	“Shaking Table Demonstration” Matching Exercise Interactive Lecture	1.5-2.0 hrs
	MODULE 2	<b>GENDER PERSPECTIVE IN CBDRM: Why Gender Sensitive CBDRM?</b>	<b>2 sessions</b>	<b>3.0 – 4.0 hrs</b>
	DAY 2		Why the Gender Perspective in CBDRM?	“My challenging tasks” Interactive Lecture
		How to Integrate the Gender Perspective in CBDRM?	“Power Walk” Interactive Lecture	1.5 – 2.0 hrs
DAY 2	MODULE 3	<b>GENDER-SENSITIVE COMMUNITY RISK ASSESSMENT</b>	<b>3 sessions</b>	<b>11.0 – 12.0 hrs</b>
		Hazard Assessment	“Cyclone, Flood, Earthquake” Buzz session Interactive Lecture	1.5 – 2.0 hrs
		Participatory Vulnerability and Capacity Assessment	“Entangle, Untangle” Buzz Session Interactive Lecture	1.5 – 2.0 hrs
		Preparations for Gender-sensitive Community Risk Assessment Hands-on	Group Work	
DAY 3		Gender-sensitive Community Risk Assessment Hands-on	Field or classroom work Plenary Reporting Debriefing of Field Work	8.0 hrs
DAY 4	MODULE 4	<b>GENDER-SENSITIVE DISASTER RISK MANAGEMENT</b>	<b>2 sessions</b>	4 hrs
		Gender Sensitive Disaster Risk Reduction	Group Work: “Market, market!” Interactive Lecture	2.0 hrs
		Gender Sensitive Emergency Response and Recovery	“My/Our Story”, Interactive Lecture	2.0 hrs
	MODULE 5	<b>GENDER-SENSITIVE DISASTER RISK MANAGEMENT PLANNING</b>	<b>1 session</b>	<b>4.0 hrs</b>
		Gender-sensitive CBDRM Planning	“Vision of Safe, Gender-fair and Disaster Resilient Community”	4.0 hrs
DAY 5 (half day)		<b>CLOSING ACTIVITIES</b>		<b>1 hr</b>



## Sample Design for 2-day Training Gender Integration and Harmonization in Disaster Risk Management



Date:	March 10-11, 2010
Venue:	CBSUA Training Center
Implementing Institution:	Central Bicol State University Development Organization, Inc.; CBSUA Extension Services Division and GAD Office, and Graduate School
Partners:	Food and Agriculture Organization of the UN Department of Agriculture RFU V Center for Disaster Preparedness – Training and Learning Circle Research and Extension Devt. Office, College of Social Welfare And Community Development, UP Diliman
Participants:	50 participants as follows: <ul style="list-style-type: none"> <li>27 pax from 9 Barangays and 3 LGUs (Buhi, Guinobatan and Gubat) – 2 per barangay, 3 per LGU</li> <li>5 Members of the Project Technical Working Group</li> <li>4 Project Consultants</li> <li>1 FAO representative</li> <li>4 BU Project Team</li> <li>3 CBSUA Project Team</li> <li>3 Trainers / Resource Persons</li> <li>3 Training Secretariat</li> </ul>

### Introduction:

Integrating gender perspective in disaster risk management initiatives and programs has been recognized as a priority concern since women and men have varying vulnerabilities and are affected by disasters differently. Lifting from the book “Integrating Gender in CBDRM”, it was noted that gender perspective is a cross-cutting principle of the Hyogo Framework for Action 2000 – 2015 on Building Resilience of Nations and Communities to Disaster, which states 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.”*

As Community-Based DRR managers, the local officials should be trained at integrating GAD perspective to ensure that both women and men are trained to be prepared for disaster risks and / or respond effectively in the aftermath of disasters. It is imperative that capacities of both women and men must be harnessed so they can address vulnerable conditions and protect themselves, their

families and communities against hazards. And this training hopes to strengthen the participants' knowledge and skills in integrating gender in the concepts and practices of CBDRM.

Objectives:

In general, the training aims to integrate gender perspective in disaster risk management to ensure that both women and men have the necessary capacities in addressing their respective vulnerabilities to enable them to protect themselves, their families and their immediate communities.

Specifically, the training aims to:

1. Review the concepts of disasters and Community Based Disaster Risk Management (CBDRM) using participants' experiences
2. Introduce the gender perspective in CBDRM and the process of gender integration in CBDRM
3. Expose the participants on the process of gender sensitive risk assessment
4. Introduce the participants on Gender Sensitive Disaster Risk Management for effective DRR, response and recovery; and
5. Carry out gender sensitive action planning

Expected Output

At the end of the training, the participants are expected to:

1. Have clear understanding of the concepts of gender and CBDRM
2. Integrate gender perspective in CBDRM
3. Perform gender sensitive risk assessment efficiently
4. Be familiar with gender sensitive DRM
5. Prepare gender sensitive action plan

Training Methodology

Participants to the training are the selected barangay and LGU officials, especially those from the committee on women from the nine pilot barangays in three Local Government Units selected as project sites of the FAO project titled "Strengthening capacities for climate risk management and disaster preparedness in the Phil. – Bicol. The LGUs are Buhi, Camarines Sur, Guinobatan Albay and Gubat Sorsogon. Other participants include the Technical Working Group, DARFU V staff, FAO National Consultants, and the BU and CBSUA project team. Total of 50 participants are expected to attend the training. Coordination and invitation of the participants will be done by the DA RFU V office.

Training management will be done by the FAO National Consultant on Gender Integration in DRR in cooperation with the Central Bicol State University of Agriculture GAD and Extension Office.

The training will be carried out using various participatory approaches. Multi-media will also be used.

The trainers will come from the Center for Disaster Preparedness – Prof. Lorna Victoria and from the UP College of Social Work and Community Development – Dr. Leticia Tojos. Dr. Cely S. Binoya, the FAO Consultant on Gender will also serve as Resource Person and Facilitator.

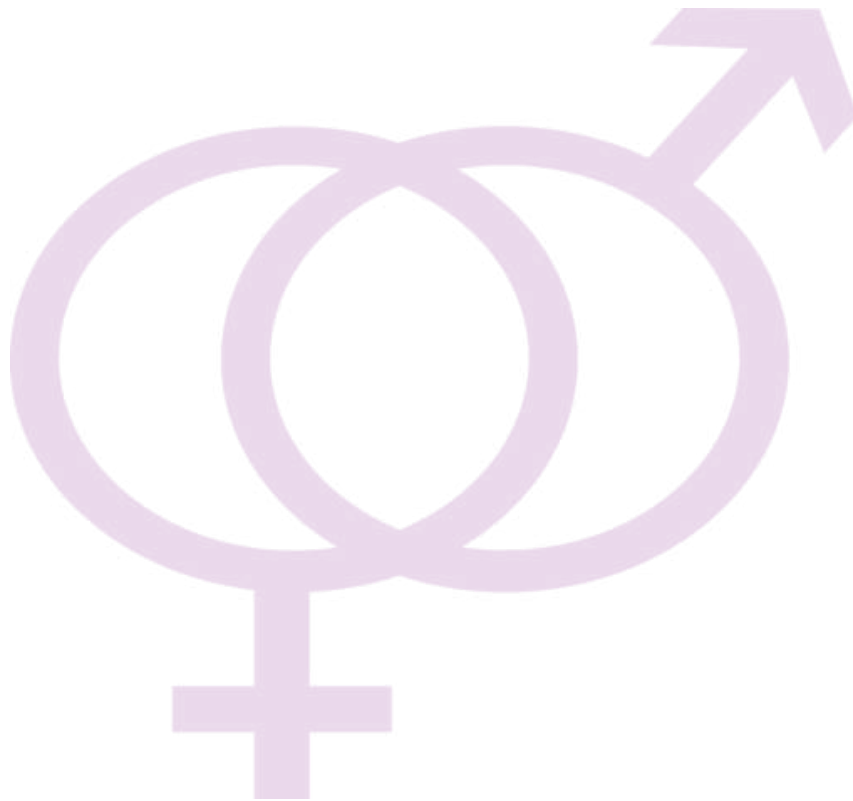
The venue of the training is the CBSUA Training Center.

Training Activities

Day and Time	Activities / Topics	Person in – Charge/ Mehodology
March 8, 8-9AM	Registration of Participants	<i>Secretariat</i>
9:00 – 10:00	Opening Program Opening Prayer Pambansang Awit Welcome Address Messages	<i>Lileth Lascano Analyn Olaño Atty. Marito T. Bernales - President, CBSUA RTD Marilyn V. Sta. Catalina - OIC RED, DARFU V and NPC, FAO – DA Project Mr. Genaro Castro – FAO Dr. Arnulfo MAscarinas – Team Leader, FAO Consultants</i>
10:00 – 12:00	Training Proper <i>Module 1. Gender Perspective in CBDRM: Why Gender Sensitive CBDRM?</i> Session 1. Why the Gender Perspective in CBDRM?  Session 2. How to Integrate the Gender Perspective in CBDRM?	<i>Dr. Cely S. Binoya Director, Ext. Services and GAD, CBSUA Activity Profiles for Men and Women - What do they do? Where do they go? Interactive Lecture</i>
12:00-1:00	Lunch Break	
1:00-3:00	<i>Module 2. Understanding Disasters and Community Based Disaster Risk Management</i> Session 1. Local Disaster Experiences Session 2. Basic Concepts of Disaster and Disaster Risk Management	<i>Lorna Victoria – Center for Disaster Preparedness, CBDRM Training and Learning Circle Interactive Lecture Matching Exercise Group Summary Using Prepared Photos</i>
3:00 – 5:00	<i>Module 3. Gender-Sensitive Risk Assessment</i> Session 1. Hazard Assessment Session 2. Participatory Vulnerability and Capacity Assessment	<i>Dr. Leticia Tojos University Extension Specialist, Research and Extension for Development Office-College of Social Work and Community Development, UP Diliman Interactive Lecture</i>

Day 2. 8:00 – 10:00	Session 3. Gender Sensitive Community Risk Assessment Hands-on	<i>Lorna Victoria - CDP, CBDRM TLC</i> Workshops by Barangays
10:00 – 12:00	<i>Module 4. Gender Sensitive Disaster Risk Management</i> Session 1. Gender Sensitive Disaster Risk Reduction Session 2. Emergency Response and Recovery	<i>Dr. Leticia Tojos – REDO-CSWCD</i> Interactive Lecture Paste-ups: Classification of Disaster Risk Management Measures into Structural and Non-Structural
12:00 – 1:00	Lunch Break	
1:00 - 4:00	<i>Module 5. Gender Sensitive Disaster Risk Management Planning Using the GAD Harmonized Guidelines</i> Gender Sensitive CBDRM Planning (Action Planning)	<i>Dr. Cely S. Binoya</i> <i>Prof. Lorna Victoria</i> <i>Dr. Leticia Tojos</i> Interactive Lecture Action Planning Workshop by Barangay
4:00 – 5:00	Closing Program Synthesis Awarding of Certificates  Closing Remarks	<i>Participants</i> <i>Atty. Marito T. Bernales</i> <i>OIC RED Marilyn Sta. Catalina</i> <i>Mr. Gene Castro</i> <i>Prof. Lorna Victoria</i> <i>Dr. Cely S. Binoya</i>

***Module 1***  
UNDERSTANDING DISASTER  
AND COMMUNITY BASED  
DISASTER RISK MANAGEMENT





## Module 1 Session 1: LOCAL DISASTER EXPERIENCES



### Learning Objectives

At the end of this session the participants are able to:

1. Present brief community profile;
2. Describe the disasters which the community experienced in the past and other threats which may cause damage and loss;
3. Describe different effects of disasters on community and households (men, women, boys, girls)
4. Describe how the community and families prepare for, respond to and recover from disasters and threats;
5. Discuss who are able to assist the community and families in disaster preparedness, emergency response and recovery.



### Key Points

1. Community Profile - geographical/physical characteristics, population (men, women, children, elderly), economy/livelihood, general health conditions, culture and values, social map or base map of community.
2. Disaster Experience - disaster history, damages and loss incurred, other threats, how the community, families – with particular focus on men, women, boys, girls -- prepare for, respond to and recover from disasters, other threats which may cause damage and harm



### Methodology

Workshop, Plenary Presentation and Discussion





## Process

1. Divide the participants into 4 to 5 groups. Have two groups be composed of all men and all women while the other groups can be mixed groupings. If there are youth in the training, have them in a separate grouping.
2. Each group assigns its facilitator, documentor and reporters. The facilitator guides the group in its discussion of the guide questions while the documentor puts the main points of the discussion on poster/flip chart paper and the reporter presents the output of the group discussion to the plenary.
3. Guide Questions for Group Discussion
  - a. Community Profile – land and people
    - Geographical/physical characteristics
    - Population- adults and elderly (women, men); children (boys, girls)
    - Family structure
    - Economy/livelihood
    - Health conditions
    - Culture and values
    - Community Organizations
    - Map of the community indicating key landmarks and facilities
  - b. Local Disaster Experience and Threats
    - What disasters were experienced in the past?
    - When?
    - Where?
    - What were damages?
    - Who were affected? How were adults, the elderly and children affected? What were effects on men? On women? On boys? On girls? On the elderly?
    - What are other threats?
    - How does the community, families (women, men, boys, girls) prepare for, respond to and recover from disasters and threats?
    - Are there organized disaster risk management efforts and processes? Who assists the community?
4. Have each group pick a creative form to present their workshop results (such as a panel interview or drama using their maps and discussion results). If the participants come from the same community, the groups can focus their reports on the general community profile, the disaster experiences and damages incurred or the community and family actions to prepare for, cope with, respond to, and recover from disasters.
5. Ask each group to listen attentively to each of the group reports, especially noting different effects of disasters on the community, men, women, boys and girls and how they prepare for, cope with and recover from disasters.

6. After all the groups have reported, have a plenary discussion for questions, clarifications, and comments on the group reports.
7. Summarize the presentations and discussion on the community profile, disasters experienced and current responses.
8. Briefly link the local disaster experiences to the Philippine disaster situation.
9. Point out that the results of the workshop on local disaster experiences will be used in the succeeding sessions.



### Materials Needed

1. Base Map of the community (at least 5 copies) and community profile.
2. Flip chart or poster paper, different colors of permanent marker pens and crayons
3. Pictures or cut-outs of houses, community people and facilities, cyclone, flooding, earthquake, urban fire, pollution -- air, solid waste and water, etc. which can be used by the groups as additional visual aid in their reports.



### Duration

1.5 - 2 hours



### References

1. Workshop Questions: Local Disaster Experiences
2. Natural Hazard and Disaster Impact in the Philippines
3. Philippine Country Profile - Disasters, 2007, The OFDA/CRED International Disaster Database, [www.em-dat.net](http://www.em-dat.net) - Université catholique de Louvain - Brussels - Belgium"



### Tips to Facilitator

1. In the workshop, questions on effects on men, women, boys, and girls are asked. Note answers or difficulty in providing answers on the different effects of disasters on women and men, and take these into consideration for discussions in Module 2 on Gender Perspective in CBDRM.
2. Psychosocial effects of disasters, especially armed conflict, are usually noted for women and children. However, the loss of property and livelihood also has psychosocial effects on men. An example of cultural effect of disaster in Muslim areas is the inability to exercise obligations in praying.
3. It is not necessary for the groups to work too long on their reports. More details will be added in Module 3 on Gender Sensitive Community Risk Assessment.
4. An alternative method for the workshop is to have the participants do an Activity Profile of men and women (boys and girls) in “normal times” and during disaster situations and after the disaster.
5. Updates on the country disaster statistics can be obtained from :”EM-DAT: The OFDA/CRED International Disaster Database, [www.em-dat.net](http://www.em-dat.net) - Université catholique de Louvain - Brussels - Belgium” and Prevention Web, [www.Preventionweb.net](http://www.Preventionweb.net)



*Disasters have multi-dimensional effects on families and the community. The gender perspective in disaster risk management looks into the differing effects on men, women, boys and girls within existing socio-economic, political and cultural conditions in the community and society.*

## Workshop on Local Disaster Experiences

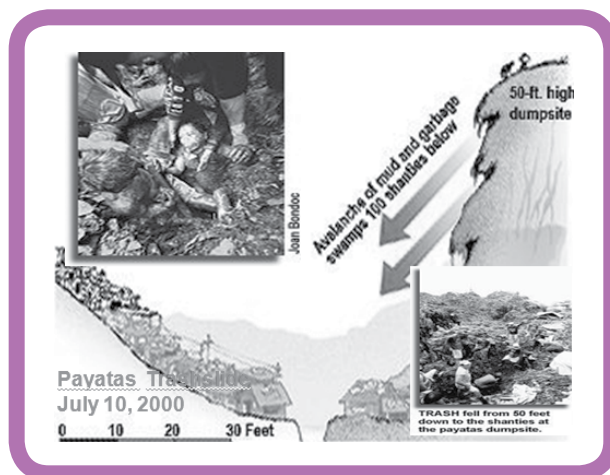


### 1. Community Profile - land and people

- Geographical/physical characteristics
- Population and existing family structures
- Economy/livelihood
- General health conditions
- Culture and values
- Community organizations
- Map of the Community indicating key landmarks and facilities

### 2. Disaster Experiences and Situation

- What disasters were experienced in the past?
- When? Where?
- What were damages to the community and households? What were damages to people and their physical and mental health, property, livelihoods, community facilities and services, the environment?
- Who in the community were affected? How were adults, elderly and children affected? What were physical, economic, political, cultural, and psychosocial effects on men, women, boys and girls, and the elderly?
- What are other threats to the community? To women? To men? To boys? girls? To the elderly?
- How do the community, families, men, women prepare for, respond to and recover from disasters and threats?
- What are organized efforts and processes to deal with disasters?
- Who assists the community and families?



*The trash slide at the Payatas dumpsite in Quezon City death tolls was 224 (plus missing), mostly women and children, as houses in Lupang Pangako (Promised Land) were buried in the morning of July 10, 2000 after heavy rains from 2 successive typhoons.*

Source: Office of Civil Defense, 2003

## Natural Hazard and Disaster Impact in the Philippines



### 1. Natural Hazard Exposure

The Philippines is one of the countries in the world that is prone to natural hazards. It recorded a total of 373 disaster events triggered by natural hazards from 1905 to 2006 or about 4 incidents per year (OFDA/CRED, 2006).

The country's exposure to disaster is largely due to its location and geographic landscape. Composed of 7,107 islands, it is one of the world's largest archipelagos. It has a long coastline which makes it vulnerable to sea-level rise from climatic conditions. The Philippines is located along the Pacific Ring of Fire, making it vulnerable to earthquake, tsunamis and volcanic hazards. It has 220 volcanoes, 22 of which are classified as active. It lies along the Western Pacific Basin, a generator of climatic conditions such as monsoons, thunderstorms, intertropical convergence zones, typhoons and El Niño. On the average, 20 tropical cyclones cross the Philippine area of responsibility annually. The damaging elements of tropical cyclones are high winds, storm surges and floods.

### 2. Impact of Disasters

The impact of disasters in terms of lives lost and damage to property is staggering. Deaths from natural disasters in the 1990 decade and in 2000-2006 have increased compared with the 1980 decade levels. A significant number of deaths are caused by tropical cyclones. The National Disaster Coordinating Council (NDCC) has estimated that an average of 500 people are killed each year due to tropical cyclones during the period 1970-2002. The high number of deaths in the 90s was mainly due to the 1990 earthquake that struck Luzon and the 1991 Mt. Pinatubo eruption wherein lives lost numbered about 2,000 and 6,200 respectively. The NDCC recorded a total number of 36,019 deaths caused by natural disasters from 1980 to 2006 (Table 1).

Table 1. Deaths from Natural Disasters in the Philippines: 1980-2006

Years	1980 - 1989	1990 - 1999	2000-2006
No. of Deaths	3,217	24,247	8,555

Source: NDCC

The average cost of direct damage from natural disasters from 1970 to 2006 is estimated at PhP15 billion at year 2000 prices (Table 2.2). Direct damage covers damage to agricultural crops, public infrastructure and private homes. Damage is highest at about PhP70 billion in 1978 when 15 disasters struck the country. Other major disasters with high direct damage are the Luzon earthquake in 1990 (about PhP66 billion), the Mt. Pinatubo eruption in 1991 (about PhP33 billion) and the droughts in 1984 and 1987. As a result, the declines in gross domestic product (GDP) were estimated at: (a) 1.2 percent due to the 1990 Luzon earthquake; (b) 0.9 percent due to the Pinatubo eruption; and (c) 0.5 percent average due to typhoons every year.

Table 2. Estimated Damage of Disasters in Million Pesos at 2000 Prices

Years	1970-1979	1980-1989	1990-1999	2000-2006
Cost of damage	119,076	140,570	223,303	61,911

Natural calamities strain the national budget. Limited budgetary resources meant to finance basic services such as farm-to-market roads, school buildings, and low cost housing are instead rechanneled to reconstruction and rehabilitation efforts. To illustrate, the NEDA Regional Development Coordination Staff estimates that a calamity fund of PhP1 billion (at 2007 prices) can already construct 2,500 elementary level classrooms or 2,174 secondary level classrooms or 161.29 kilometers of new farm-to-market roads or 20,000 core resettlement units or 50,000 household covered with Level III water supply projects. What further aggravates the situation is the financing gap, i.e., the difference in the level of annual appropriation of the calamity fund vis-à-vis the costs of damage. Disasters, therefore, erode the country’s development gains. They do not only result to economic losses, but also hamper the provision of programs and services that should have improved the living conditions of communities. The money intended for pursuing planned development interventions are instead devoted to disaster response as well as to rehabilitation and reconstruction endeavors. This in turn reduces the capacity of communities or individuals to cope.

Source: Mainstreaming Disaster Risk Reduction in Subnational Development and Land Use/Physical Planning in the Philippines, NEDA, UNDP, ECHO, 2008.



*Death toll from the Typhoons Ondoy (Ketsana) and Pepeng (Parma) in September and October 2009 reached 956, plus 736 injured and 84 missing. More than 9.3 million people – about 20% of an estimated population of 43.2 million living in the affected regions --- were severely affected. Damage was estimated at \$3.22 billion in productive sectors of agriculture, industry, commerce and tourism. Losses and damages suffered by social-sectors such as housing, education, health and cultural heritage reached \$919 million.*



Summarized Table of Natural Disasters in Philippines from 1905 to 2007							
	# of Events	Killed	Injured	Homeless	Affected	Total Affected	Damage US\$ (000's)
Drought	8	8	0	0	6,553,207	6,553,207	64,453
avg per event		1	0	0	819,151	819,151	8,057
Earthquake	21	9,580	13,051	3,985	2,205,841	2,222,877	844,885
avg per event		456	621	190	105,040	105,851	40,233
Epidemic	13	460	0	0	14,730	14,730	0
avg per event		35	0	0	1,133	1,133	0
Flood	72	2,716	570	500,841	10,886,298	11,387,709	449,756
avg per event		38	8	6,956	151,199	158,163	6,247
Insect Infestation	2	0	0	0	200	200	925
avg per event		0	0	0	100	100	463
Slides	25	2,604	381	23,012	287,270	310,663	12,258
avg per event		104	15	920	11,491	12,427	490
Volcano	20	2,996	1,188	79,300	1,545,154	1,625,642	231,961
avg per event		150	59	3,965	77,258	81,282	11,598
Wave / Surge	5	69	0	5,250	1,012	6,262	60
avg per event		14	0	1,050	202	1,252	12
Wild Fires	1	2	0	0	300	300	0
avg per event		2	0	0	300	300	0
Wind Storm	243	35,920	29,185	6,288,061	79,998,505	86,315,751	9,034,725
avg per event		148	120	25,877	329,212	355,209	37,180

Created on Nov-23-2007. - Data version v03.07

Source: "EM-DAT: The OFDA/CRED International Disaster Database, [www.em-dat.net](http://www.em-dat.net) - Université catholique de Louvain - Brussels - Belgium"

\*Events recorded in the CRED EM-DAT. First Event: Sep/1905. Last Entry: Aug/2007.

\*Epidemics include: Diarrhoeal/Enteric(Cholera), Malaria, Small pox, Measles, Rabies, Respiratory(Influenza), Arbovirus(Dengue/dengue haemorrhagic fever), Arbovirus(Dengue fever), Meningitis(Meningococcal disease), Respiratory(Acute respiratory syndrome (SARS)), Diarrhoeal/Enteric(Acute diarrhoeal syndrome)

Top 10 Technological Disasters - number killed		
Disaster type	Date	No Killed
Transport Accident	20-Dec-1987	4,386
Transport Accident	5-Dec-1988	400
Transport Accident	2-Jul-1993	315
Transport Accident	21-Nov-1983	200
Transport Accident	24-Apr-1986	199
Transport Accident	16-May-1995	162
Transport Accident	24-Oct-1988	150
Misc Accident	18-Mar-1996	150
Transport Accident	2-Dec-1994	147
Transport Accident	13-Apr-2000	143



### 2007 PHILIPPINE DISASTER PROFILE

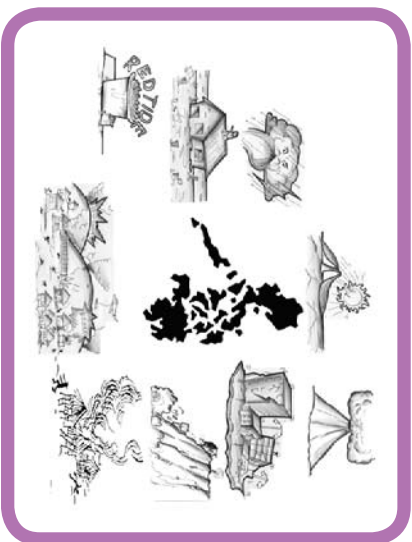
#### TOP TEN NATURAL DISASTERS IN THE PHILIPPINES

Top 10 Natural Disasters - number killed		Top 10 Natural Disasters - number affected		Top 10 Natural Disasters - economic damage				
Disaster type	Date	No Killed	Disaster type	Date	No Affected	Disaster type	Date	Damage US* (000's)
Earthquake	16-Aug-1976	6,000	Wind Storm	10-Nov-1991	6,547,592	Wind Storm	11-Dec-1998	2,400,000
Wind Storm	5-Nov-1991	5,956	Wind Storm	6-Nov-1990	6,159,869	Wind Storm	4-Sep-1995	709,000
Earthquake	16-Jul-1990	2,412	Wind Storm	27-Sep-2006	3,842,406	Earthquake	16-Jul-1990	695,000
Wind Storm	29-Nov-2004	1,619	Wind Storm	20-Nov-1973	3,400,024	Wind Storm	30-Jun-2006	644,660
Wind Storm	13-Oct-1970	1,551	Flood	Jul-1972	2,770,647	Wind Storm	10-Nov-1991	435,000
Wind Storm	1-Sep-1984	1,399	Wind Storm	17-May-1976	2,700,000	Wind Storm	6-Nov-1990	388,500
Wind Storm	30-Nov-2006	1,399	Drought	Apr-1998	2,600,000	Wind Storm	27-Oct-1991	311,000
Volcano	31-Jan-1911	1,335	Wind Storm	30-Nov-2006	2,562,517	Wind Storm	3-Nov-1995	244,000
Slides	17-Feb-2006	1,126	Wind Storm	28-Oct-2000	2,436,256	Wind Storm	21-Oct-1988	240,500
Wind Storm	3-Nov-1984	1,079	Wind Storm	28-Jun-2002	2,278,386	Flood	Jul-1972	220,000

Note: The information on natural disasters presented here is taken from EM-DAT: The OFDA/CRED International Database. In order for a disaster to be entered into the database at least one of the following criteria has to be fulfilled:

- 10 or more people reported killed
- 100 people reported affected
- a call for international assistance
- declaration of a state of emergency

Source: "EM-DAT: The OFDA/CRED International Disaster Database, [www.em-dat.net](http://www.em-dat.net) - Université catholique de Louvain - Brussels - Belgium"



*Tropical cyclones (also called windstorms) have caused the most loss of lives and property. Accompanying damaging elements and events are strong winds, landslides, floods/ flash floods, tornado and storm surges.*

### Natural disasters<sup>2</sup> in 2006: summary

	2006	2000-2005 yearly average
No. of country-level disasters	426	386
No. of countries affected	108	117
No. of people killed	23047	81787
No. of people affected	143 million	249 million
Economic damages (US\$)	34.6 billion	87.6 billion

2: The CRED CRUNCH newsletter does not include epidemics as natural disasters unless explicitly stated.

### Economic impact in 2006: 10 most affected countries

In absolute amounts (US\$ million)		As percentage of previous-year GDP	
China	13,551	Guyana	21.50%
United States	5,031	Vietnam	2.07%
India	3,390	Indonesia	1.18%
Indonesia	3,314	Philippines	1.01%
Japan	2,533	Tajikistan	0.94%
Australia	1,282	Lithuania	0.91%
Russia	1,187	China	0.69%
Vietnam	1,099	Ecuador	0.46%
Philippines	988	India	0.42%
Spain	659	Bolivia	0.36%

### Human impact in 2006: 10 most affected countries

No. of people killed		No. killed/100,00 inhabitants	
Indonesia	7,511	Belgium	9.02
Philippines	2,984	Netherlands	6.14
China	2,109	Philippines	3.59
India	1,611	Indonesia	3.37
France	1,402	France	2.25
Netherlands	1,000	Burundi	1.88
Ethiopia	951	Latvia	1.73
Belgium	940	Ukraine	1.73
Ukraine	802	Afghanistan	1.28
Vietnam	579	Somalia	1.21

No. of people affected		No. affected in % of the country population	
China	88.74 million	Malawi	40.1%
Philippines	8.61 million	Burundi	28.7%
India	7.68 million	Niger	21.8%
Mallawi	5.16 million	Djibouti	18.9%
Kenya	4.28 million	Kenya	12.5%
Indonesia	3.95 million	Philippines	10.4%
Vietnam	3.35 million	Mali	7.6%
Thailand	3.26 million	Afghanistan	7.5%
Niger	3.05 million	Mozambique	7.2%
Ethiopia	3.03 million	China	6.9%

Source: "Disaster Data: A Balanced Perspective", CRED CRUNCH, Issue No. 8, March 2007

## Module 1 Session 2: BASIC CONCEPTS DISASTER AND COMMUNITY BASED DISASTER RISK MANAGEMENT



### Learning Objectives

At the end of this session the participants are able to:

1. Illustrate and explain the basic concepts of disaster and disaster risk management
2. Discuss the features of the Community Based Approaches in Disaster Risk Management
3. Describe the process to undertake in Community Based Disaster Risk Management (CBDRM)



### Key Points

1. There are 3 basic ingredients which make up a disaster – hazard, vulnerability and capacity. A hazard like a cyclone by itself is not a disaster but becomes a disaster when it strikes a vulnerable community or group whose capacity is inadequate to withstand or cope with its adverse effects, resulting in damages, loss and disruption in community functioning.
2. Disaster risk is the likelihood or probability of suffering damage or loss from the interaction of certain hazard with vulnerable conditions.
3. Disaster risk management (in the past referred to as disaster management) encompasses a broad range of activities to increase capacities and reduce vulnerabilities to prepare for, cope with, respond to and recover from disaster events.
4. The stress in disaster risk management is on the pre-disaster activities of prevention, mitigation and preparedness.
5. Community participation in disaster risk management is recognized as important to reverse the increasing trend in disaster occurrence and losses. People in the community suffer most the disaster damages. In reality, they are the first responders in any disaster and it is to their interest to protect themselves and reduce disaster risk.
6. Basic process of community based disaster risk management involves the following steps: 1) initiating the process; 2) participatory risk assessment; 3) participatory risk reduction action planning; 4) strengthening of community

based disaster risk management organization; 5) community managed implementation of the disaster risk management plan; 6) monitoring and evaluation and progressive improvements towards safety, disaster resilience and community development



## Methodology

“Shaking Table Demonstration”, Matching Exercise and Interactive Lecture



## Process

1. “Shaking Table Demonstration” to illustrate the concepts of hazard, vulnerability, risk and risk management.

### Step 1: Shaking hazard

Place the cup, drinking glass and bottle on the table – the cup in the center, the glass by the edge and the bottle anywhere on the table. Introduce yourself as the hazard, a “shaking hazard”, which will hit the table.

Ask participants to describe what will happen to the cup, glass and bottle when the hazard hits the table. The effect or consequence will be falling, breakage, etc.

Ask participants to explain *why* there will be different consequences for the glass, cup and bottle, although all have been exposed to the same hazard.

Explain that the cup, glass and bottle have intrinsic vulnerabilities such as shape, thickness, and what they are made of aside from extrinsic vulnerabilities such as location or distance to the edge of the table.

Discuss that cup, glass and bottle as the elements at risk have different risk consequences as determined by its particular vulnerabilities.

### Step 2: Fire hazard

Now introduce yourself as another hazard – for example, a fire.

The same elements are exposed to this new hazard but now have different risk consequences – the plastic bottle will melt, the glass may crack, but the cup may not be damaged. Explain that this demonstrates that vulnerabilities and risk consequences are hazard-specific.

So, for example, saying that “women and children are vulnerable” is not specific. It is better to say that “in a flood, women and children have higher risk of drowning”; this in turn points the way to particular risk reduction measures such as training in swimming, climbing, running.

Emphasize that vulnerabilities do not in themselves make a disaster, they need a triggering hazard.

Explain that risk is also a function of probability: while we would all be highly vulnerable were a large meteor strike the earth, the probability of its occurrence is so low that the relative risk is also low.

This demonstrates that risks are a combination of probability (the likelihood of a hazard occurring) and of the consequences or outcomes for the community and families if exposed to the hazard.

### Step 3: Risk Management measures

Explain that if the hazard cannot be prevented from reaching the community and households, then actions are taken to protect the elements at risk.

To illustrate the concept of protection, put the cup on a saucer to make it more stable, and move the glass to the centre of the table to prevent it from falling off.

2. Use the “Shaking Table Demonstration” and the results of the Workshop on Local Disaster Experiences to elaborate on the basic concepts of disaster and disaster risk management.
3. Ask the participants questions like: “If a typhoon hits an island without any people, is that a disaster?” Differentiate between hazard and disaster. “If a typhoon hits your community what happens? What are damages? Who are damaged? Why?” What do people do to prepare for the typhoon’s strong winds and the resulting flooding? What do people do to cope and respond to the disaster situation?”
4. There are 3 ingredients which make up a disaster – hazard, vulnerability and capacity. A disaster occurs when a hazard strikes a vulnerable population or community whose capacity is inadequate to withstand or cope with its adverse effects, resulting in damages, loss and disruption in community/society functioning.
5. On the other hand, a hazard is a phenomena, event, occurrence or human activity that has the potential to cause injuries to life and damages to property and the built and natural environment. Differentiate between natural, human-made or combination/socio-natural hazards.
6. Explain further that vulnerability is a set of prevailing and long term factors and conditions or weaknesses which adversely affect the ability of individuals, families and communities to protect itself, cope with or recover from damaging effects of a disaster.

Vulnerability explains why people and property located in areas where hazards occur can suffer damage and loss. Give examples of vulnerability using discussions in Sessions 1. Stress that aside from physical exposure, there are other dimensions of vulnerability – material, social, economic, cultural and environmental factors or weakness or problems.

7. Capacities are the knowledge, skills, resources, abilities, coping strategies and strengths present in individuals, families, organizations/institutions and the community. Give examples of capacity.
8. Go back to the definition of disaster. If the disaster has not yet happened, we talk of disaster risk. Disaster risk is the probability or likelihood of harmful consequences or expected losses resulting from the interaction between the hazard and vulnerable conditions. The disaster has not yet happened and we have the opportunity to reduce the likelihood that a disaster will happen or that damages and losses will be significantly reduced.
9. Follow the discussion on disaster risk with explaining the concept of elements at risk. The elements at risk are who and what can be damaged – people (lives and health); household and community structures (houses, school, community center); community facilities and services (bridges, roads, hospital, electricity, water supply), livelihood and economic activities (jobs, work place, production equipment), the environment (natural resource base).
10. Show the visual of the family standing by the mountain with the rock about to fall. Ask questions to clarify the concept of hazard, vulnerability and capacity, disaster, disaster risk leading to disaster risk reduction. Sample sequence of questions can be:

“What is the hazard?; “What happens if the rock falls on the family?” If the rock has not yet fallen, is that already a disaster? Why was the man crushed? Can the man avoid being crushed? What are the family’s capacities? How can they use these capacities?

9. Summarize the discussion by showing pictures of the rock restrained from falling, building a protective shelter for the family so they will not be hurt when the rock falls, or running to safety. Use these pictures to define disaster risk management, prevention, mitigation and preparedness.
10. Define risk management as a range of activities that contribute to increasing capacities and reducing immediate and long-term vulnerabilities to prevent or at least minimize damaging impact in a community

Explain that before, the term disaster management was commonly used. Now, by using the term disaster risk management, we stress that disaster risks can be reduced. We can prevent, mitigate or prepare for disasters by mainly protecting and strengthening the elements at risk.

11. The main objectives of disaster risk management are to prevent and mitigate disaster and prepare effectively for occurrence of all hazards through enhancement of local capacity. Simply put, disaster risk management aims to reduce vulnerabilities and

disaster risk and increase capacities of communities and society to prepare for, prevent and mitigate hazards and its damaging effects. At the local and community level, this ultimately results in protecting existing development gains and avoiding and minimizing human suffering and loss.

12. Emphasize that the new way of thinking now to reduce disaster loss and frequency is through disaster risk management – stressing on proactive pre-disaster activities of prevention, mitigation and preparedness so other models are being used and promoted.
13. Give examples of prevention, mitigation, preparedness, emergency response and recovery activities from the participants' workshop in Session 1.
14. "Traditional and CBDRM Approaches Matching Exercise". Divide the participants into 4 to 5 groups. Give each group a set of features of disaster management approaches. Ask each group to categorize the features associated with the traditional approach and the community based approach in disaster risk management. When all the groups are finished posting their answers on the board or wall, ask the group which finished first to run through their answers. Compare each answer with those of the other groups and check correctness.

Add and discuss "Traditional and CBDRM Approaches" with gender perspective. Emphasize that an explicit statement of being gender-sensitive is a key feature of CBDRM and how to integrate the gender perspective in CBDRM is the focus of the training workshop.

15. Discuss briefly that integrating gender into CBDRM involves both process and content. Process refers to ensuring active and sustained participation of women and men in the 6 key steps of the CBDRM process.

Content looks into the differing impacts of hazards and disasters on men and women, analyzes the differential vulnerabilities of women and men, and addresses concerns and needs of women and men in the pre-, during, and post-disaster situations.

Further explain the concept of gender equality and gender equity. Equality means both women and men enjoy the same rights, are accorded the same respect and status, and have equal conditions and opportunities for realizing their full potentials, to contribute to the development of their communities and countries, and to enjoy the benefits of development.

Equity means giving more to those who have less on the basis of needs, and taking steps to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a leveled-playing field.

Because of the existing gender disadvantage of women which is magnified in and can be multiplied in disaster situations, there is particular focus in paying attention to women's participation and concerns in CBDRM.



16. Ask and answer questions. Summarize the session's key points.



### Materials Needed

1. "Shaking Table Demonstration" - table, china cup and saucer, breakable drinking glass, plastic water bottle
2. Visuals or Power point presentation
3. Cut outs of letters H (for Hazard), DR (for Disaster Risk), V (for Vulnerability), C (for Capacity) and arrows to show increase and reduction in DR with increase in Capacity and reduction in vulnerability.
4. Four to five sets of "Traditional and CBDRM Approaches" preferably printed on various colored paper so as to make sure the sets don't get mixed up; 4 to 5 pieces of labels for Traditional Approach. 4 to 5 pieces of labels for CBDRM Approach



### Duration

1.5 - 2 hours



### References

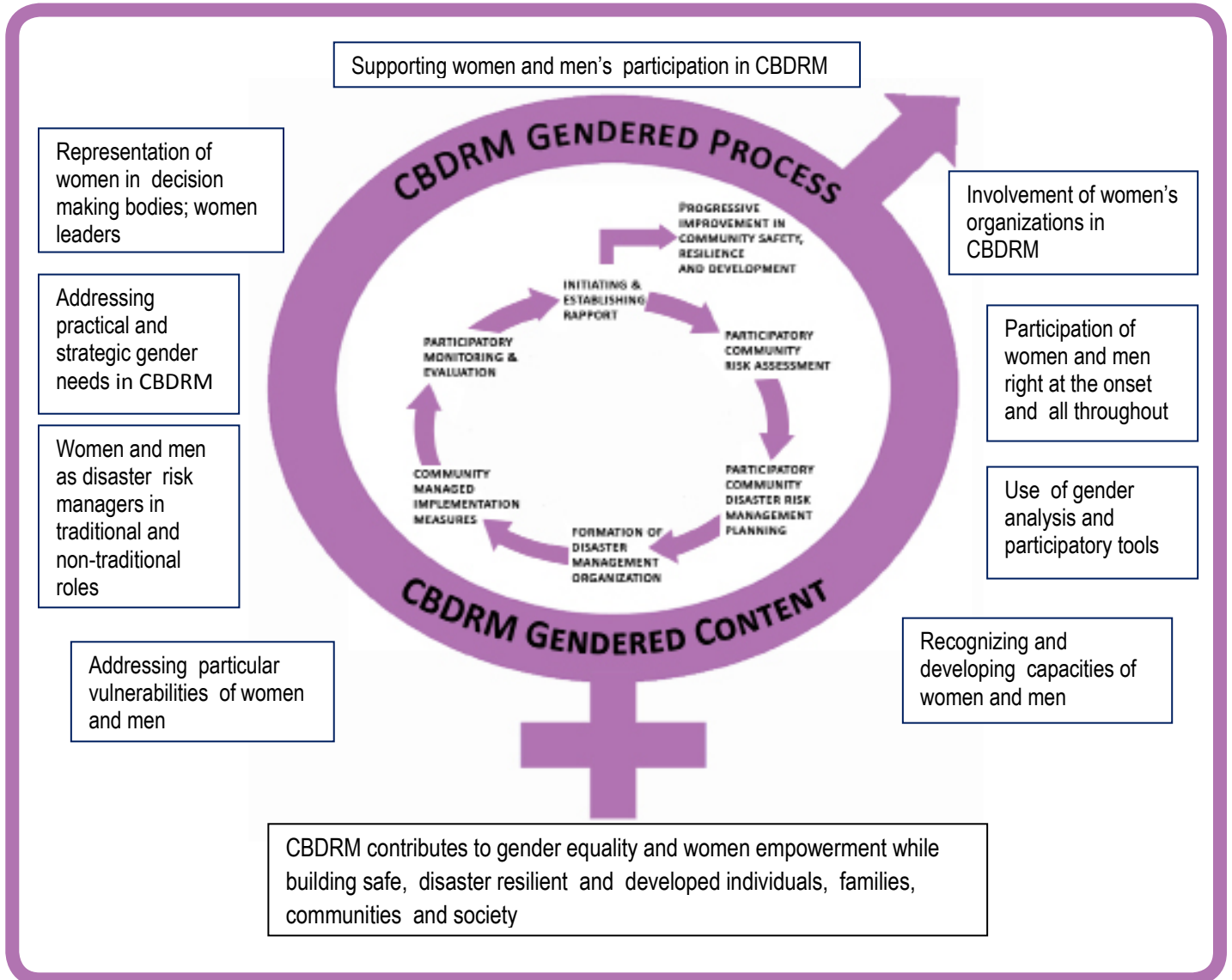
1. Basic Concepts of Disaster and Disaster Risk Management, Center for Disaster Preparedness CBDRM Training Hand-outs
2. UNISDR Terminology, 2009



### Tips to Facilitator

1. The "Shaking Table Demonstration" is adapted from the PHE-ADPC's contribution to the Training Package for Community-Based AHI Management Practitioners, Facilitators' Guidelines of the Strengthening Community-Based Approaches to Management of AHI in Asia
2. It is not necessary to argue about technical definitions. What is more important is an operational and practical understanding of the concept of disaster and disaster risk management.

- Further to an explicit statement of CBDRM being gender-sensitive, this training workshop fleshes out how to integrate gender perspective in CBDRM. Gender equality in CBDRM does not mean addressing women’s issues – it means addressing concerns of both men and women, the relations between them and the root causes of imbalances.



**Equality** means both women and men are accorded the same respect, enjoy the same rights and status, and have equal conditions and opportunities for realizing their full potentials to: (a) contribute to the political, economic, social and cultural development of their countries; and (b) equally benefit from the results.

**Equity** moves beyond the mere focus on equal treatment. It means giving to those who have less on the basis of needs, and taking steps to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a leveled-playing field. Equity can be understood as the means, and equality is the end. Equity leads to equality.

- Adapted from National Commission on Role of Filipino Women, Gender and Development Dictionary

## BASIC CONCEPTS: DISASTER AND DISASTER RISK MANAGEMENT



### Disaster

A serious disruption of the functioning of a community or society causing widespread human, material, economic or environmental damages and loss which exceed the ability of the affected community/society to cope using its own resource.

A disaster is an event or occurrence, sudden or slow-onset which causes widespread human, material or environmental losses.



A disaster occurs when a hazard strikes a vulnerable population or community whose capacity is inadequate to withstand or cope with its adverse effects, resulting in damages, loss and disruption in community/society functioning.

A hazard is a phenomena, event, occurrence or human activity that has the potential for causing injuries to life and damaging property and the environment. There are three types of hazards:

- a. Natural - cyclone, earthquake, volcanic eruption, tsunami
- b. Human-made - fire, pollution, industrial accidents like leakage of toxic waste, oil spill, armed conflict
- c. Combination or socio-natural hazards - flooding and drought can fall under this category if it is due to deforestation

Vulnerability is a set of prevailing and long term factors, conditions and weaknesses which adversely affects the ability of individuals, households, organizations and the community to protect itself, cope with or recover from the damaging effects of a disaster. Vulnerability is present in the community or society even before the disaster happened.

Although greater physical exposure (people, infrastructure or economic activities located in an area where earthquakes, landslide or flooding occur) leads to greater loss of lives, there are other dimensions of vulnerability --- material, social, economic, cultural and environmental factors and conditions or weakness or problems in the community or society which can cause damage or loss from hazards:



- a. unsafe locations and number of people, property, and community facilities physically exposed

- b. design and construction of houses and buildings
- c. lack of settlements planning
- d. conflict in the community
- e. lack of knowledge and skills on preparedness and protective measures
- f. attitude of helplessness and dependence
- g. social inequity
- h. poverty



Capacities are the knowledge, skills, resources, abilities, coping strategies and strengths present in individuals, households, organizations and the community which enable them to prevent, mitigate, prepare for and cope with damaging effects of hazards or quickly recover from a disaster.

Some examples of capacity

- a. ownership of land and safe location and construction of home
- b. adequate income
- c. savings
- d. adequate food sources
- e. family and community support in times of crises
- f. responsive local government
- g. enabling legislation
- h. strong community organizations
- i. local knowledge



Disaster risk is the probability of harmful consequences or expected losses (death, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazard and vulnerable conditions.

Risk depends on exposure to the consequences of uncertainty or potential deviations from what is planned or expected disruption to everyday life following the formula

$Risk = probability (p) \times loss (l).$

Disaster Risk can be expressed as a *function of hazard x vulnerability* or a *function (hazard, exposure, vulnerability)*. How one copes depends on capacity and readiness to respond to an emergency and crisis.

The equation  $Disaster Risk = Hazard \times Exposure \text{ of Elements at Risk} \times Vulnerability$  emphasizes particularly the physical aspects of vulnerability.

Risk is the anticipated or potential consequences of a specific hazard interacting with a specific community at a specific time. Risks are a combination of probability (the likelihood of a hazard occurring) and of the consequences or outcomes for the community if exposed to the hazard.

Risk results from the interaction of three functions namely hazard, vulnerability and exposure. Beyond expressing a possibility of physical harm, it is crucial to recognize that risks are inherent or can be created or exist within social systems. It is important to consider the social contexts in which risks occur and that people do not necessarily share the same perceptions of risk and their underlying causes.

At the local and community level, disaster risk is easily understood as likelihood of a particular hazard occurrence and its probable damaging consequences for people and property. The bigger the vulnerability, the bigger the disaster risk (DR) and the bigger the Capacity, the smaller the disaster risk (dr) or

$$\text{Disaster Risk} = \text{Hazard} + \text{Vulnerability} - \text{Capacity}$$

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



Elements at Risk: who and what can be damaged

- a. People (their lives and health)
- b. Household and community structures (houses, community center, school, public buildings)
- c. Community facilities and services (access roads, bridges, hospital, electricity, water supply...)
- d. Livelihood and economic activities (jobs, production facilities and equipment, equipment, crops,...)
- e. The natural environment (natural resources base)

Disaster risk management: The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards

Simply put, disaster risk management aims to reduce vulnerabilities and risk and increase capacities of communities and society to prepare for, prevent and mitigate hazards and its damaging effects.

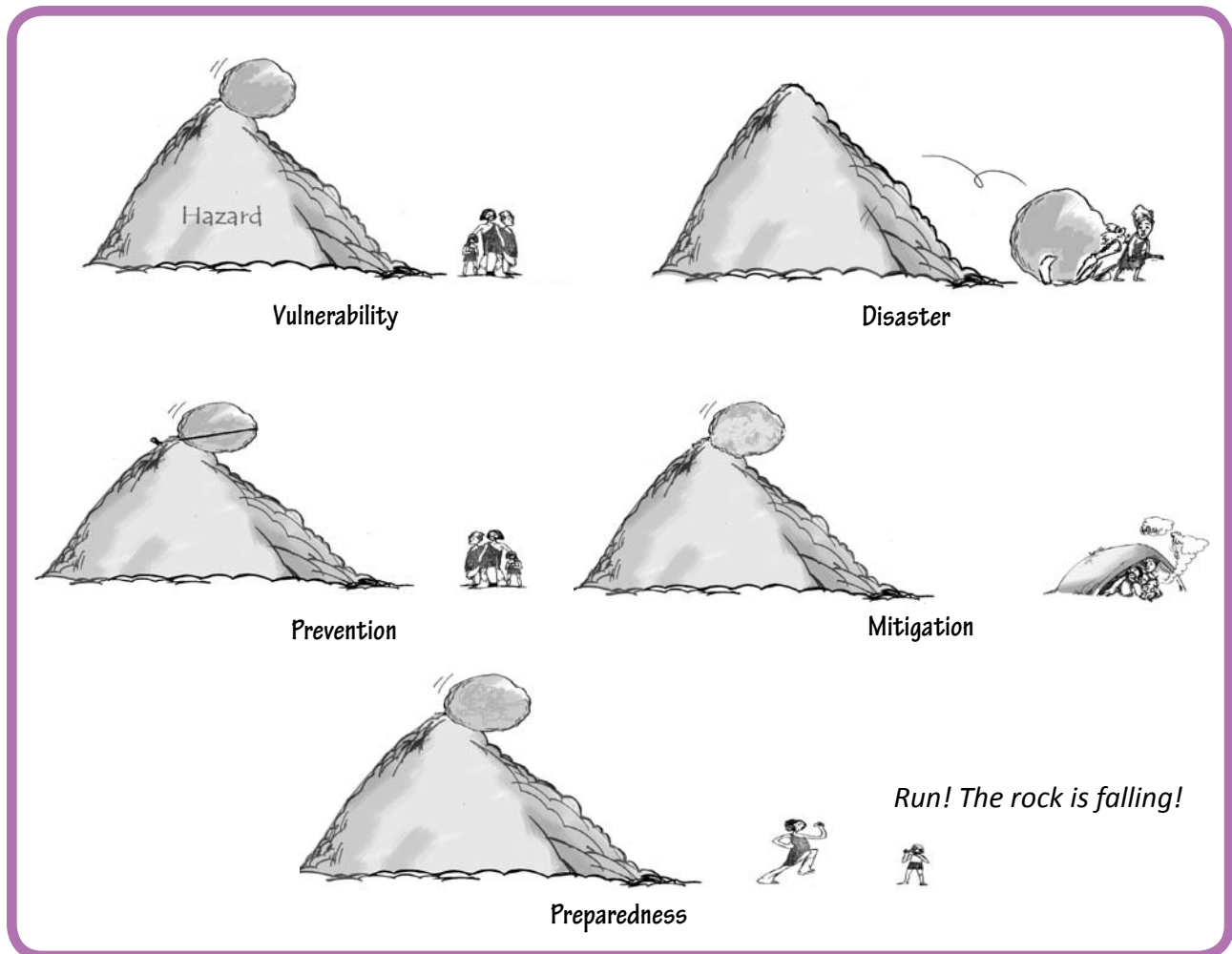
### Disaster Risk Management Activities

#### a. Before the disaster - prevention, mitigation and preparedness

Prevention - Measures taken to eliminate the hazard or to avert a disaster from occurring by impeding the hazard or putting a barrier between the community and the hazard so that it does not have harmful effects. This includes dams and embankments that eliminate flood risks, land use regulations that do not permit settlements in high risk zones, seismic engineering designs which ensure the survival and function of a critical building in the event of an earthquake.

Mitigation - Measures taken to protect the elements at risk prior to the impact of a disaster to minimize its damaging effects. This includes engineering techniques and hazard-resistant construction, improved environmental policies, and public awareness.

Preparedness - Measures taken in anticipation of a disaster to build readiness for response and ensure that appropriate and effective actions are taken during the emergency and recovery. This includes contingency planning, stockpiling of equipment and supplies, development of coordination arrangements, public information, early warning system, training, drills and simulation exercises to develop readiness.



Illustrations modified from Module 2 Family and Community Disaster Preparedness by BEA-DSWD and PIA, Philippines



- b. **During the disaster** - Emergency responses to save lives, reduce health impacts, ensure public safety, and meet subsistence needs of affected people
- c. **After the disaster** - Recovery: rehabilitation and reconstruction; building back better

Disaster Resilience is the capacity of a system, community or society to resist or to change in order that it may obtain an acceptable level in functioning and structure. This is determined by the degree to which the social system is capable of organizing itself, and the ability to increase its capacity for learning and adaptation, including the capacity to recover from a disaster.

Community Based Disaster Risk Management involves activities, measures, projects and programs to reduce disaster risks which are designed and implemented by people living in at-risk communities with the goal of building safe, livable, disaster resilient and developed communities. The community and its most vulnerable groups are active actors in disaster risk management while the government, NGOs and other stakeholders take on enabling, facilitative, and supportive roles.



Traditional Disaster Management vs. the CBDRM Approach with Gender Perspective

 <p>Traditional Approach</p>	 <p>CBDRM Approach</p>
<p>1. Disasters are unforeseen events which cannot be prevented.</p>	<p>1. Disasters can be prevented. We can prepare to avoid and reduce damage and loss.</p>
<p>2. Stress is on emergency response and recovery</p>	<p>2. Stress is on disaster risk management activities before the disaster – on prevention, mitigation &amp; preparedness</p>
<p>3. People affected by disasters are helpless victims and passive recipients of external aid.</p> <p><b>Women as disaster victims and one of the most vulnerable group in disaster situations. No recognition of women’s knowledge, skills and contributions to disaster risk management.</b></p> <p>Adults act on behalf of children in responding to children’s needs</p>	<p>3. People affected by disasters are active actors in reducing their vulnerabilities, in emergency response and rebuilding their lives and livelihood.</p> <p>People’s existing capacities are used and strengthened to reduce disaster risk and vulnerabilities</p> <p><b>Addresses vulnerabilities of women, men, girls and boys and recognizes women’s capacities as the basis for women’s meaningful involvement in CBDRM.</b></p> <p>Voices of children are solicited and their concerns are addressed.</p>
<p>4. Disaster management is the sole responsibility of the disaster response agency and specialists such as the scientist, economist, social worker, government and NGOs</p>	<p>4. Recognition of the importance of community participation. Disaster risk management is everybody’s responsibility.</p> <p>Stress on building capacity at the national, local &amp; community levels for an integrated, multi-stakeholder and responsive disaster management system.</p>
<p>5. Focus on physical and material aid and technical solutions</p>	<p>5. Covers material, economic, social , environmental motivational aspects to reduce vulnerability</p>
<p>6. Focus on individual households</p>	<p>6. Focus on individuals, family and community risk reduction.</p> <p>Linked to community development.</p>

<p>7. Donors (outsiders) decide on what the families and community need.</p>	<p>7. The community participates in decision making to prioritize needs and risk reduction solutions.</p> <p><b>Gender- and culture-sensitive disaster risk management interventions and activities</b></p>
<p>8. The aim of disaster management is to reduce immediate suffering and meet emergency needs.</p> <p>The goal is to bring things back to normal.</p>	<p>8. The aim of CBDRM is to reduce people's vulnerabilities and increase capacities to better prepare and cope with disasters.</p> <p><b>Gender perspective in CBDRM contributes to gender equality and women's empowerment.</b></p> <p>The goal is building a safe, disaster resilient and developed families, community and society.</p>

### Essential Features of CBDRM

**Participatory process and content** - Community members (including all vulnerable groups) are involved in the risk assessment, identifying solutions to community problems and risk reduction measures; community directly shares in the benefits of disaster management and development

**Responsive** - CBDRM measures are based on the community's felt and urgent needs; considers the community's perception and prioritization of disaster risks and risk reduction measures so the community has ownership of these

**Integrated** - Pre-, during, and post-disaster measures are planned and implemented; community has linkages with other communities and the various levels of the disaster management system (especially for vulnerabilities which the local community can not address by itself)

**Proactive** - the stress is on on prevention, mitigation and preparedness

**Comprehensive** - Community risk reduction covers structural ('hard'/physical) and non-structural ('soft' e.g. preventive health, training, public awareness) risk reduction measures; mix of short-, medium-, and long-term measures to address vulnerabilities are planned and implemented.

**Multi-sectoral and multi-disciplinary** - Mobilizers of all stakeholders; combines local knowledge and resources with science and technology and support from outsiders; addresses concerns of various stakeholders while upholding the basic interest of the most vulnerable sectors and groups

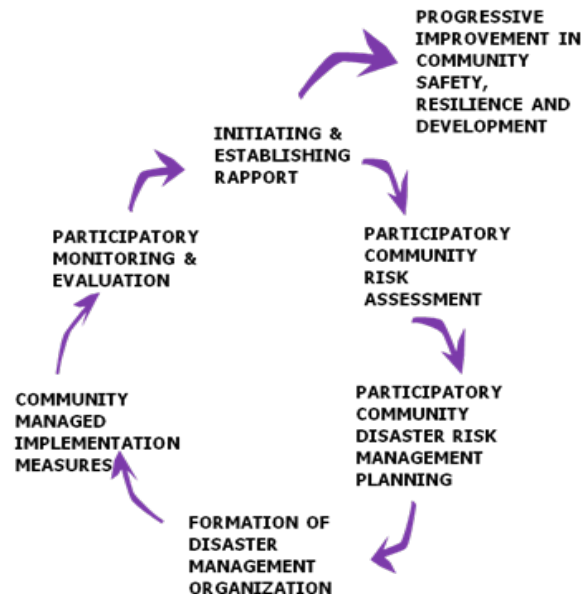
**Empowering** - Through CBDRM people's options and capacities are increased; the community has more access to basic social services through concerted action; more control over the natural and physical environment; builds confidence to participate in other development endeavors

**Developmental** - CBDRM contributes to addressing and reducing the complex relation of conditions, factors and processes of vulnerabilities present in society; community development gains are protected; measures to address vulnerabilities are opportunities for development



Process of CBDRM : Transforming Vulnerable to Safe and Disaster Resilient Communities

The goal of CBDRM is to transform vulnerable or at-risk communities to be safe, disaster resilient and developed communities. Although steps may vary from community contexts and organizational mandates, the process for community based disaster risk reduction can be generalized as follows:



1. **Initiating the process and establishing rapport** - Establishing rapport with the community and having an initial understanding of the community and its disaster context. Initial orientation with the community on CBDRM.
2. **Participatory Community Risk Assessment** – participatory assessment of hazards, vulnerabilities, capacities and people’s perception of risks
3. **Participatory Community Disaster Risk Management Planning** - identification of short-, medium-, long-term measures to reduce risk and vulnerability and enhance capacity and resilience
4. **Formation and Strengthening of Community Based Disaster Risk Management Organization** - community organizing and mobilization, capability building in community based disaster preparedness and mitigation; formation of community disaster volunteer teams; formation of disaster management committee/s within existing community organization to spearhead plan implementation.
5. **Community Managed Implementation** - implementation of strategies and mechanisms; organizational/institutional strengthening
6. **Participatory Monitoring and Evaluation** - keeping track of progress of plans and making corrective measures; assessing if general objectives to reduce vulnerability and risk are being met. documentation and dissemination of good practices for replication

## 7. Progressing towards safety, resilience and community development

The CBDRM process should lead to progressive improvements in individual, family and community safety, disaster resilience and development. The integration of the gender perspective in CBDRM contributes to gender equality and women's empowerment. Both women and men meaningfully participate and benefit from CBDRM.

It should be noted that the community volunteers, groups and organizations are essential in sustaining the risk reduction process for the community to meet intended aims and targets in CBDRM. These community volunteers, committees and organizations are the necessary interface or conduits for outsiders such as NGOs or government agencies to assist and support the community at-large.

Sources: Modified from the Center for Disaster Preparedness CBDRM Training Hand-outs

UNISDR Terminology on Disaster Risk Reduction, 2009

<http://www.unisdr.org/eng/terminology/terminology-2009-eng.html>



*While being gender-sensitive is about women and men, there is focus on women in gender-sensitive disaster risk management since their particular needs tend to be neglected while the contributions they make and can make to CBDRM and development are usually not recognized.*

## DEFINING KEY TERMS AND CONCEPTS



### **Disaster and Disaster Risk Management**

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

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

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

**Natural hazard.** Natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

**Biological hazard.** Process or phenomenon of organic origin or conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

**Geological hazard.** Geological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

**Hydrometeorological hazard.** Process or phenomenon of atmospheric, hydrological or oceanographic nature that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

**Socio-natural hazard.** The phenomenon of increased occurrence of certain geophysical and hydrometeorological hazard events, such as landslides, flooding, land subsidence and drought, that arise from the interaction of natural hazards with overexploited or degraded land and environmental resources.

**Technological hazard.** A hazard originating from technological or industrial conditions, including accidents, dangerous procedures, infrastructure failures or specific human activities, that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

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

**Exposure.** People, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.

**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.

**Coping capacity.** The ability of people, organizations and systems, using available skills and resources, to face and manage adverse conditions, emergencies or disasters.

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

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

**Mitigation.** The lessening or limitation of the adverse impacts of hazards and related disasters.

**Prevention.** The outright avoidance of adverse impacts of hazards and related disasters.

**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.

**Structural measures.** Any physical construction to reduce or avoid possible impacts of hazards, or application of engineering techniques to achieve hazard-resistance and resilience in structures or systems.

**Non-structural measures.** Any measure not involving physical construction that uses knowledge, practice or agreement to reduce risks and impacts, in particular through policies and laws, public awareness raising, training and education.

**Risk assessment.** A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

**Risk management.** The systematic approach and practice of managing uncertainty to minimize potential harm and loss.

**Emergency management.** The organization and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps.

**Critical facilities.** The primary physical structures, technical facilities and systems which are socially, economically or operationally essential to the functioning of a society or community, both in routine circumstances and in the extreme circumstances of an emergency.

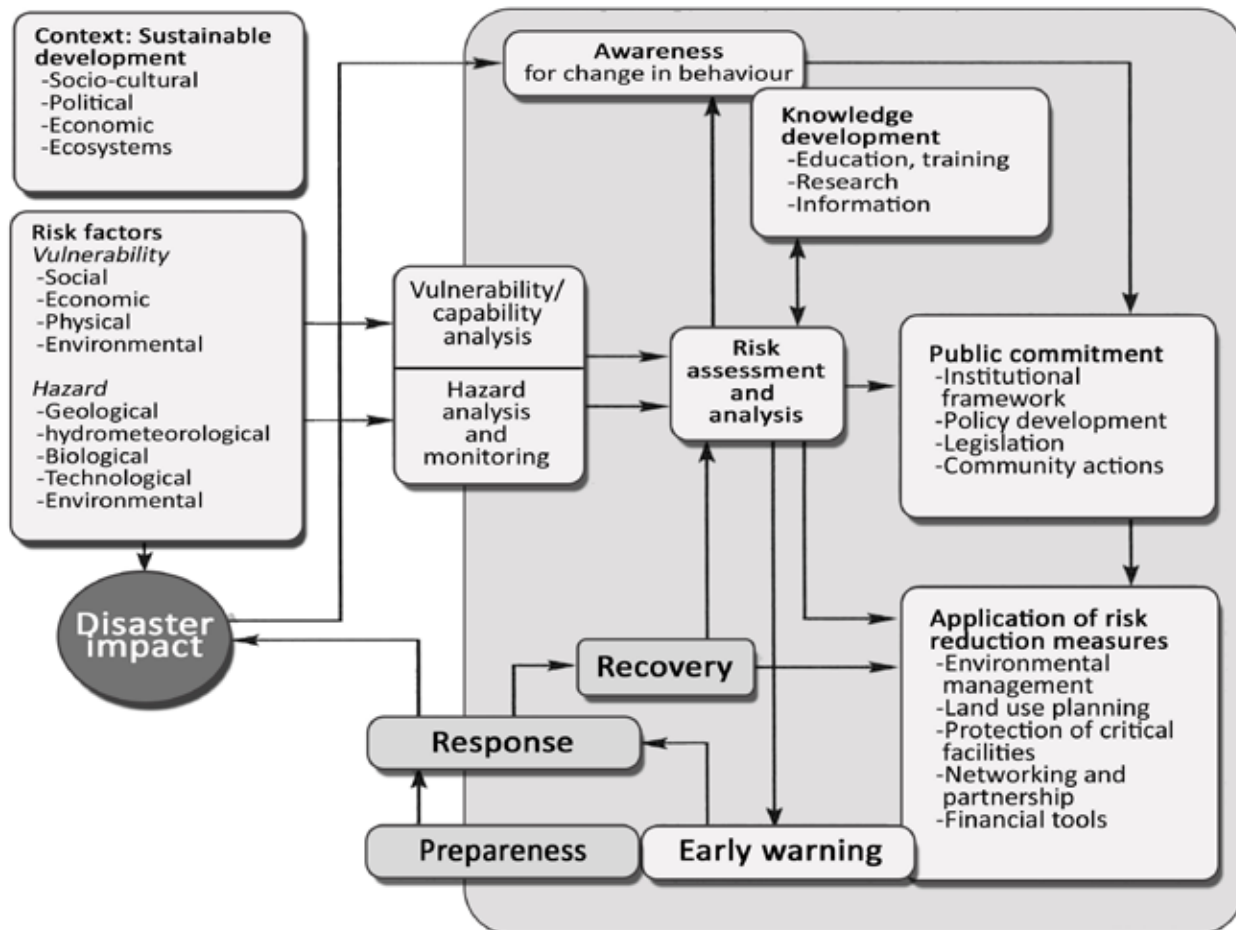
**Response.** The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

**Recovery.** The restoration, and improvement where appropriate, of facilities, livelihoods and living

conditions of disaster-affected communities, including efforts to reduce disaster risk factors.

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

**Sustainable development.** Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.



Conceptual framework for disaster reduction, UNISDR

### **Gender and Gender-Sensitive Disaster Risk Management**

**Gender** refers to the roles, responsibilities rights, relationships and identities of men and women that are defined or ascribed to them within a given society and context – and how these roles, responsibilities and rights and identities of men and women affect and influence each other. The roles, etc, are changeable over time, between places and within places.

**Gendered disaster vulnerabilities** arise from barriers to resilience based on sex or gender or both. These may multiply the effects of poverty or people’s exposure to health hazards or patterns

of social vulnerability such as literacy or mobility. Gendered disaster vulnerability may also be a roots cause of increased risk, for example when gender violence constrains women's freedom of movement and ability of girls and women to access shelters. Men may be at increased risk due to risk taking, norms of masculinity or over-representation in dangerous occupations and roles in disaster contexts. (Enarson, 2009)

**Gendered disaster capacities** reflect the skills, relationships, and knowledge gained through women's and men's life experience. Includes the resources and strengths of men and women which can be used to protect themselves from hazards and manage emergency situations and recovery. Women's capacities are usually not recognized or credited though their leadership at the grassroots level, interpersonal and groups networks and skills, cultural and environmental knowledge are vital survival and recovery resources in hazardous environments. (modified from Enarson, 2009)

**Gendered community risk assessment** extends traditional hazard and risk assessments to reflect a context-specific understanding of gender relations. Research methods and tools are used that build on the ideas, feelings and observations of women and men. (Enarson, 2009)

**Gender discrimination** refers to any distinction, exclusion or restriction made on the basis of socially constructed gender roles and norms which prevent a person from enjoying full human rights. (Enarson, 2009)

**Gender division of labor** concerns the allocation of the tasks and responsibilities of men and women at home, at work and in society according to patterns of work that are felt to be acceptable in a particular place and time.

**Gender equality** reflects the value that both men and women are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that all persons are free to realize their full human rights and potential to continue to contribute to national, political, economic, social and cultural development, and to benefit equally from them, regardless of their gender. It does not mean that women and men have to become the same, but their rights, responsibilities and opportunities will not depend on whether they are born male or female, or how they self-identify. (Enarson, 2009)

**Gender equity** refers to fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent. Equity is simply the process of being fair to all by taking measures to compensate for historical and social disadvantages that prevent women and men, girls and boys from operating on a level playing field. Treating everyone identically can perpetuate rather than remedy inequality. The guiding principle of gender equity is to create equal outcomes for women and men, girls and boys. (Enarson, 2009)

**Gender gaps** refer to societal differences between men and women that are felt to be undesirable

**Gender-fair disaster policy or practice** is supported by gender-disaggregated data, gender analysis that is context specific and outcomes that empower women by addressing gender inequality. Whether based on differential or equal treatment, the outcome supports the efforts and abilities of both women and men equally to reduce harm and increase resilience to hazards and disasters. (Enarson, 2009)



**Gender-sensitive disaster policy or practice** implies the efforts to incorporate gender concerns into all phases of program and project design, implementation, monitoring and evaluation. These policies are supported by family-friendly organizations with strong leadership for the the process and outcomes of gender mainstreaming. (Enarson, 2009)

**Gender mainstreaming** is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated (UN ECOSOC)

**Gender roles** refer to how men and women should act, think and feel according to norms and traditions in a particular place and time.

**Gender valuation of work** refers to the social and economic values attached to different tasks and responsibilities of men and women

**Gendered access** to resources, facilities, services, funds, benefits and decision making refers to the differences between men's and women's rights and opportunities to make use of these resources and to take part in decision making, due to norms and values existing in a particular place and time



**Gender-based analysis** is an analytical tool that uses sex and gender as an organizing principle or a way of conceptualizing information.

**Gendered control** over resources and decision-making processes refers to differences between women's and men's rights and power to decide on the use of resources, gain benefits, and take part in decision-making processes, due to norms and values existing in society.

**Gendered life experience** refers to the influence of both sex and gender (biology and culture) on people's activities, relationships and capacities. Sexual difference creates distinct needs, for example for reproductive health care in disasters. Gender difference may place men and women at increased risk due to the nature of their livelihood, family responsibilities and community roles. Gender differences vary for boys and girls as well as adults, and that they cut across all other social categories such as class, caste, age, ability and ethnicity. (Enarson, 2009)

**Gender sensitivity or using the Gender perspective** means that:

- A differentiation is made between the needs and priorities of men and women;
- The views and ideas of both men and women are taken seriously;
- The implications of decisions on the situation of women relative to men are considered: who will gain and who will lose; and
- Action is taken to address inequalities or imbalances between men and women

**Practical gender needs** relate to people's basic, material needs for day-to-day survival. Concern is improving the conditions of men and men through more efficient resource use, but do not challenge existing gender roles and divisions of labor.

**Sex** refers to the biological nature of being male or female. The biological characteristics of men and women are universal and obvious.

**Sex roles** are those that are bound to one particular sex due to biological factors, for example, giving birth.

**Strategic gender needs** relate to women's empowerment and to what is required to challenge the gender balance of power and control to achieve gender equality. Strategic gender needs are addressed by challenging existing gender roles and relations between women and men. Programs set out to change the relative positions of women and men in order to promote empowerment and gender equity.

**Women's empowerment** refers to the process in which women reflect upon their reality and question the reasons for their situation in society. It includes developing alternative options and taking opportunities to address existing inequalities. It enables them to live their lives in the fullness of their capabilities and their own choices in respect of their rights as human beings. In the Beijing Declaration, it was agreed that "women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace."

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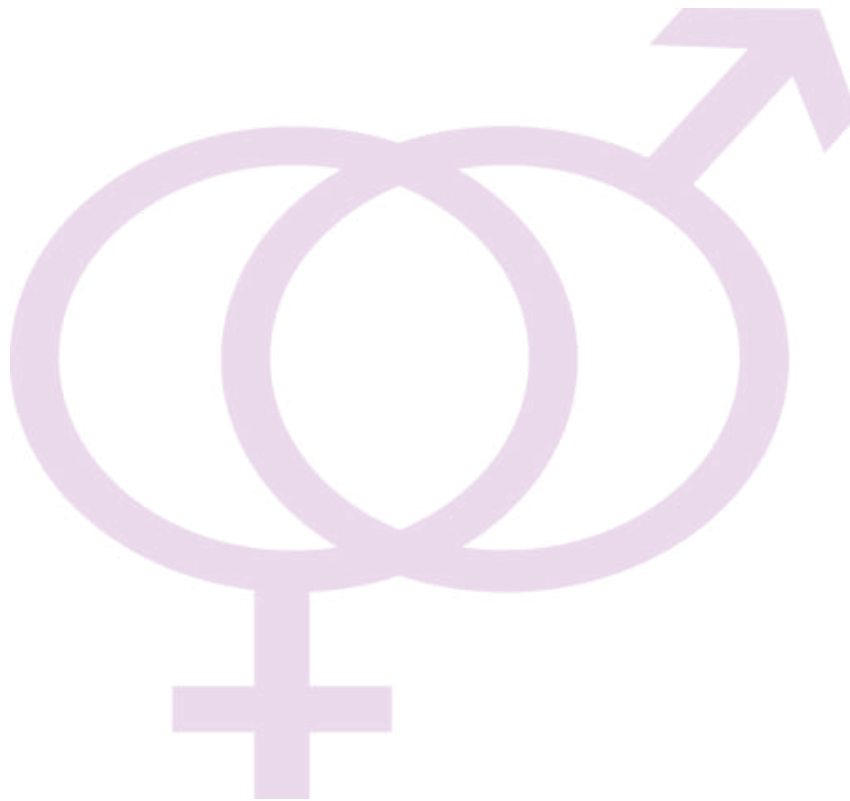
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*Module 2*

**GENDER PERSPECTIVE IN CBDRM:  
Why Gender Sensitive CBDRM?**





**Module 2 Session 1:****WHY THE GENDER PERSPECTIVE IN CBDRM?****Learning Objectives**

1. Differentiate between the concept of sex and gender
2. Cite international and national mandates for women's empowerment, gender equality, and integrating gender in disaster risk management
3. Discuss the importance of integrating gender perspective in CBDRM

**Key Points**

1. Disaster impacts and risk are experienced differently by women and men.
2. The participation of women and therefore benefits from and contributions to disaster risk management remain the exception rather than the norm.
3. The Hyogo Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters is the roadmap for disaster risk reduction. The HFA calls for taking a gender perspective in disaster risk reduction.
4. Meaningful involvement of women and men in and benefits from disaster risk management requires the integration of a gender perspective.

**Methodology**

Introductory activity – “My challenging tasks”  
Interactive lecture



## Process

1. “Challenge: The work I do”. Divide the participants into 4 groups. Assign each group a task to act out:
  - a. Laundry work, cooking (“*labada, luto*”)
  - b. Caring for the baby, cleaning the house (“*hele, linis*”)
  - c. Managing the office, carpentry (“*manager, karpentero*”)
  - d. Drive taxi, mechanic (“*drayber, mekaniko*”)

Each group then acts out its task and then calls on the another group to respond. The object to is to catch the other group off guard or not coordinated in their response.

“*Labada, luto, laba luto*” to “*hele, linis, hele linis*”. “*Hele linis, hele linis*” to “*manager, karpentero, manager, karpentero*”. “*Manager, karpentero, manager, karpentero*” to “*laba, lunto, laba luto*”. “*Laba luto, laba luto*” to “*drayber mekaniko, drayber mekaniko*” and so on.

2. Ask who usually does the work which were acted out? Ask for other examples of work usually done or associated with women and men. Also note if these are paid or unpaid work and some emergent changes and reversals in work and roles.
3. Link the introductory activity to the concept of gender. Ask participants “ Is there a difference between sex and gender? What is sex? What is gender?”
4. Summarize answers. Differentiate sex and gender.

Sex refers to the biological characteristics such as chromosomes, reproductive organs, genitalia, hormones which distinguishes men from women. These distinguishing natural and physical characteristics of men and women are constant across time and across different societies and cultures.

Gender refers to roles, attitudes, values, status and stereotypes assigned by culture and society to women and men. What makes one masculine or feminine is socially determined and culturally defined. These roles, characteristics and values are assigned and define the behaviors of women and men and the relationship between them. They are learned behavior, can change across time, and varies across places and cultures.

5. Discuss that gender roles, attitudes and values are not inborn. They are created and maintained by social institutions such as families, government, communities, schools, churches, and media. They are learned in the early stages of childhood.

Girls are taught to be feminine, while boys are taught to be masculine. Feminine traits include being modest, submissive and nurturing. Masculine traits include being domineering and aggressive. Women, because of the feminine traits attributed to them, are expected to be good homemakers and nurturers of

family members. Men, as masculine beings, are expected to be the family provider and to be responsible for its survival.

The process of learning and internalizing culturally ascribed ways of thinking, feeling and behaving according to one's gender is referred to as gender role socialization.

6. Explain the gender division of labor – the assignment of tasks and roles to men and women on account of sex. Society's tendency to assign roles, attitudes, behaviors, characteristics and expectations to individuals based on biological differences results in gender stereotypes (fixed, unquestioned beliefs or images about women and men, transmitted from generation to generation) and unequal relations between women and men, with men being considered the superior sex mainly because of their stronger physical characteristics.

The four spheres of work of women and men are:

- Productive sphere: the capacity to produce goods; an economic function which is remunerated or paid
- Reproductive sphere: the capacity to provide viable offsprings; usually unpaid
- Community management: activities/tasks undertaken for the community at large
- Community politics: tasks related to community decision making

Women tend to assume the reproductive and community management roles, while men dominate the productive and community politics roles. Men are the decision makers and leaders. Women's participation in the production sphere is increasing, but they tend to be concentrated in sectors related to their caring and nurturing roles or are in lower levels compared to men.

Generally, women and girls have fewer opportunities, lower status and less power and influence than men and boys.

7. Further explain that these gender differences are largely unfavorable to women and lead to gender inequality and cuts across all socioeconomic development, including differences in vulnerabilities to disasters, and different capacities to cope with, respond to disasters and reduce risk. Lack of access to information and resources puts women more at risk.

Cite some differences as reported during Module 1 Session 1 Workshop on Local Disaster Experiences.

8. Note that there are increasing number of alternative family structures which may lead to reversal of gender roles like when the care of children are entrusted to the father when the mother takes on work abroad or when both parents work abroad and entrust the care of younger children to the older siblings.
9. Stress that gender issues are not only women's issues, but are development issues

as well. Discrimination against and women's subordinate position in society have to be addressed for them to participate, contribute to and benefit from development and disaster risk management.

At the international level, the importance of equal rights for women has been taken up by agreements such as the 1976 Convention on the Elimination of Discrimination Against Women and 1995 Beijing Platform of Action adopted at the Fourth World Conference of Women. Gender mainstreaming strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and implementation of policies, programs and projects in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

In the Philippines, there are numerous mandates to promote and fulfill women's rights and foster women's empowerment and gender equality, notably Section 14, Article II of the Philippine Constitution, the Women in Development and Nation Building Act (Republic Act 7192), the Philippines Plan for Gender Responsive Development for 1995 to 2025, and the Magna Carta of Women (Republic Act 97101 which has just been passed in August 2009).

10. Discuss the Hyogo Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters, the global blueprint for disaster risk reduction efforts. Its goal is to substantially reduce disaster losses -- in lives and in the social, economic, and environmental assets of communities and countries. The Framework offers guiding principles, priorities for action and practical means for achieving disaster resilience of vulnerable communities. The 5 priority areas for action are:
  - a. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation
  - b. Identify, assess and monitor disaster risks and enhance early warning
  - c. Use knowledge, innovation and education to build a culture of safety and resilience at all levels
  - d. Reduce the underlying risk factors
  - e. Strengthen disaster preparedness for effective response at all levels

Gender is a cross cutting theme in the Hyogo Framework for Action is gender. *“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”.*

11. For the Philippines context, discuss the conclusions of the Philippines Joint Country Gender Assessment of 2007, which provides an analysis of gender and development issues in promoting gender equality and empowerment.

*“While we have made significant progress in enhancing the opportunities and welfare of women and men, there is much to be done both to sustain and enhance the achievements to date, and to overcome old and new challenges. Despite a favorable policy environment, the legal and policy framework has thus not delivered*

*the intended benefits for women as extensively and effectively as hoped.”*  
(Philippine Joint Country Gender Assessment of 2007)

On gender and disaster risk management, the Joint Country Gender Assessment noted that *greater efforts are needed to involve women in disaster risk management – their involvement remains the exception rather than the norm.*

The Magna Carta of Women includes Sec. 10 Women Affected by Disaster, Calamities and Other Crisis Situations relevant for emergency response and recovery and other sections in Chapter IV Rights and Empowerment and Chapter V on the Rights and Empowerment of Marginalized Sectors are relevant for disaster risk reduction.

11. Highlight that CBDRM is now recognized as a necessary approach to reduce disaster losses at the local and community level. Integrating the gender perspective in CBDRM not only addresses differing vulnerabilities of women and men and strengthens their particular capacities, but can contribute to gender equality and women’s empowerment.
12. Summarize the key points of the session. Answer questions and items for clarification.



### Materials Needed

Powerpoint presentation or session visuals



### Duration

1.5 - 2 hours



### References

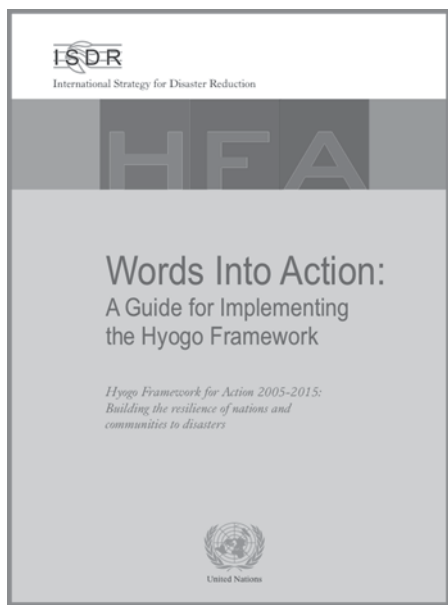
1. Gender related Concepts and Definitions Related to Gender-sensitive Disaster Risk Management
2. Core messages: Gender Sensitivity and Gender Analysis in the Philippines
3. Selected Data on Men and Women in the Philippines





### Tips to Facilitator

1. For the introductory activity “Challenge: the Work I do!”, all groups can be made to act out work and roles of women and then these can be linked to the women’s multiple burden.
2. Women make up half of the world’s population. In the Philippines, of the total projected population for 2009 of 92,226,600, 49.7% (45,857,700) are women while 50.3% (46,368,900) are men.
3. The Magna Carta of Women recognizes that women’s rights are human rights. It seeks to eliminate all forms of discrimination against women by recognizing, protecting, fulfilling, and promoting all human rights and fundamental freedoms of Filipino women, particularly those in the marginalized sector.
4. Gender sensitivity training materials and guides for gender mainstreaming in government can be found and downloaded from the website of the National Commission on the Role of Filipino Women (NCRFW), [www.ncr fw.gov.ph](http://www.ncr fw.gov.ph). The Magna Carta of Women transformed the NCRFW into the Philippine Commission on Women.
5. Sex-disaggregated data are statistical information which differentiate women and men and allow one to see the gaps in their condition and position. An example of this is the Reference “ Selected Data on Men and Women in the Philippines” which can be obtained from the National Statistical Coordination Board, <http://www.nscb.gov.ph/gender/index.asp> and Tel. No. +632-8952767 Telefax No. +632-8908456 URL: [www.nscb.gov.ph](http://www.nscb.gov.ph)



*“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.”*

- Hyogo Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters

## Core Messages for Gender Sensitivity and Analysis in the Philippines



1. Society tends to assign roles, attitudes, behaviors, characteristics and expectations to individuals based on biological differences. Biological determinism upholds the belief that because the reproductive system is by nature the characteristic of the female sex, women's physical make-up is consequently more delicate. Women are, therefore, viewed as being too weak to take on strenuous activities unlike men who have sturdier physiques and are thus able to take on heavier tasks. This tendency results in unequal relations between women and men, with men being considered as the superior sex mainly because of their stronger physical characteristics.
2. Gender roles are the product of a society's culture, beliefs, and values. They are taught and reinforced by society's structures and institutions, such as the family, school, community, church, government, media, and other social organizations.
3. Gender stereotyping and the subordinate status of Filipino women have historical roots. The centuries of colonization left remnants of a feudal view of women as properties of men. Capitalism, on the other hand, regarded women as objects of pleasure and commodities for exchange. These beliefs are still mirrored in policies and practices that affect women's rights, especially their reproductive health rights, and in women's limited access to and benefit from political and economic processes.
4. Patriarchy is also a legacy of colonization. The colonial thinking was that men are superior to women. Therefore, men should dominate the exercise of political and economic power in society's institutions, including the family.

<b>Women Subordinate Position in Philippines Society: A Colonial legacy (CWR)</b>	
Spanish colonial period	<ol style="list-style-type: none"> <li>i. Women: under the control of their husbands; no property</li> <li>ii. No right to education; formal trainings were all related to religion and how to become good housewives</li> </ol>
American colonial period	<ol style="list-style-type: none"> <li>i. Women were added to the growing cheap reserve of labor force</li> <li>ii. Many women were hired in services, an extension of their domestic chores</li> <li>iii. As workers               <ul style="list-style-type: none"> <li>- They were paid less because they were assigned in unskilled labor</li> <li>- They belonged to the "feminine jobs" such as laundry woman, vendor, in the informal sector</li> </ul> </li> <li>iv. Women were allowed to study but values of feudal-patriarchal and bourgeois system were inculcated</li> <li>v. Chastity, virginity and the double standard of morality prevailed</li> <li>vi. Prostitution increased as cabarets were established in the haciendas and entertainment clubs proliferated where the Americans had military bases</li> </ol>

Japanese invasion	<ul style="list-style-type: none"> <li>i. Rampant sexual abuses: comfort women</li> <li>ii. Served as symbol of their authority/control</li> </ul>
As a result of the colonial past	<p>Belief that women are under the authority of the:</p> <ul style="list-style-type: none"> <li>- ruling class, powers-that-be, government or religious authority</li> <li>- family</li> <li>- husband</li> </ul>

5. The learning of gender roles begin in early childhood. Girls are taught to be feminine, while boys are taught to be masculine. Feminine traits include being modest, submissive and nurturing. Masculine traits include being domineering and aggressive. Women, because of the feminine traits attributed to them, are expected to be good homemakers and nurturers of family members. Men, as masculine beings, are expected to be the family provider and to be responsible for its survival.

6. Gender roles have resulted in gender bias, manifested in the following:

- i. Marginalization, women’s participation in development is limited to traditional roles, programs and projects, especially those related to maternal and child care, day care centers, and nutrition. It results in failure to recognize women’s concerns in other areas, particularly within the economic sectors. Despite their crucial role in production, they are considered as a non-essential force in the economy. Hence, women are unable to develop their potential to the full. Their contributions to development remain unrecognized and undervalued.
- ii. Subordination, or submission, sometimes due to force or violence, or being under the authority of one sex. Because of this, women have less access to and control over available resources and have no personal autonomy. Women have secondary status in society
- iii. Multiple burden, or the condition in which women perform many, overlapping and heavy workload, tasks and responsibilities despite their limited time and energy. This multiple burden refers to doing unpaid work in the home, paid work as a member of the workforce, and community management work, and all other work necessary for the survival of the family.
- iv. Gender stereotyping, or the tendency to assign fixed, unquestioned and unexamined beliefs and perceptions about women and men. Society instills an image of women as weak, dependent, subordinate, indecisive, emotional and submissive. Men of the other hand are strong, independent, powerful, dominant, decisive and logical.
- v. Violence against women whether threatened or actual, perpetuated on women simply because they are women. It includes sexual harassment, sexual assault, rape, incest, pornography, battering, trafficking, and abuse whether psychological, verbal or economic. These acts of violence reinforce male dominance over women.
- vi. Within the family, it is the father or husband who makes the important decisions. The mother may be asked but if their opinion differ, the



father has the last say, invoking that he is the head of the family. Women and children are considered as property or mere extension of the father/husband. Domestic violence is considered a private issue (CWR)

- vii. Obstacles to personal development that arise from gender bias and have a distinct negative impact on women's sense of self-worth and personhood.
7. The gender division of labor is another reason for women's subordinate status. Reproduction has been assigned to women because of their ability to conceive and give birth. Reproductive functions, however, are not limited to childbearing and nurturing, but include other tasks such as caring for family members and managing the home. Production, or paid work done outside the home, is the domain of men. This production-reproduction divide is what is known as the gender division of labor, with production considered as the more important because of the economic benefits and advantages it gives to those who are engaged in it and to society.
8. Aside from reproductive and productive roles, the two other gender roles are:
  - Community management, involving voluntary work for the community; and
  - Community politics, involving participation in decision making and organization at all political levels in government and civil society

Women tend to assume the reproductive and community management roles, while men dominate the productive and constituency-based politics roles. In this gender division of labor, men are the decision makers and leaders. Women's roles are secondary to men's roles even if these tend to be multiple roles performed simultaneously.

9. Gender roles determine not only women's cultural and social status but their economic and political status as well. In all these spheres, women's status has been secondary to men's.
10. The manifestations of gender bias show that the power relations between men and women are far from equal or balanced but grossly skewed in favor of men. To put it another way, gender relations are not level but stratified, and women are found at the lower rungs.

#### **Sources:**

Center for Women Studies in Transforming Government to Think and Act GAD: A Handbook on Gender and Development Training, NCRFW and CIDA, 2003

Gender Sensitivity Training Materials, Center for Women Resources

Gender Responsive Local Planning and Budgeting: A Guidebook for Beginners, DILG and NCRFW and CIDA, 2002

**SELECTED DATA ON MEN AND WOMEN IN THE PHILIPPINES**


Indicator	Women	Men	Ref Period/Source
<b>Population</b>			
Projected Population a/	46.7M	47.2M	2010/NSO
Projected Life Expectancy at Birth a/	73.1 years	67.6 years	2010/NSO
<b>Education</b>			
Functional Literacy Rate (%)	86.3		2003 FLEMMS/NSO
Basic Literacy Rate (%)	94.3		2003 FLEMMS/NSO
Distribution of the Population 6 Years Old and Over by Highest Educational Attainment (%) b/			Jan 2007 LFS/NSO
No Education	5.6		
Some elementary	25.7		
Completed elementary	11.3		
Some highschool	15.8		
Completed highschool	20.4		
College or higher	21.2		
Most Common Field of Study	Bus. Adm. & Related Prog	Bus. Adm. & Related Prog	2008-2009/CHED
Most Common Certified Program of Technical Vocational Education Graduates	Health, Social & Other Community Dev. Serv. Prog	Tourism Programs	as of Nov 2009/ TESDA
<b>Health and Nutrition</b>			
Maternal Mortality Rate (per 100,000 births)	162.0 c	d/	2006 FPS/NSO
	107.7 c/	d/	2003 NDHS/NSO
Proportion of Obese (%)	6.6	3.7	2008 NNS/FNRI
Proportion of Underweight (%)	12.9	10.1	2008 NNS/FNRI
Prevalence of Underweight Children 0-5 Years Old	26.2	26.1	2008 NNS/FNRI
Prevalence of Underweight Children 6-10 Years Old	21.5	29.5	2008 NNS/FNRI
Prevalence of Underheight Children 0-5 Years Old	27.3	28.4	2008 NNS/FNRI
Prevalence of Underheight Children 6-10 Years Old	27.9	38.0	2008 NNS/FNRI
Prevalence of Thin Children 0-5 Years Old	5.8	6.4	2008 NNS/FNRI
Prevalence of Overweight Children 0-5 Yr Old	1.9	2.1	2008 NNS/FNRI
Prevalence of Overweight Children 6-10 Yr Old	1.2	2.0	2008 NNS/FNRI
Most Common Disability e/	Low Vision	Low Vision	2000 CPH/NSO
Proportion of Children 12-23 Months Old Who Received All Basic Vaccinations at Anytime Before the Survey (%)	78.5	80.5	2008 NDHS/NSO
Proportion of Children 6-59 Months Old Who Received Vitamin A Supplements in the past months (%)	75.4	76.3	2008 NDHS/NSO
Percentage of Women Age 15-49 who have ever heard of AIDS (%)	94.1	d/	2008 NDHS/NSO
Neonatal Mortality Rate (per 1,000 live births) for the 10 year period preceding the survey	13.0	20.0	2008 NDHS/NSO
Postneonatal Mortality Rate (per 1,000 live births) for the 11 year period preceding the survey	11.0	11.0	2008 NDHS/NSO

Infant Mortality Rate (per 1,000 live births) for the 10 year period preceding the survey	25.0	31.0	2008 NDHS/NSO
Child Mortality Rate (per 1,000 live births) for the 10 year period preceding the survey	9.0	10.0	2008 NDHS/NSO
Under-Five Mortality Rate (per 1,000 live births) year period preceding the survey	34.0	41.0	2008 NDHS/NSO
<b>Social Welfare and Development</b>			
Total Number of Clients Served by DSWD f/	45,733	38,651	2009/ DSWD
Children	22,592	21,306	
Youth	1,794	4,685	
Women	15,441	d/	
Persons with Disabilities (PWDs)	1,330	929	
Senior Citizens	4,576	3,394	
Other Needy Adults	g/	8,337	
<b>Work and Economic Participation</b>			
Labor Force Participation Rate (%) h/	49.3	78.8	Oct 2009 LFS/NSO
Unemployment Rate (%) h/	6.7	7.4	Oct 2009 LFS/NSO
Proportion of Unpaid Family Workers (%) h/	56.0	44.0	Oct 2009 LFS/NSO
Proportion of Poor Households by Sex of Household Head (%)	16.3	29.3	2006/NSCB
Proportion of Poor Women (%)	30.1	d/	2006/NSCB
Most Common Occupation	Laborers and Unskilled Workers	Laborers and Unskilled Workers	Oct 2009 LFS/NSO
Major Industry Division Where Most are Employed	Wholesale & retail	Agriculture, hunting & forestry	Oct 2009 LFS/NSO
Number of Overseas Filipino Workers	968,000	1,034,000	2008 SOF/NSO
Age Group with the Largest Proportion of OFWs	25-29	25-29	2008 SOF/NSO
Most Common Destination of OFWs	United Arab Emirates	Saudi Arabia	2008 SOF/NSO
Most Common Occupation of OFWs	Laborers and Unskilled	Trades and related Workers	2008 SOF/NSO
<b>Happiness i/</b>			
Happiness Index	76.5	68.3	2008/NSCB

**Notes:**

a/ 2000 Census-based population projections, medium assumption

b/ FLEMMS is the official source based on System of Designated Statistics (EO No. 352, series of 1996 ).

c/ NDHS is the official source based on System of Designated Statistics (EO No. 352, series of 1996 )

d/ Not applicable

e/ Classification used in the 2000 CPH focused on an individual's impairments. The International Classification of Functioning, Disability, and Health (ICF) was not yet implemented/used in the 2000 CPH but will be included in the 2010 CPH.

f/ Preliminary report as of Feb 2010 - includes cases from crisis intervention units and locally funded projects

g/ Data from DSWD on other needy adults does not include female.

h/ preliminary

i/ "Measuring Progress of Philippine Society: Gross National Product or Gross National Happiness?" by Virola and Encarnacion (2007 and 2008). Based on the results of a pilot study using responses of nonrandom samples

**Sources of data:**

FLEMMS - Functional Literacy, Education, and Mass Media Survey  
NNS - National Nutrition Survey

LFS - Labor Force Survey

NDHS - National Demographic and Health Survey  
UNSFC - Update on the Nutritional Status of Filipino Children  
SOF - Survey on Overseas Filipinos

FPS - Family Planning Survey

CPH - Census of Population and Housing

**Source agencies:**

NSO - National Statistics Office

FNRI - Food and Nutrition Research Institute

CHED - Commission on Higher Education

DSWD - Department of Social Welfare and Development

TESDA - Technical Education and Skills Development Authority

Indicator	Women	Men	Ref Period/Source
<b>Family Income and Expenditures</b>			
Average Annual Income by Household Head	PhP 197,629	PhP 167,013	2006 FIES/NS
Average Annual Expenditures by Household Head	PhP 164,240	PhP 143,262	2006 FIES/NS
Average Annual Savings by Household Head	PhP 33,390	PhP 23,750	2006 FIES/NS
<b>Trade and Industry</b>			
Total No. of Business Registrants in the Philippines	143,490	126,791	2009/DTI
NCR National Capital Region	40,635	36,986	
CAR Cordillera Administrative	3,043	2,707	
I Ilocos Region	7,532	5,815	
II Cagayan Valley	3,471	2,975	
III Central Luzon	17,227	15,080	
IV-A CALABARZON	24,555	21,093	
IV-B MIMAROPA	3,562	3,116	
V Bicol Region	4,503	4,336	
VI Western Visayas	7,154	6,143	
VII Central Visayas	9,515	8,130	
VIII Eastern Visayas	4,225	3,750	
IX Zamboanga Peninsula	2,629	2,522	
X Northern Mindanao	3,956	3,696	
XI Davao Region	5,404	4,994	
XII SOCCSKSARGEN	3,856	3,206	
XIII Caraga	1,927	1,872	
ARMM Autonomous Region in Muslim Mindanao	296	370	
<b>Agriculture</b>			
No. of Holders of Cert. of Land Ownership Agreement (CLOA) j/	537,320	1,130,737	2009/DAR
<b>Public Life</b>			
Proportion of Occupied Elective Positions k/ (%)	23.2	76.8	2008/COMELEC
Number of Elected Women and Men by Position k/	3,037	14,440	2008/COMELEC
President	1	0	2004/COMELEC
Vice-President	0	0	2004/COMELEC
Senators	3	9	2004/COMELEC
Senators	1	11	2008/COMEL
Congressmen	45	173	2008/COMELEC
Governors	18	62	2008/COMELEC
Vice-Governors	13	67	2008/COMELEC
Board Members	123	635	2008/COMELEC
Mayors	274	1,320	2008/COMELEC
Vice-Mayors	230	1,365	2008/COMELEC
Councilors	2,329	10,797	2008/COMELEC
Distribution of Government Personnel by Major Subdivision			
Total Number	640,304	632,124	2008/CSC
National Agencies (%)	66.0	59.6	2008/CSC
Government Owned & Controlled Corporations (%)	6.3	9.2	2008/CSC
Local Government Units (%)	27.7	31.2	2008/CSC
Distribution of Government Personnel in the Career Service Position by Level of Position			
Total Number	583,045	531,040	2008/CSC
First Level (%)	26.1	36.4	2008/CSC
Second Level (%)	72.3	60.4	2008/CSC
Third Level (%)	0.9	1.5	2008/CSC
Non-Executive Career (%)	0.7	1.6	2008/CSC

**Notes:**

j/ Preliminary, cumulative as of December 2009

k/ Updates as of December 2008

**Sources of data:**

FIES - Family Income and Expenditures Survey

**Source agencies:**

 DTI - Department of Trade and Industry  
 COMELEC - Commission on Elections

 DAR - Department of Agrarian Reform  
 CSC - Civil Service Commission



Indicator							Ref Period/Source
<b>Violence against Women</b>							
Forms of Violence	<b>Age Group</b>						
	<b>15-19</b>	<b>20-24</b>	<b>25-29</b>	<b>30-39</b>	<b>40-49</b>	<b>Total</b>	
<b>Percentage of Women Age 15-49 Who Have Experienced Various Forms of Physical and Sexual Violence, by Current Age</b>							
Physical violence	12.1	15.3	15.9	14.8	16.1	14.9	2008/NDHS
Sexual violence	2.1	3.7	4.2	4.2	2.9	3.5	2008/NDHS
Physical and sexual violence	3.0	4.6	5.5	5.9	5.7	5.2	2008/NDHS
Physical or sexual violence	17.2	23.5	25.6	24.9	24.7	23.6	2008/NDHS
Number of Women	1,410	1,352	1,593	2,957	2,004	9,316	2008/NDHS
<b>Violence against Women</b>							
<b>No. of Cases Reported to PNP</b>	<b>2009</b>	<b>2008</b>	<b>Inc. / Dec. (%)</b>	<b>No. of Cases Served by DSWD</b>	<b>2009</b>	<b>2008</b>	<b>Inc. / Dec. (%)</b>
<b>Total</b>	9,485	6,905	37.4	<b>Total</b>	14,040	10,630	32.1
Physical Injuries	1,498	1,307	14.6	Physically Abused/ Maltreated/Battered	1,235	1,281	(3.6)
Rape	770	811	(5.1)		237	254	(6.7)
Acts of Lasciviousness	485	445	9.0	Sexually Abused	66	108	(38.9)
Threats	208	220	(5.5)	Involuntary Prostitution	50	91	(45.1)
Attempted Rape	167	204	(18.1)	Illegal Recruitment	30	47	(36.2)
Incestuous Rape	27	28	(3.6)	In Detention	5	3	66.7
Others	6,330	3,890	62.7	Armed Conflict	1,329	1,384	(4.0)
				Others	11,088	7,462	48.6
				Uncategorized I/			
<b>Child Abuse</b>							
<b>Number of Cases Served by DSWD</b>	<b>Girls</b>			<b>Boys</b>			
	<b>2009</b>	<b>2008</b>	<b>Inc. / Dec. (%)</b>	<b>2009</b>	<b>2008</b>	<b>Inc. / Dec. (%)</b>	
<b>Total</b>	4,314	4,554	(5.3)	2,208	2,056	7.4	
Sexually Abused	1,898	2,202	(13.8)	31	24	29.2	
Neglected	1,215	964	26.0	1,197	1,002	19.5	
Physically Abused /Maltreated	296	388	(23.7)	291	266	9.4	
Abandoned	498	446	11.7	593	540	9.8	
Victims of Child Labor	55	89	(38.2)	28	41	(31.7)	
Sexually exploited	105	123	(14.6)	23	42	(45.2)	
Others	247	342	(27.8)	45	141	(68.1)	

**Notes:**

I/ Includes strandeers, abandoned, etc. and those provided with crisis (e.g. disasters, custody referral, medical, legal) intervention services whose cases are not categorized

**Sources of data:**

YAFS3-Young Adult Fertility Survey, is the third in the series of nationwide surveys conducted among Filipino youth ages between 15 and 27 years. YAFS3 is a project of the UP Population Institute and the Demographic Research and Development Foundation, Inc., with funding support from the David and Lucille Packard Foundation.

**Source**

PNP - Philippine National Police

NCIP - National Commission on Indigenous Peoples



Indicator	Women	Men	Ref Period/ Source				
<b>The Filipino Youth</b>							
<b>Population</b>							
15-19 years old	3.99 M	4.02 M	2000 CPH/NSO				
20-24 years old	3.55M	3.52M	2000 CPH/NSO				
<b>Education</b>							
No Education/Elementary Graduate (%)	8.4	13.4	2002 YAFS3/ UPPI				
Highschool Undergraduate (%)	27.2	32.3	2002 YAFS3/ UPPI				
Highschool Graduate (%)	33.2	29.7	2002 YAFS3/ UPPI				
College Graduate and Higher (%)	31.2	24.3	2002 YAFS3/ UPPI				
<b>Main Activity</b>							
None (%)	6	8.9	2002 YAFS3/UPPI				
Unemployed (%)	6.8	11.6	2002 YAFS3/UPPI				
Doing Housework (%)	23.2	2.8	2002 YAFS3/UPPI				
Working (%)	14	24.1	2002 YAFS3/UPPI				
Unpaid Family Worker (%)	1.4	5.4	2002 YAFS3/UPPI				
Unpaid Family Worker (%)	48.5	47.2	2002 YAFS3/UPPI				
<b>The Filipino Youth - Attitude on Sex-Related Issues</b>							
Approve of a woman having PMS <i>m/</i> (%)	15.8	8.4	2002 YAFS3/UPPI				
Approve of a man having PMS <i>m/</i> (%)	26.1	27.2	2002 YAFS3/UPPI				
Approve of a woman having an abortion (%)	4.0	33.2	2002 YAFS3/UPPI				
Would support bill to legalize divorce in the Philippines (%)	40.2	8.4	2002 YAFS3/UPPI				
Agree that it is alright for unmarried people to live together even if they have no plans to marry (%)	10.8	33.2	2002 YAFS3/UPPI				
Ever had PMS <i>m/</i> (%)	15.9	31.2	2002 YAFS3/UPPI				
<b>The Filipino Youth - Violence During the Past Month</b>							
Ever been physically injured by someone (%)	11.1	15.2	2002 YAFS3/UPPI				
Ever hurt someone physically (%)	11.6	16.4	2002 YAFS3/UPPI				
<b>Human Rights <i>n/</i></b>							
<b>Percentage of Respondents Who are Aware of Their Rights to Ancestral Domains and Lands, 2005</b>							
<b>Percentage of Respondents Who Experienced Violation of Rights to Ancestral Domains and Lands, 2005</b>							
<b>Type of Rights</b>	<b>Both Sexes</b>	<b>Women</b>	<b>Men</b>	<b>Type of Violation</b>	<b>Both Sexes</b>	<b>Women</b>	<b>Men</b>
<b>Number of Respondents</b>	750	243	507	<b>Number of Respondents</b>	750	243	507
<b>Percentage of Respondents</b>				<b>Percentage of Respondents</b>			
Right of ownership	94.1	93.4	94.5	Not experienced violations	35.5	70.9	18.5
Right in case of displacement	56.0	57.6	55.2	Experienced violations	41.1	36.6	43.2
Right to regulate entry of migrants	91.9	93.4	91.1	Encroachment	20.0	12.8	23.5
Right to develop lands and natural resources	99.3	99.6	99.2	Pollution	12.1	10.3	13.0
Right to safe and clean water	98.1	97.5	98.4	Illegal Entry	26.7	25.9	27.0
Right to claim parts of reservations	68.1	68.7	67.9	Displacement/Relocation	4.7	2.5	5.7
Right to resolve conflict	85.2	83.5	86.0	Others	3.9	2.1	4.7

**Notes:**

*m/* PMS- pre-marital sex

*n/* Output of the CHR-NCIP-NSCB-NSO-SRTC Metagora Project implemented by the OECD under the institutional aegis of PARIS 21with financial assistance from the European Union, France, Sweden and Switzerland.

**Sources of data:**

YAFS3-Young Adult Fertility Survey, is the third in the series of nationwide surveys conducted among Filipino youth ages between 15 and 27 years. YAFS3 is a project of the UP Population Institute and the Demographic Research and Development Foundation, Inc., with funding support from the David and Lucille Packard Foundation.

**Source agencies:**

UPPI - University of the Philippines Population Institute

CHR - Commission on Human Rights

<b>Gender Development</b>										
Gender Development Index (GDI) <sup>o/</sup>	2003		2000		Gender Equality Ratio (GER) <sup>p/</sup>		2003		2000	
	0.6087		0.5898				1.1008		1.0820	
Gender Health Index (GHI)	0.7018		0.6842		Health		1.0248		1.0329	
Gender Education Index (GEI)	0.7989		0.8310		Education		1.0583		1.0979	
Gender Income Index (GII)	0.3254		0.2542		Income		1.2299		1.117	
<b>Women and Men Among ASEAN Countries <sup>q/</sup></b>										
Country	Population (000)		Adult Literacy Rate <sup>r/</sup> in %		Net enrolment ratio in Secondary Schools		Ratio of Girls to Boys in Secondary Schools	Life Expectancy at Birth in %		
	(2008)		(2007)		(2005)			(2006)	(2006)	
	Women	Men	Women	Men	Women	Men	Women		Men	
Brunei Darussalam	1 86	211	91.5	95.8	98.0	94.0	104	77.5	75.9	
Cambodia	7,529	7,127	67.7	85.8	77.0		79	64.9	67.5	
Indonesia	114,124	114,399	88.0	94.9	63.0	63.0	100	71.5	67.5	
Lao PDR	2,889	2,874	66.6	80.0	40.0	53.0	78	65.0	62.3	
Malaysia	13,677	14,186	98.5	98.5	87.0	81.9	110	76.3	71.5	
Myanmar	29,424	29,086	-	-	40.0	41.0	100	64.6	58.1	
Philippines	44,974	45,483	93.7	93.1	90.0	81.0	111	71.6	66.1	
Singapore	2,444	2,395	96.0 <sup>s/</sup>		-	-	-	81.8	78.0	
Thailand	33,808	32,674	92.6	95.9	74.0	72.0	109	75.1	68.2	
Viet Nam	43,811	42,349	-	-	75.0	77.0	91	71.3 <sup>s/</sup>		
<b>ASEAN</b>	292,866	290,785								

**Notes:**

n/ Output of the CHR-NCIP-NSCB-NSO-SRTC Metagora Project implemented by the OECD under the institutional aegis of PARIS 21 with financial assistance from the European Union, France, Sweden and Switzerland.

o/ Output of the NSCB-UNDP project on the Development of a Methodology and Estimation of Gender Development Index (GDI) at the Local Level. The GDI is a measure of human development that is adjusted for disparities between women and men. Patterned after the human development index (HDI) framework, the GDI has the following components: health, education, and income.

p/ The **NSCB Technical Staff formulated the Gender Equality Ratio (GER) to be able to identify who benefits more from development. The GER is the geometric mean of the ratios of the GHI, GEI, and GII of women over men.** A GER with value greater than 1 indicates that women have an advantage over men in terms of development. This is also an output of the NSCB-UNDP project on the "Development of a Methodology and Estimation of Gender Development Index (GDI) at the Local Level.

q/ Based on 2008 ASEAN Statistical Yearbook

r/ Refers to population ages 15 years and over.

s) Total women and men

**Source:**

Updates on Women and Men in the Philippines, National Statistical Board, [http://www.nscb.gov.ph/factsheet/pdf10/Women\\_Men\\_March2010.pdf](http://www.nscb.gov.ph/factsheet/pdf10/Women_Men_March2010.pdf)

## Module 2 Session 2: HOW TO INTEGRATE THE GENDER PERSPECTIVE IN CBDRM?



### Learning Objectives

At the end of this session the participants are able to:

1. Link existing gender and power relations to the socio-economic political context of the community and society.
2. Describe the key steps in the CBDRM process.
3. Discuss considerations for gender-sensitive CBDRM.



### Key Points

1. Gender and power relations are contextualized within society's socio-economic political and historical development.
2. Gender equality in CBDRM addresses differing vulnerabilities of men and women and mobilizes their different resources, knowledge, skills and experiences for family and community safety and development.
3. The gender perspective has to be integrated in the whole process of CBDRM:
  - initiating the process and building rapport and trust
  - participatory community risk assessment
  - participatory community disaster risk management planning
  - formation and strengthening of CBDRM organization
  - community managed implementation
  - participatory monitoring and evaluation



### Methodology

Introductory activity – “Power Walk”  
Interactive lecture



## Process

1. “Power Walk”. Give out identity cards to the participants which they are not to show to the others. Ask participants to line up on the common starting point line in the middle of the room or hallway. Instruct participants to take a step forward or backward as a characteristic or resource of his/her identity is called out.

Example of identity roles: Mayor (male), Mayor (female), Mayor’s wife, Barangay Captain (male), Barangay Captain (female), Barangay Captain’s wife, Driver, Widow with 2 children, government employee (male), government employee (female), farmer (male), farmer (female), housewife, office management (male), office manager (female), daily wage earner (male), daily wage earner (female), factory worker (male), businessman, businesswoman, vendor (male), vendor (female) factory worker (female), college student (male), college student (female), father, mother, vendor (male), vendor (female), elderly (male), elderly (female)

Examples of characteristics and resources:

- You are computer literate and have internet access and can receive disaster preparedness information. Take one step forward.
- You read the newspaper daily. Take one step forward.
- You listen to the news on the radio. Take one step forward.
- You have a cell phone to communicate easily with your family, friends, and neighbors. Take 1 step forward.
- You own your house. Take one step forward.
- You have savings. Take one step forward.
- If you take a loan from the bank or credit cooperative, you are asked to have your spouse as a co-maker or guarantor. Take 1 step backward.
- You are able to attend orientation and training on disaster risk management. Take one step forward.
- You are able to participate in disaster risk management and development planning. Take 1 step forward.
- You are at risk to sexual harassment, assault and abuse. Take 1 step backward.
- When there is a flooding in your area, if you cannot go out, you lose your income for the day. Take 1 step backward.
- You have life saving skills such as running, climbing, swimming. Take 1 step forward.
- You are resourceful and you are interested in your family’s safety and development. Take 1 step forward.
- You can hardly provide for your family’s needs. Take 1 step backward
- You can provide for your family’ s basic needs for food, clothing, shelter, education and health. Take 1 step forward.
- Your voice is considered in decision making in the family. Take 1 sep forward.
- Your voice is considered in decision making in the community. Take 1 step forward.

- You are effective risk communicators. Because of your concern for our family and community's safety you share what you know and learn with your family and neighbors. Take 1 step forward.
  - You are resourceful and manage multi-tasks at home, work and the community. You are usually responsible for the care and safety of children, the sick and elderly. Take 1 step forward.
  - You have physical limitations but you have a lot of local knowledge of your community. Take one step forward.
  - You are supposed to be strong, in control and the provider of your family. After the flood, you have difficulty coping with the damage and loss to your home and livelihood. You take it out on your spouse and children. Take 1 step backward.
  - You are dependent on your spouse (mother) for household chores and care (of the children). After the earthquake your spouse (mother) took on work as a domestic helper abroad. You have difficulty balancing your work (studies) and family responsibilities. Take 1 step backward.
2. Process the exercise. Ask for the identities of those who have moved farthest forward. Who made forward steps? Who made backward steps? How can the participants relate this to gender and power relations? To vulnerabilities and capacities of men and women? Summarize by linking to the feature of CBDRM as an empowering process, especially for marginalized and highly vulnerable groups and sectors.
  3. Note that gender and power relations are situated in political, socio-economic, and historical context of society. Disasters aggravate women's vulnerability. Explain further that gender equality in disaster risk management has been focus on women's needs and interests because they tend to be neglected in disaster risk management. However, it is not just all about women. Cite examples of men's particular vulnerabilities in disaster situations which are often not recognized.
  4. Enumerate and discuss the key steps in community based disaster risk management.
    - i. Initiating the process and establishing rapport - The community approaches an NGO or local government to assist them initiate CBDRM in their community. Alternatively, the community is prioritized for support by an NGO or the local government. Partnership involves establishing rapport and building trust. While the NGO and/or local government gains an understanding of the community and disaster context, the community is oriented on CBDRM.
    - ii. Community Risk Assessment – participatory assessment of hazards, vulnerabilities, capacities and people's perception of risks. Community risk assessment unites the community and other stakeholders in common understanding of its disaster risks.  
Emphasize that gender-based community risk assessment looks at differing the risk perceptions, exposures, vulnerabilities and capacities of men and

- women to be able to identify appropriate and adequate risk reduction and management strategies.
- iii. Community Disaster Risk Management Planning – participatory process to identify short-, medium-, long-term measures to reduce risk and vulnerability and enhance capacity and resilience. Resources, responsibilities, and schedules are set. Participatory Risk Management Action Planning unites the communities and various stakeholders in commitment and actions to reduce disaster risk, prevent or mitigate the hazards, reduce vulnerabilities and enhance capacities.
  - iv. Formation and Strengthening of Community Based Disaster Risk Management Organization - Formation of community disaster risk management organization or volunteer teams or disaster management committee (within existing community organization) to spearhead plan implementation and mobilize the community-at-large and other stakeholders in the implementation of the action plan. Training in various areas of CBDRM and organizational development.
  - v. Community Managed Implementation - implementation of risk reduction strategies, interventions, and activities and strengthening of organizational/ institutional mechanism and partnerships for community disaster risk reduction
  - vi. Participatory Monitoring and Evaluation - keeping track of progress of planned activities and interventions and making corrective measures; assessing if general objectives to reduce vulnerability and risk are being met; documentation and dissemination of good practices for replication

The CBDRM process leads to progressive improvements in safety, resilience and sustainable development of families and the community.

5. Facilitate a discussion on how to make CBDRM gender-sensitive. The gender perspective is integrated in all the 6 key steps in the CBDRM process.
  - From building rapport and having an initial understanding of the community and its disaster context through participatory monitoring and evaluation, involve women and women's organizations.
  - Gender-sensitive Community Risk Assessment: looks into
    - Involvement of women in data collection and assessment; have separate focused group discussions with women
    - differing perception of risk; hazards which threaten women; hazards which affect men;
    - differing impacts of disasters on men, women; looking at changes in activities of men, women, boys, girls, elderly before, during and after disasters and particular needs in these situations
    - vulnerability of men; vulnerability of women;
    - differing coping strategies, resources, knowledge, skills, strengths of men

- and women
- applying gender analysis and participatory risk assessment tools
- Gender-sensitive Community Disaster Risk Management Planning
  - Risk reduction measures addressing vulnerabilities and practical and strategic needs of women and men: safety at home, community, workplace; livelihood security; food security; health and nutrition
  - Valuing women's work and contributions; recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families; providing access to and control of resources needed for risk reduction
  - Preparedness for emergency and recovery: ensuring women's involvement in designing early warning systems and family preparedness measures; ensuring women's access to information; addressing particular needs of men and women in emergencies
  - Gender analysis of disaster risk management solutions: who benefits? Who loses? What is win-win solution?
- Strengthening of Community Disaster Risk Management Organization
  - Recognizing women as disaster risk managers
  - Representation of women in decision-making bodies; women leaders
  - Skills training and capacity development for women for various functions and roles in CBDRM, including life saving skills such as swimming, running, climbing and non-traditional roles
  - CBDRM orientation and disaster preparedness training with women's groups
  - Gender sensitivity workshops for men and women, boys and girls, elderly
  - Men and women champions for gender equality
  - Parent effectiveness and family enrichment seminars and activities
- Community Managed Implementation
  - recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families in pre-, during, and post-disaster activities
  - Support mechanisms for women's active involvement in CBDRM (family and community support, support of women's organizations) to avoid overburdening women
  - Support men to assume non-traditional roles in the family, community and CBDRM
- Participatory Monitoring and Evaluation
  - transparency and accountability
  - gendered impact assessment: is the equal participation of women and men leading to better preparedness and risk reduction? Do men and men benefit equally from CBDRM?
  - documentation of, learning from, and sharing good practices in gender-sensitive CBDRM



6. Ask and answer questions. Summarize discussion and point out the particular modules where these gender-sensitive disaster risk management activities will be detailed.



### Materials Needed

Identity cards and items for “Power Walk”  
PowerPoint presentation or session visuals



### Duration

1.5 - 2 hours



### References

1. Gender-sensitive CBDRM
2. Women’s Views from the Frontline, June 2009

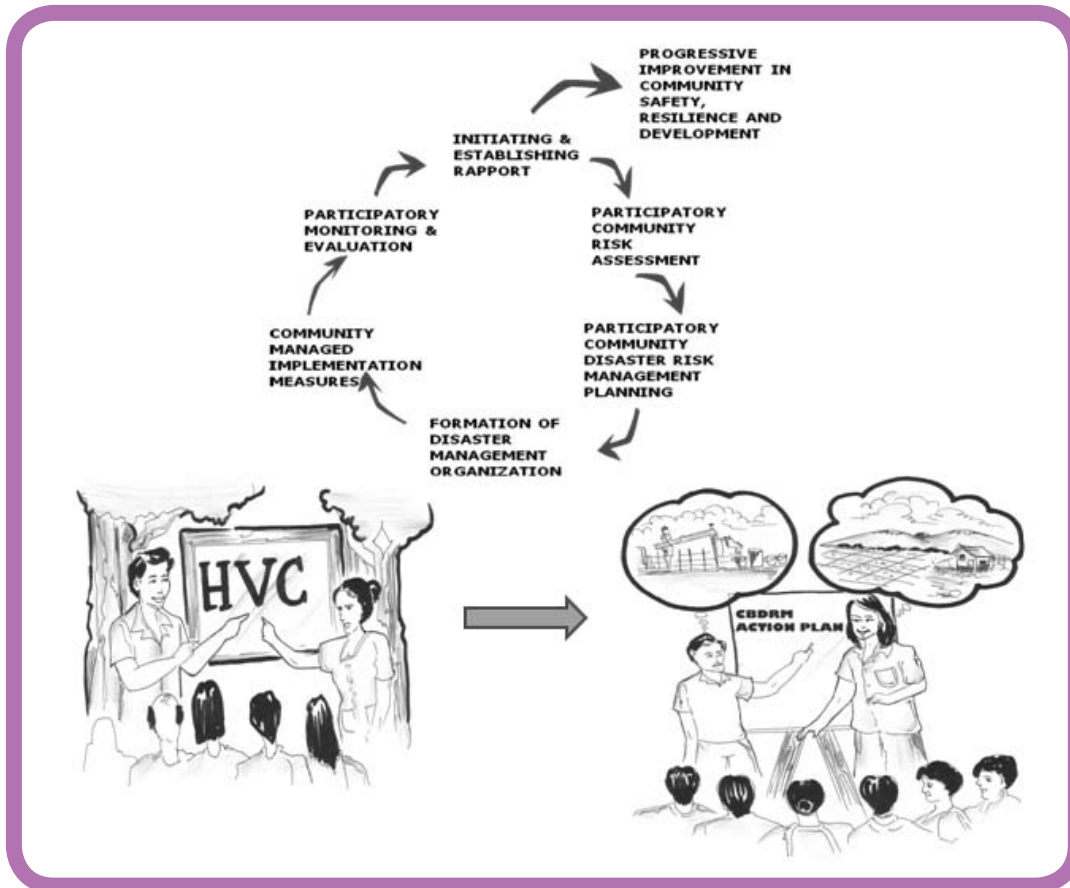


### Tips to Facilitator

1. “Power Walk”. If there is limitation with space, participants can keep score of steps forward or backward by adding or subtracting the points as these are called. The “Power Walk” is adapted from the *Training of Trainers Manual on Gender Mainstreaming in Disaster Risk Management, Government of India and UNDP, June 2008*.
2. The first version of “Making Disaster Risk Reduction Gender-Sensitive Policy and Practical Guidelines” was launched 2009 during the Global Platform – DRR June 2009 in Geneva to increase the understanding of gender concerns in disaster risk reduction and develop government capacity to address gender concerns in disaster risk reduction.



3. The Gender and Disaster Network (GDN) is a vibrant online community of researchers and practitioners working towards gendering disaster risk reduction. Useful resources -- guides, tools, case studies, and references -- in engendering disaster risk management can be obtained from the GDN website [http:// www.gdonline.org](http://www.gdonline.org)



*Involve women and men's groups in gender-sensitive CBRM. Involve women right at the onset of the CBRM process -- during building rapport and initial understanding of the community and disaster context through to participatory monitoring and evaluation. Gender-based community risk assessment is the sound basis for planning and implementation of appropriate and adequate gender-sensitive risk management measures.*

## GENDER-SENSITIVE CBDRM



*“Nevertheless, women are not only victims, they are also agents. Further, women and men, working together, can identify those hazards that threaten their homes and livelihoods and work together to build safer communities.”*

– Helena Molin Valdes

### **Women, disaster risk reduction and sustainable development, *Helena Molin Valdes***

A gender approach in disaster risk reduction is built on the understanding that both women and men are part of the same society which, as we know, does not mean we have the same rights, education and options to manage – nor in “normal” times, neither when disaster strikes. Examples from recent tsunami-stricken South Asia, Central America, India and the Pacific, show that women can act as agents for change. Several studies do confirm, however, that women are most of the time much worse affected than men when a disaster strikes and less benefited when recovery begins. We therefore need to address the specific concerns of women already when designing disaster reduction policies and measures.

The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters represents a solid commitment and basis benchmark and indicates the way forward to substantially reduce disaster losses through its principles, 3 strategic goals and 5 priority areas for action in reducing risk to disasters. It states as part of the cross-cutting principles, 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.
- Both communities and local authorities should be empowered to manage and reduce disaster risk by having access to the necessary information, resources and authority to implement actions for disaster risk reduction.

Disaster reduction policies and measures need to be implemented with a 2-fold aim: to enable societies to be resilient to natural hazards, while ensuring that development efforts decrease the vulnerability to these hazards. Sustainable development is not possible without taking into account multi-hazard risk assessments in planning daily life, and as such is an issue that impacts on the lives of both men and women. Given that the magnitude of a disaster are partially influenced by the political, economic and socio-cultural contexts, mainstreaming gender into disaster reduction policies and measures translates into identifying the ways in which women and men are positioned in society. This enables the mapping of not only the ways in which the lives of women and men may be negatively impacted, but also the ways in which they can contribute to disaster reduction efforts.

In other words, cultural patterns that structure the lives of women and men must also be clearly understood. Women’s and men’s differing needs, roles, and social power in different social and cultural contexts need to be taken into account. Men are usually seen as primary income generators while women’s economic activities, often the mainstay of the household economy, are less visible. Women carry the primary responsibility for the care of children, the elderly, the disabled and the ill whose mobility and survival in disasters may be limited. Gender-specific dependencies and

vulnerabilities based on reproductive differences are relevant in disasters, as is the respective ability of women and men to participate fully in household, community and national decision-making about hazard and risk.

### **Gender Equality: 6 Principles for Engendered Risk Reduction, Elaine Enarson**

1. **THINK BIG**. Gender equality and risk reduction principles must guide all aspects of disaster mitigation, response and reconstruction. The ‘window of opportunity’ for change and political organization closes very quickly. Plan now to:
  - Respond in ways that empower women and local communities
  - Rebuild in ways that address the root causes of vulnerability, including gender and social inequalities
  - Create meaningful opportunities for women’s participation and leadership
  - Fully engage local women in hazard mitigation and vulnerability assessment projects
  - Ensure that women benefit from economic recovery and income support programs, e.g. access, fair wages, non-traditional skills training, child care/social support
  - Give priority to social services, children’s support systems, women’s centers, women’s “corners” in camps and other safe spaces
  - Take practical steps to empower women, among others: consult fully with women in design and operation of emergency shelter; deed newly constructed houses in both names; include women in housing design as well as construction; promote land rights for women; provide income-generation projects that build non-traditional skills; fund women’s groups to monitor disaster recovery programs
  
2. **GET THE FACTS**. Gender analysis is not optional or divisive but imperative to direct aid and plan for full and equitable recovery. Nothing in disaster work is ‘gender neutral’. Plan to:
  - Collect and solicit gender-specific data
  - Train and employ women in community-based assessment and follow-up research
  - Tap women’s knowledge of environmental resources and community complexity
  - Identify and assess sex-specific needs, e.g. for home-based women workers, men’s mental health, displaced and migrating women vs. men
  - Track the (explicit/implicit) gender budgeting of relief and response funds
  - Track the distribution of goods, services, opportunities to women and men
  - Assess the short- and long-term impacts on women/men of all disaster initiatives
  - Monitor change over time and in different contexts
  
3. **WORK WITH GRASSROOTS WOMEN**. Women’s community organizations have insight, information, experience, networks, and resources vital to increasing disaster resilience. Work with and develop the capacities of existing women’s groups such as
  - Women’s groups experienced in disasters
  - Women and development NGOs; women’s environmental action groups

- Advocacy groups with a focus on girls and women, e.g. peace activities
- Women's neighborhood groups
- Faith-based and service organizations
- Professional women, e.g. educators, scientists, emergency managers

**4. RESIST STEREOTYPES.** Base all initiatives on knowledge of difference and specific cultural, economic, political and sexual contexts, not on false generalities:

- Women survivors are vital first responders and rebuilders, not passive victims
- Mothers, grandmothers and other women are vital to children's survival and recovery but women's needs may differ from children
- Not all women are mothers or live with men
- Women-led households are not necessarily the poorest or most vulnerable
- Women are not economic dependents but producers, community workers, earners
- Marginalized women (e.g. undocumented, HIV/AIDS, low caste, indigenous, sex workers) have unique perspectives and capacities
- No 'one-size' fits all; culturally specific needs and desires must be respected, e.g. women's traditional religious practices, clothing, personal hygiene, privacy norms

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

- Sexual harassment and rape
- Abuse by intimate partners, e.g. in the months and year following a major disaster
- Exploitation by traffickers, e.g. into domestic, agricultural and sex work
- Erosion or loss of existing land rights
- Early/forced marriage
- Forced migration
- Reduced or lost access to reproductive health care services
- Male control over economic recovery resources

**6. RESPECT AND DEVELOP THE CAPACITIES OF WOMEN.** Avoid overburdening women with already heavy workloads and family responsibilities likely to increase.

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

**Collaborating with the Self Employed Women's Association in the Livelihood Security Project for Earthquake Affected Rural Households in Gujarat, Mehul Pandaya**

*The Livelihood Security Project for Earthquake Affected Rural Households in Gujarat, known as Jeevika, is a 7-year collaborative effort between the Self Employed Women's Association (SEWA), the Government of India, World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD). Jeevika's primary objective is to develop sustainable livelihoods and reduce vulnerabilities against multiple disasters, specifically targeting women and the poorest of the poor, in the areas hardest hit by the January 2001 earthquake. It covers 400 villages and 40,000 women members of SEWA in Gujarat to achieve gender equality in recovery.*

*The following good practice in working with the poor, women and government can be derived from the Jeevika Project:*

- 1. Targeting the Poorest of the Poor: The poorest of the poor were prioritized in the Jeevika Project because the effects of disasters on them are disproportionately high and debilitating, and can lead to debt dependency, loss of meager resources, and ultimately migration. Targeting was based on pre-existing poverty and livelihood analysis. Village Development Committees is formed by the villagers themselves and consists of the poor and women members.*
- 2. Risk Management: The risk management approach taken by the Jeevika Project integrates risk reduction in developmental activities. It makes mitigation central, directly in the villages, across local institutions and in livelihoods of women.*
- 3. Capacity Building: In the Jeevika Project, capacity building is an ongoing, dynamic and endless process of realization where both the women and practitioners learned and shared lessons. Training covered a broad range of subjects such as midwife training, agriculture and animal husbandry, women health and child care training, functional literacy, micro-finance, disaster mitigation, etc.*
- 4. Convergence with Government: While SEWA acts as the main facilitating agency for implementation, the overall management responsibility is lodged with the Rural Development Department of the Government of Gujarat. The Jeevika Project is helping the government to improve its performance in providing basic services through strengthening local governance capacities.*
- 5. Micro Planning: Participatory Micro Planning serves as an effective local governance tool for planning, implementing, budgeting and monitoring the Project activities together with the Village Development Committees.*
- 6. Livelihoods Security: Women develop alternative livelihoods and strengthen existing ones through improving skills base. Forward and backward linkages with market and source of raw materials and improvement of quality of products. Building water storage facilities and rainwater-harvesting structures shortened women's time in getting water. Time could be allocated to more productive work as well leisure, which led to improving women's health.*

## The Eight Point Agenda: Practical, positive outcomes for girls and women in crisis, UNDP Bureau of Crisis Prevention and Recovery

1. *Strengthen women's security in crisis: Stop violence against women*
  - Violence against women is an affront to the foundations of human rights, human decency and human dignity.
  - Rape and sexual violence are not collateral damage: they are methods of war. Perpetrators of these war crimes must be held accountable— by their communities, governments and by the international community.
  - Violence against women also impedes progress in poverty eradication, combating HIV/AIDS, and peace and security.
  - Men and boys have a critical role to play in reversing the pandemic of violence against women.
  
2. *Advance gender justice: Provide justice and security for women*
  - Laws to protect women's rights must be included and enforced within legal frameworks.
  - Women must know their rights and be able to access legal systems, e.g. through free legal services.
  - Custom, tradition or religious beliefs should never serve to excuse or justify violence against women.
  
3. *Expand women's citizenship, participation and leadership: Advance women as decision-makers*
  - Women need the skills and confidence to influence the decisions that directly affect their lives, including through direct participation in government and the security sector.
  - Women are often denied access to business transactions and excluded from negotiations surrounding land titles. Legislation needs to change to allow women to access business and land ownership.
  - Women need to be represented in social, political and economic spheres, giving them a voice in the peace and recovery processes.
  
4. *Build peace with and for women: Involve women in all peace processes*
  - Women must be involved in all stages of the peace and recovery processes, including as high-level negotiators in peace talks.
  - Peace agreements offer opportunities for inclusiveness, democratic reform and gender equality. These opportunities must be seized.
  - Gender provisions must be included in peace agreements and given priority as agreements are implemented.
  
5. *Promote gender equality in disaster risk reduction: Support women and men to build back better*
  - Women's unique needs must be incorporated in analyses of disaster risk and post disaster risk assessments.
  - As community structures crumble and violence escalates, steps must be taken to prevent the increased vulnerability of women and girls.

- Women's economic potential goes unrealized as their interests are not factored into the recovery effort. For example, cash-for-work schemes often do not specifically target women-headed households.
- and discrimination and marginalizes widows. This has an effect on the well-being of women and children.
- Women's experience and knowledge must be valued and incorporated in any plans or policies.

6. *Ensure gender-responsive recovery: Promote women as leaders of recovery*

- Women must be given equal opportunities to livelihoods, including access to land and credit. Rebuilding in key sectors such as transportation, shelter and health care must specifically benefit women.

7. *Transform government to deliver for women: Include women's issues on the national agenda*

- Women need to be engaged in decision-making on government budgets and resource mobilization.
- Incentives need be offered to public institutions that address women's needs.

8. *Develop capacities for social change: Work together to transform society*

- Women organizations and networks need to be strengthened to ensure responsiveness and accountability on gender issues.
- Men need to be educated to promote gender equality and support women's empowerment.

**Sources:**

Asian Disaster Preparedness Center, CBDRM 16 Participants Workbook

Enarson, Elaine. "Gender Equality in Disasters: Six Principles for Engendered Relief and Reconstruction" <http://www.gdnonline.org/resources/genderbroadsheet.doc> in Disaster risk reduction: a call for action, @local.glob Issue No. 3, 2006

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Valdes, Helena Molins. "Women, disaster risk reduction and sustainable development: A gender perspective" in Disaster risk reduction: a call for action, @local.glob Issue No. 3, 2006

Bureau of Crisis Prevention and Recovery, United Nations Development Programme



## Women's Views from the Frontline



The Huairou Commission initiated the action-research 'Women's Views from the Frontline<sup>1</sup>' to compliment 'Views from the Frontlines' to ensure that the voices of grassroots women are included in the civil society assessment of the local implementation of the Hyogo Framework of Action and to draw attention to grassroots women as key stakeholders in the effective implementation of the HFA.

A commitment to integrating a gender perspective in the implementation of HFA means ensuring that DRR programs are responsive to the needs and priorities of grassroots women living and working in disaster-prone communities. Huairou Commission members' experience shows that women's ability to participate in decision making processes, interface with government institutions and access and control resources are key to shaping effective disaster risk reduction processes. Right to Participation, Financial Resources, Community Participation and Information, Actual and Fair Participation were selected as key indicators that represent critical enabling factors for grassroots women's participation in the local implementation of the HFA.

### FINDINGS

The focus group discussion and consultations undertaken during the action research, along with HC's ongoing project and documentation work worldwide, provides ample evidence that the grassroots women leaders from the 23 organizations engaged in the study are actively engaged in disaster risk reduction preparing for emergency response and greater accountability from local and national governments. Participants reported that women are: monitoring and improving access to basic services, negotiating for safe and secure housing, connecting families and communities to government entitlements and poverty reduction programs, and pioneering sustainable livelihoods and natural resource management approaches. Despite this, grassroots women have assessed their performance in DRR as being poor and noted their distance from DRR information, planning, implementation and evaluation activities leading us to conclude the following:

1. Women report they are excluded from emergency preparedness and response programs. Although the largest and most well resourced elements of risk reduction are typically emergency preparedness and response, grassroots women responded they have not been included in these programs.
2. Information gaps between national programs and grassroots women organizations exist. While governments have reported that they have comprehensive DM programs, women consistently stated that they were not aware of disaster management programs at the national level, nor did they understand what resources or entitlements were available through their government programs.
3. DRR stakeholders lack a shared definition of effective risk reduction in poor, vulnerable communities. Despite grassroots women's documented role in promoting food and asset security and reducing family and community vulnerabilities to shocks and crises, grassroots



women assessed their performance in local DRR as poor in Women's Views from the Frontline. In comparison to government and civil society rankings in the larger VFL study, women gave themselves the lowest scores of any stakeholder group. These findings suggest that information and power holders in risk reduction define effectiveness differently from leaders of grassroots women's groups who face insecurity and vulnerability in their daily lives. This lack of a shared perspective and definition marginalizes women and prevents women from claiming their own contributions to the DRR.

4. Organized constituencies of women with pro poor DRR practices represent untapped potential. Organized groups and networks of grassroots women represent large constituencies of women who have resilience practices and knowledge which can be mobilized to advance the local implementation HFA. At present, national and state level risk reduction programs lack mechanisms (and mandates) for linking grassroots women's local networks and initiatives to their programming.

## RECOMMENDATIONS

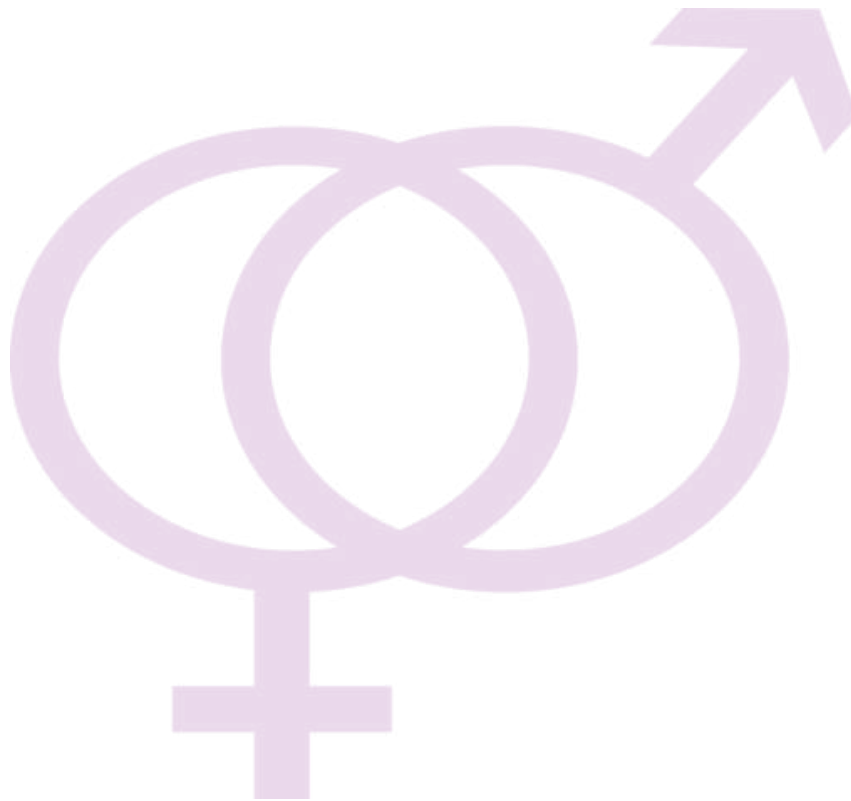
1. Establish principles and standards of accountability and engagement with poor communities with women, to enable them to participate as citizens, rather than beneficiaries, in shaping DRR policies and programs.
2. Resource initiatives of grassroots women's organizations to enable them to experiment with innovative solutions that draw upon their knowledge and practices. Initiatives could build on grassroots women's micro-credit systems, food security, safe construction and livelihoods strategies and efforts to improve access to basic services and infrastructure.
3. Publicly recognize grassroots women's contribution to DRR and engage them as trainers and advisors who can scale up effective practice and bring their development strategies on organizing communities to upgrade infrastructure, basic services, housing and livelihoods into mainstream to reduce the vulnerability of poor communities to natural disasters.

Source: Huairou Commission, 2009



*The Views from the Frontline is a local perspective on the progress of implementation of the Hyogo Framework for Action which was prepared in time for the Global Platform 2009 in Geneva. One of its core recommendations to governments is to “recognize of the right of at-risk women, men and children to engage in decision making and planning processes – participation must be clearly defined and explicitly recognized through policy, legal and institutional provisions”.*

**Module 3**  
**GENDER- SENSITIVE COMMUNITY  
RISK ASSESSMENT**





## Module 3 Session 1: HAZARD ASSESSMENT



### Learning Objectives

At the end of this session the participants are able to:

1. Identify hazards which may affect the community
2. Identify particular hazards which threaten men, women, boys and girls
3. Describe gender-sensitive participatory hazard assessment process and tools



### Key Points

1. Hazard assessment involves the identification of hazard to which the community ( women, men, boys, girls, elderly) are exposed to and the study of the characteristics of these hazards.
2. Hazard assessment should combine local knowledge with scientific/ technical hazard and risk assessments and studies covering the community, especially for hazards and disasters which do not occur regularly or which the community have not experienced in their life time.
3. Participatory tools are to stimulate involvement and as a visual aid in focus group discussion and analysis with women and men in the community.



### Methodology

Introductory Exercise: “Cyclone, Flood, Earthquake”.  
Interactive Lecture  
Buzz Session: Putting on the gender lens



## Process

1. “Cyclone, Flood, Earthquake”. Ask the participants to group into 3s. Within each group, show that 2 persons will hold their hands up high to form a roof and house with third person in the middle. The “It” (person not in the groups of 3s) shouts “Cyclone, Flood, Earthquake...Cyclone, Flood, Earthquake... Cyclone, Flood...When the “It” stops at “Cyclone” and again shouts “Cyclone”, the houses will move to form a new house for the person in the middle. When “Flood” is called out by the “It”, the person in the middle of the house will move out to find another home. For “Earthquake”, the houses and persons in the homes all move and everybody forms new groups of 3s. The “It” tries to take his/her place as a house or person in the home for each call of “Cyclone, Flood, and Earthquake”. The person who is left out of a group/home becomes the “It”.
2. Link the exercise to and have a review of the concept and components of disaster and disaster risk – hazard, vulnerability and capacity. Different hazards have different elements at risk and require different strategies in risk management. Location is a vulnerability but there are other physical, social and attitudinal vulnerabilities which determine why the elements at risk can be damage. Ask who among the women have swimming, running and climbing skills. Connect the exercise to how hazards and disasters are experienced differently by men and women due to their differing vulnerabilities and capacities.
3. Explain that Participatory Community Risk Assessment is composed of 4 components: hazard assessment, vulnerability assessment, capacity assessment and understanding people’s perception of risk. Age, social and economic status, occupation, culture and gender account for differences in risk perception. Women and men may perceive disaster risk differently because of their unique life experiences and conditions. Women and men are also exposed to different hazards and threats.
4. Walk the participants through Hazard Assessment. Hazard Assessment involves the identification of hazards or threats which may occur in the area or community. The nature, location, intensity and likelihood (probability or frequency) and behavior of the threat are then studied.
5. Ask participants: “How do we identify hazards or threats?” Summarize answers. Explain that most often; the community people know about hazards and disasters which they have experienced in the past or the experiences which were shared by their elders.

Emphasize that Participatory Risk Assessment combines scientific/technical knowledge and local knowledge. The information about hazards which the community has no experience of or of emerging threats are usually brought to the community by outsiders such as experts, the government, academicians, or NGOs. Many hazard maps and studies are now available but the community members have to have access to this information. Show a sample of hazard

or risk map prepared for the city or municipality covering the community.

6. Buzz session: Instruct participants to put on their gender lens or glasses. Have the participants discuss briefly with the person to his/her right the different hazards and threats which men and women, boys and girls in the community are exposed to. What hazards are common to men and women? What are particular hazards threatening men only? Only women?

Have a pair run through their list the hazards to which the others add on to. Facilitate discussion on common and particular hazards men or women are exposed to.

Write these on flip chart or tack pictures on the board or wall of these hazards.

7. Discuss and demonstrate the hazard assessment matrix to characterize hazards and participatory tools to use. Involve participants who have experience in use of participatory rural appraisal, participatory learning and action and participatory risk assessment tools in the demonstration.

Hazard/Disaster History: Is the hazard part of normal life or rare? When was the last disaster? When was the biggest disaster? Is the hazard getting worse, better, or staying the same. Note that climate change may be changing the characteristics of weather-related hazards.

Location (to find out the size of the area affected by the hazard).  
Which areas are affected by the hazard?

Warning signs: Scientific and/or signs of the hazard

Frequency (to find out the likelihood of the hazard happening): How often does the hazard occur? Is it more or less frequent than in the past?

Speed of Onset (to find out how much warning there is before the hazard happens): How quickly does the hazard happen? What warning signs are there? How do people define when a hazard becomes dangerous? (such as when flood water levels reach a certain height at a certain place)

Period of occurrence (to find out when the hazard occurs): When does the hazard occur? What month or time of the year?

Duration (to find out how long the hazard is likely to last): How long does the hazard last?

Severity (to find out how severe the hazard can be): How severe can the hazard be? for example, water depth, wind speed, Richter scale for earthquakes.

Note sources of information such as experiences of the community people (especially the elderly), government statistics, weather and climate outlooks, government, scientific and academic institution hazard and risk assessments

Key participatory tools for hazard assessment:

- 1) Hazard map drawn by men; hazard map drawn by women: area affected by the hazard and elements at risk for the particular hazard
  - 2) Seasonal calendar of hazards with key community activities involving men and women together and separately: visualizes the time, frequency and duration of hazards
  - 3) Time lines or historical profile: significant events in the community life and disaster experiences; note and account for differences in timelines of men and women: to understand how hazards have changed over time and/or how hazards and disasters have influenced significant events in the community.
  - 4) Ranking: hazard prioritization based on criteria such as frequency, affected population, possible deaths and injuries, and possible damages to settlements, livelihood and community facilities. Note and account for differences in criteria for hazard prioritization and ranking by men and women.
8. Answer questions and summarize points covered in the session.

**Materials Needed**

1. Sample hazard map of municipality or city or community
2. Cut-outs or pictures of hazards
3. PowerPoint presentation and visuals of hazard assessment matrix and participatory tools

**Duration**

1.5 - 2 hours

**References**

1. Key Tools for Hazard Assessment
2. "Determining the existence and degree of vulnerabilities and exposure to the threats: Why gender matters"



### Tips to Facilitator

1. The study of the characteristics of the hazard is specifically useful in the community designing early warning system and scheduling of preparedness and mitigation activities.
2. For the technical aspects of hazards and what are particular elements at risk in the community, a resource person from the scientific or academic community or from the local government can be invited.
3. For community development, people are familiar with the use of participatory tools for situation analysis. There are many references for data gathering tools. Various tools on community risk assessment and action planning can be obtained from the ProVention Community Risk Assessment Toolkit website [www.proventionconsortium.org/projects/tools\\_CRA.htm](http://www.proventionconsortium.org/projects/tools_CRA.htm)
4. To get differing perspectives of women and men, all women and all men groups can be formed to do the hazard assessment.







*All women and all men focus group discussions can bring out differing perspectives of men and women. Community members in Pikit, North Cotabato, discuss the history of conflict and flooding, impacts, and their activities before, during and after the disaster.*



## KEY TOOLS FOR HAZARD ASSESSMENT



-  Hazard map
-  Historical profile
-  Seasonal calendar
-  Ranking



### Sample Hazard Assessment Matrix

Hazard	History	Location	Warning signs	Speed of Onset	Frequency	Period of Occurrence	Duration	Severity
Flood	Flooding has become worse since 2008 when the riverbank side of Barangay Matatag was rip rapped	Most of Purok 2 of Barangay Mangga	When there is flood water in Purok 3; movement of ants	3 days of ontinuous rain	Every years	Rainy season - June to September	7 days	3 feet
Earth-quake								

Source: CBDRM Training Materials, Center for Disaster Preparedness Center

## Determining the existence and degree of vulnerabilities and exposure to the threats: Why gender matters



Gender relations shape the four factors of vulnerability: economic, social, physical, and environmental. Women are on average more vulnerable to disasters due to their increased vulnerability across all of these conditions. The intersection of these factors with economic, racial, and other inequalities, create hazardous social conditions that place different groups of women differently at risk when disastrous events unfold (Enarson, 1998).

### Physical aspects

Assessing physical vulnerability looks mainly at how location and the built environment can make disaster impact worse. Poor women are usually in the wrong place at the wrong time because they cannot improve the quality of their houses, choose a good location to live, or store food adequately, due to a lack of resources (Cannon, 2002). Poor men are also physically vulnerable to natural hazards but poor women tend to be more vulnerable due to gender-based inequalities, such as fewer opportunities, less access to resources, and more limited mobility than men in the same social class.

### Social and cultural aspects

Assessing social vulnerability looks at the wellbeing of individuals, communities, and society. It includes access to basic human rights, education and literacy levels, good governance, organizational systems, values, customs and ideological beliefs. Gender inequalities in these areas make many women more vulnerable to disasters, compare with men:

#### Women have different social roles

- Differences in socially assigned roles of men and women result in different skills, which can increase women's disaster vulnerability (Neumayer and Plümper, 2007).
- In many countries women's traditional role is to look after and protect children and the elderly as well as their family's domestic property. During seasonal disasters, women's intensive domestic roles mean they have demonstrated excellent risk management and coping skills. However, limits on women's social roles can also often mean that they lack skills needed to survive major catastrophes, such as swimming, climbing, understanding and responding to warning signals, or participating in disaster prevention. (Castro García and Reyes Zúñiga, 2006; Neumayer and Plümper, 2007).
- In many regions only boys learn to swim or climb trees, which reduces women's survival chances in case of flooding or other hydrometeorological events. Most Bengali women have never learned to swim (Genanet, 2004).

#### Women have less education

- In many parts of the world, women and girls face obstacles to their education, leading to less ability than men to receive information and to understand early warning messages. Disaster impact itself can also be an obstacle to gaining more education.

- Of the 876 million people in the world who are illiterate two thirds are women.
- Three-fifths of the 115 million children that do not go to school are girls (Lara, 2004).
- After a disaster or other stressful impacts, many girls are forced to drop out of school to help with chores in the house, or to save money (Davis et al., 2005).

### **Women are less well targeted by public information**

- In many cases, women do not receive hazard warnings because their behaviour patterns or information preferences are not taken into account. It is assumed that they will simply absorb information from men in the community.
- In the case of the 1991 Bangladesh Cyclone, warning information was transmitted by men to men in public spaces, meaning women did not receive information directly (Genanet, 2004).
- In Peru, early warning messages about the arrival of El Niño were only transmitted to the fishermen, who were warned that fish abundance was going to be severely affected and that this could have serious economic implications. Women were not alerted since they were not directly involved in fishing – but in fact, they managed the household budgets. Had women known about the onset of El Niño, they would have saved more household funds and budgeted differently to prepare for the event, reducing the eventual economic impact. (Anderson 2002).

### **Women have poorer health**

- Disasters tend to exacerbate existing gender inequalities in health. For example, women already have poorer nutrition, which increases the burden on women coping with hazards that affect food production, such as drought. (Cannon, 2002). Women are more prone to nutritional deficiencies because they have unique nutritional needs (especially when they are pregnant or breastfeeding), and in some cultures are lower on the household food hierarchy. In some regions, women's nutrition is particularly precarious. In South and Southeast Asia 45 to 60 percent of women of reproductive age are underweight and 80 percent of pregnant women have iron deficiencies (FAO, 2000). There are also more female than male famine victims due to bias against female babies and children (Neumayer and Plümpner, 2007).
- Women are also more predisposed to infections, and are more exposed to communicable diseases. For example, in the Lushoto region of Tanzania, plague affects women more than men because men sleep in beds and women and children sleep on the ground where there is a greater risk of coming into contact with rodents infested with plague bearing fleas (Boender and Thaxton, 2004). Also, women in many countries are in charge of cooking which exposes them to indoor pollution, which causes a total of 1.2 million deaths a year (World Health Organization (WHO), 2007). This increases women's vulnerability to disease that spreads in the aftermath of disasters that have damaged health and sanitation services.
- Studies have reported worse reproductive health for women after disasters. For example in Israel, an increase in delivery rates was reported during the 48 hours following an earthquake, with a particular increase in premature delivery. Also, social taboos about menstruation and norms about appropriate behavior have contributed to health problems for young women in disaster situations. A study reported that during the 1998 flood in Bangladesh there was an increase in perineal rashes and urinary tract infections in adolescent girls because they were not able to properly wash and dry their menstrual rags (WHO, 2005).

## Economic aspects

Women's access to assets (physical, financial, human, social and natural capital), largely determines how they will respond to a given hazard. The more assets people have, the less vulnerable they are (Moser and Satterthwaite, 2008); while the greater the erosion of people's assets, the greater their insecurity. Compared with men, women are poorer, have less access to developing entrepreneurial skills, less ability to access financial resources like credit, savings or pensions, less ability to buy and own land, are paid less if paid at all, and their income is less secure.

- Over 95 per cent of female-headed households in the Asian region are reported by the Asia Development Bank to be below the poverty line.
- An analysis of credit schemes in five African countries found that women received less than 10 per cent of the credit awarded to male smallholders. Inequitable access to markets and credit means less ability to prepare for or recover from hazardous events.
- In sub-Saharan African countries women are often acknowledged as owners of crops, but not of land. Their rights to use land can often only be asserted through association with men, as mothers, daughters, sisters or wives. (Gray, Kevane 1999).
- Women's income is more likely to be derived from the informal sector, which is often the worst hit by disasters and the least able to recover from the effects of disasters due to low levels of capital accumulation, and weaker access to credit and information.
- A woman from Bangladesh attending the 2007 Climate Change talks in Bali said that when floods arrive only wealthy people have the capacity to move to higher ground or send their livestock to relatives in cities. A typical low-income rural woman, she does not have the resources to move and loses everything, including her livestock. (In the ActionAid, Wedo and UNDP event in Cop 13 in Bali).

## Environmental aspects

Women and men use and understand natural resources differently. This results in gender-differentiated impacts when the abundance, accessibility or state of natural resources changes. These changes might limit women's access and control over natural resources (i.e. land, water, cattle, and trees) and reduce their abilities to provide for their families. Women are particularly affected by drought and desertification.

- In many places, women are traditional gatherers of water, and of natural resources from the wild.
- The loss of harvest and livestock due to drought and desertification results in a disproportionate impact on women because in regions where they are the primary agricultural producers. Rural women produce half of the world's food. In developing countries, they are responsible for 60-80% of food production.
- In Southeast Asia, women provide up to 90% of labor for rice cultivation.
- In Egypt, women represent 53% of all agricultural labor.
- In sub-Saharan Africa, women produce up to 80% of basic foodstuffs both for household consumption and for sale (FAO).

Source: Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines, UNISDR, UNDP and IUCN, 2009

**Module 3 Session 2:****PARTICIPATORY VULNERABILITY AND  
CAPACITY ASSESEMENT****Learning Objectives**

At the end of this session the participants are able to:

1. Explain vulnerability and capacity assessment
2. Assess the differing vulnerabilities and capacities of women and men
3. Discuss relevant approaches and participatory tools for gendered Vulnerability and Capacity Assessment

**Key Points**

1. Vulnerability Assessment is a participatory process to identify what “elements are at risk” per hazard type, and to analyze causes and root causes why these can be damaged.
2. Capacity Assessment is a participatory study to understand how people cope with and survive in times of crisis and to identify resources which can be used to prepare for, prevent and/or reduce damaging effects of hazards.
3. Gender analysis tools can be adapted for gender-based vulnerability and capacity assessment

**Methodology**

Introductory Exercise: “Entangle, Untangle”

Interactive lecture

Buzz Session: Putting on the gender lens in Vulnerability and Capacity Assessment



### 1. “Entangle, Untangle”

Ask for a volunteer to be left behind in the room while the rest of the group proceed to the hallway or another room. Explain that the participant left behind is an ‘NGO Disaster Risk Management Project Manager’, while the other participants are the community members.

Have the ‘community’ form a circle and then without letting go of each other’s hands at any time, entangle themselves as into a knot. Without letting go of each other’s hands at any time, they can pass under or over each other’s arms and/or legs.

Then, have the ‘NGO DRM Project Manager’ join the group and give instructions to the ‘Community’ on how to untangle themselves from the knot. Give the him/her of 3 minutes to solve the human knot and untangle the ‘Community’.

Only verbal instructions can be given to the ‘Community’ by the ‘NGO DRM Project Manager’; no touching or demonstrating of what to do is allowed. It is best that the ‘Project Manager’ put his/her hands behind his/her back as s/he gives instructions. The ‘Community’ should only follow the instructions given by ‘Project Manager’ and should not make it easier for him/her by giving suggestions or doing anything other than what they are verbally instructed.

The attempt by the ‘Project Manager’ to untie the ‘Human Knot’ is usually unsuccessful and produces a more complex knot or problem.

Ask the ‘Community’ to re-entangle themselves (if they have been disentangled by the ‘NGO DRM Project Manager’) and then to “get out of the knot” by themselves.

2. Link the exercise to the presence of Vulnerabilities and Capacities in society, in communities, in families and individuals. In the disaster risk equation, the hazard is the triggering event. Although our development processes generate hazards, vulnerabilities and capacities are internal to society, the community, and the families and individuals. Like the ‘entangled community, is a complex set of factors and conditions which is analyzed in Vulnerability Assessment.

Vulnerability is a set of prevailing or consequent conditions which adversely affect the ability to prevent, mitigate, prepare for or respond to hazard events.

Vulnerability Assessment is a participatory process to identify what “elements are at risk” per hazard type, and to analyze the causes and root causes why these can be damaged or why these elements are at risk

3. Using flooding and earthquake as the hazard examples, facilitate a discussion on the “elements at risk” per hazard type. Identify and analyze the factors,



causes/root causes why the “elements at risk” can be damaged. For flooding and an intensity 7 earthquake, ask the Participants “What damages will the communities incur?” Ask further “Who will be damaged?” “Where will the particular damages be felt?” “Why will damages be incurred?”

4. Summarize possible damage scenarios to people (their lives, health, livelihood), household and community structures (houses, schools, community center, public buildings), infrastructure (as roads, bridges, electricity, water supply, telecommunications), commerce and industry (products, raw materials, machinery and equipment), and the natural environment. Cite some causes of damages, for example for earthquake. old buildings, congested buildings, densely populated areas, poor electrical wiring, presence of flammable materials, construction on previously low-land will high rise apartments will be heavily damaged. Fire fighting and rescue teams will have difficulty maneuvering in narrow roads. People will have difficulty moving about because of obstruction in the roads or narrow roads. Poor materials and poor construction processes are causes for the building collapse.
5. Explain that usually technical and scientific risk assessment will focus mainly on physical vulnerability, but there are other vulnerability (and capacity) factors to consider -- social/organizational and motivational/ attitudinal vulnerability. Show and run through the Categories and Factors for Vulnerability and Capacity Assessment and give examples from previous sessions.

The unsafe conditions are what are visible, but further analysis through a process of asking “Why?, Why?” will uncover factors, causes and root causes of vulnerability. Show the Disaster Crunch Model as a framework for looking into the dynamic factors and root causes in the progression of vulnerability.

6. Ask “What are local capacities which can be used for disaster preparedness and mitigation/prevention?” Emphasize that social/organizational and motivational/ attitudinal capacities are important especially when physical/material resources are limited. Local knowledge which was discussed in local signs of a hazard event is part of capacities or use of indigenous materials like the ‘kanungkong’ (bamboo which produces the sound kung, kung, kung when hit with the stick) to relay warning.

Other examples of capacity of Filipinos: Strong sense of family and support and community cooperation, the “*damayan*” and “*bayanihan*” spirit especially in times of crisis. Community and people’s organizations share among members food and other resources to survive, family and community organizations give care and encouragement to face difficulties. Exposure to many adverse conditions has also inculcated in the Filipinos to have a persevering effort to survive and rebuild. Being “*madiskarte*” (resourceful) coupled with the Filipino wit and humor are attributes which have seen the Filipinos through many crises.

7. Buzz Session: Instruct participants to put on their gender lens or glasses. Have

the participants discuss briefly with the person to his/her left this time how can we engender Vulnerability and Capacity Assessment?

Have a pair run through their list to which the others add on to. Facilitate a discussion on suggestions.

8. Elaborate on measures such as
  - ✓ Ensuring involvement of women in data collection and assessment; have separate focused group discussions with women
  - ✓ Analyzing differing impacts of disasters on men, women; looking at changes in activities of men, women, boys, girls before, during and after disasters and particular needs in these situations
  - ✓ Examining vulnerability of men; vulnerability of women; disaggregating data by gender
  - ✓ Understanding the different activities, roles and responsibilities of women and men, their access to resources and decision- making in the pre-, during and post-disaster phases; identifying inequalities in gender relationships in disaster risk management; identifying short-term and long-term needs (practical and strategic needs) of men and women in disaster risk management
  - ✓ Recognizing differing coping strategies, resources, knowledge, skills, strengths of men and women
  - ✓ Applying gender analysis and participatory risk assessment tools
9. Discuss and give examples of use of gender analysis and participatory risk assessment tools.
  - i. The CVA is disaggregated according to gender. Disaggregation by class, age, and other social relations can also be done.
  - ii. Activity profiles of men and women before, during and after the disaster to analyze changes in gender-based division of labor and needs of men and women
  - iii. Gender-based capacity assessment
  - iv. Gender based vulnerability and needs analysis during emergencies and disaster

The CVA, Capacities Vulnerability Analysis, was developed to ensure that people's capacities are considered in planning disaster risk management activities.

The Moser Framework (Triple Role) which makes explicit the multiple burdens of women in productive, reproductive (nurturing), and community managing roles can be used to look into roles of men and women before, during and after the disaster.

The Harvard Analytical Framework identifies the activities carried out by men and women, the resources that each use, and who has access to and control over them and their use.

10. Answer questions and summarize points covered in the session.



**Materials Needed**

1. PowerPoint presentation and visuals of vulnerability and capacity assessment and participatory tools

**Duration**

1.5 - 2 hours

**References**

1. Categories and Factors for Capacities and Vulnerabilities Assessment, adapted from Anderson and Woodrow, 2002
2. Examples and Tools of Gender-based Community Risk Assessment

**Tips to Facilitator**

1. There are many references for participatory tools and exercises which can be adapted for community risk assessment and training workshop introductory activities. The “Entangle, Untangle” group exercise is modified from “Knotty Problem”, Participatory Learning and Action: A Trainers Guide, J.N. Pretty et al, 1995
2. The CBDRM Field Practitioners’ Handbook by Abarquez and Murshed produced by the DIPECHO-supported PDR\_SEA implemented by ADPC and UNESCAP contains a chapter on Gender Conscious Approach in CBDRM. Examples of use of gender analysis and participatory tools are results of the training on Participatory Disaster Risk Assessment with field work in Kampung Pulo, Jakarta, Indonesia in March 2004.

## Categories and Factors for Capacity and Vulnerability Assessment



### Physical / Material

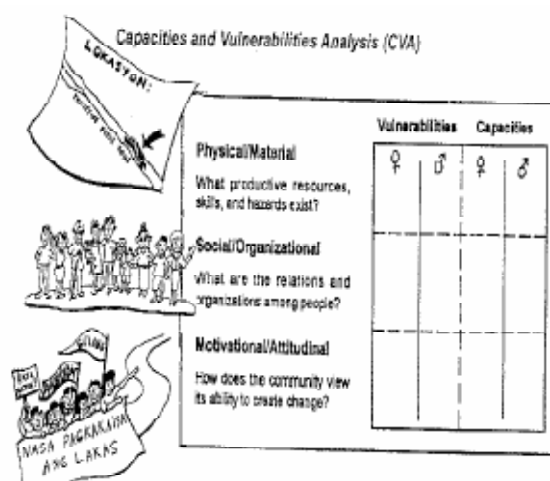
Location and type of housing/building materials  
 Land, water, animals, capital, other means of production (access and control)  
 Infrastructure and services: roads, health facilities, schools, electricity, communications, transport, housing, etc.  
 Human capital: population, mortality, diseases, nutritional status, literacy, numeracy, poverty levels  
 Environment factors: forestation, soil quality, erosion

### Social / Organizational

Family structures (weak/strong)  
 Leadership qualities and structures  
 Legislation  
 Administrative structures and Institutional arrangements  
 Decision-making structures (who is left out, who is in, effectiveness)  
 Participation levels  
 Divisions and conflicts: ethnic, class, caste, religion, ideology, political groups, language groups, and structures for mediating conflicts  
 Degree of justice, equality, access to political process  
 Community organizations: formal, informal, traditional, governmental, progressive  
 Relationship to government, administrative structures  
 Isolation or connectedness

### Motivational / Attitudinal

Attitude towards change  
 Sense of ability to affect their world, environment, get things done  
 Initiative  
 Faith, determination, fighting spirit  
 Religious beliefs, ideology  
 Fatalism, hopelessness, despondency, discouragement  
 Dependent / independent (self-reliant)  
 Consciousness, awareness  
 Cohesiveness, unity, solidarity, cooperation  
 Orientation towards past, present, future



Source: Adapted from Anderson & Woodrow, Capacity and Vulnerability Assessment Workshop, Manila, 1992

**Examples of Tools for Gender-Based Risk Assessment**



**Gender Conscious Assessment of Vulnerabilities, Capacities and Risk Perception**

Vulnerabilities (lack of access to and control over resources and decision making in CBDRM)		Capacities (coping mechanisms, skills and resources for CBDRM)	
Men	Women	Men	Women
<b>Physical/Material</b>			
Under-employed as rice farmers	Decreased ability to catch fish, other aquatic organisms	Livestock raising	Housework, cooking
Decreased ability to catch fish, other aquatic organisms	Need for fishing line and hooks	Boat transportation	Collecting fruit
Need for family boats, temporary shelter and plastic sheeting	Need for family boats, temporary shelter and plastic sheeting	Rice farming (ploughing, harvesting, transporting)	Rice farming (transplanting, harvesting)
Need for fishing nets	Lost/reduced opportunities for income generating activities	Agricultural and non-agricultural labor force	Agricultural and non-agricultural labor force
Lack of safe boats	Lack of safe boats	More fish to catch and sell	More fish to catch and sell, process
	Inability to swim, fear of handling & riding on boats, fear of leeches	Construction of temporary shelters	Health care provider
		Cutting and collecting trees for firewood, collecting fodder	Water managers
		Post flood heavy structural construction	New activities include fishing and fodder collection
			Post flood construction of wall and roof
			Preparation for stockpiling
			Ability to collect, sort, dry and stockpile firewood
<b>Social/Organizational</b>			
Migration to cities and Thailand for work (seasonal or permanent)	Migration to cities for work (seasonal or permanent)	Availability of migrant workers returning from outside	Availability of migrant workers returning from outside
Personal and safety concerns	Additional responsibilities to replace lost labor	Take charge of productive activities, movement/evacuation	Availability of loans with low interest rate from credit agencies
Little evidence of organized community spirit; responses are mainly ad hoc	Availability of loans with high interest from private money lenders	Take precautions for personal and family safety and security	Ability to arrange, manage and re-negotiate loans
All-male village authorities, decision making done by them	Personal and safety concerns	Post flood community duty in road reconstruction	Take precautions for personal and family safety and security
	Little evidence of organized community spirit; responses are mainly ad hoc		Availability of traditional birth attendants despite risks
	Expected to provide labor for community road building or hire outside labor		Post flood community duty in road reconstruction

Male dominated and non-participatory decision-making process; no representation of women and girls in committees	Involvement limited to receiving emergency aid Poorly represented in village and local political structures and decision making bodies, Wat committees		
Makes decisions without agreement of wife	Culture prevents disagreeing with husband	Principal decision maker, final	Can influence decisions for domestic issues or if little money is involved
Poor communication/information about flooding from different sources	Not able to concentrate to listen to information or watch TV due to other tasks/less access to information/communication	Availability of information about flooding from village public address system, radio, TV, other villages	Migrant workers going as a group and staying with host families together
<b>Motivational/Attitudinal</b>			
Inability to ensure family survival through rice production	Inability to ensure family survival through rice production	Ability to fish and sell for cash income to buy other food items	Ability to fish and sell for cash income to buy other food items
Working hard to feed family Inability to repay loans	Working hard to feed family Inability to repay loans Insecurity when husbands/ fathers are away	Able to cope with flood evacuation/relocation, refuge conditions, Don't consider difficulties faced as disastrous More mobile, able to use boat transport	Able to cope with flood evacuation/relocation, refuge conditions, Don't consider difficulties faced as disastrous Determination to find food and money to feed children
Reduction of household expenditure	Reduction of household expenditures	Reduction of household expenditures	Reduction of household expenditures
Alcoholism leading to domestic violence	Victims of domestic violence		Desire for children to have more equal status with men and more influence in decision making
	Self-reduction in food consumption due to lower energy requirements leading to weakness, susceptibility to illness, reduced effectiveness Cultural belief about leeches enhances fear of swimming Lack of privacy and sanitation		Convenience and safety (defecation inside house than outside)
	Unconcerned about village environmental hygiene and water-related diseases Increased workload after flooding, increased stress, exhaustion Desire to permanently migrate to other places		

Source: Abarquez & Murshed, CBDRM Field Practitioners' Handbook, PDR-SEA, 2004

**Triple Role (applying Moser Framework)**

Activities	Pre-Disaster		During disaster		Post- disaster	
	Women	Men	Women	Men	Women	Men
<b>Productive Work</b>						
Production of goods and services						
Earn cash	✓		✓		✓	
Take care of animals						
Get relief supplies like food assistance						
Prepare rice and rice seed in the stock house						
Get rehab assistance like seeds and livestock						
<b>Reproductive Work</b>						
Care & Maintenance of household and members	✓		✓	✓	✓	
Care for children	✓	✓	✓		✓	
Prepare food	✓	✓	✓		✓	
Collect water	✓			✓	✓	
Collect fuel	✓		✓	✓	✓	
Go to market	✓		✓	✓	✓	
Clean house & clothes	✓	✓			✓	
Take care of sick	✓		✓		✓	✓
Give first aid						
Give health education	✓		✓		✓	
Repair house		✓				✓
<b>Community Work</b>						
Collective organization of social events						
Attend in community meetings for community programs (health, production, etc.)	✓					
Make evacuation plans	✓					
Receive warning	✓					
Disseminate warning						
<b>Security and protection</b>						
Evacuate family & others	✓	✓	✓	✓	✓	✓
Guard the house	✓					
Guard the animals & other property						

Source: Sample activity profile during the PDRA in Kampung Pulo, Jakarta during the PDRA training in March 2004.

**Activity Profile (applying Harvard Analytical Framework)**

Gender Roles	Before Disaster		During disaster		After the disaster	
	Women	Men	Women	Men	Women	Men
Ensuring food availability	✓		✓	✓	✓	
Care for children	✓		✓	✓	✓	
Collect water	✓			✓	✓	
Collect fuel	✓		✓		✓	
Go to market	✓				✓	
Clean house and wash clothes	✓	✓			✓	✓
Take care of sick	✓				✓	
Give health education	✓				✓	
Repair house	✓	✓			✓	✓
Attend community meeting	✓	✓			✓	
Draw evacuation plans	✓	✓			✓	✓
Receive warning	✓				✓	
Evacuate family and other	✓	✓			✓	✓
Guard house	✓					
Get capital for small business	✓					

Source: Sample activity profile during the PDRA in Kampung Pulo, Jakarta during the PDRA training in March 2004.

**Gender division of labor, applying livelihood analysis**

Time phases	Economic Activities related to livelihood		Non-economic activities related to livelihood (sustenance of family, sustenance of community, collective activities)	
	Women	Men	Women	Men
General/'normal' situation				
In preparation for prevalent disasters in the area				
During disaster/emergency Situations				
Post-disaster situation in rebuilding livelihoods				

Source: Ariyabandu & Wickramasinghe, 2003

**Gender-based capacity assessment, applying livelihoods analysis**

Specific skills and capacities displayed	Women	Men
Mitigation		
Preparedness		
Emergency Management		
Rebuilding livelihoods		

Source: Source: Ariyabandu & Wickramasinghe, 2003

**Access and Control Profile, applying Moser Framework**

Resources	Access		Control	
	Women	Men	Women	Men
Relief assistance: - Food - Water - Medicine - Housing materials				
Recovery Assistance: - Rice seeds - Vegetable seeds - Working animals - Capital for small business				
Benefits: - Cash income derived from either relief or recovery assistance - Ownership of assets ✓ House ✓ Working animals ✓ ✓ - Training				

Source: Abarquez & Murshed, CBDRM Field Practitioners' Handbook, PDR-SEA, 2004

**Gender-based vulnerability analysis (during disaster and emergencies)**

Vulnerable groups	Vulnerabilities	Specific needs
Girls		
Young women		
Pregnant and lactating women		
Old women		
Disabled women		
Disabled men		

Source: Ariyabandu & Wickramasinghe, 2003

### KEY PARTICIPATOR TOOLS FOR CAPACITY & VULNERABILITY ASSESSMENT

- † FGDs with men and women groupings; interviews
- † Livelihood / coping analysis
- † Gendered resource mapping
- † Institutional & social network analysis
- † Hazard vulnerability map
- † Skit or drama
- † Ranking
- † Problem Tree

Source: Center for Disaster Preparedness

**Sources**

- 1) Abarquez & Murshed, CBDRM Field Practitioners' Handbook, PDR-SEA - DIPECHO, ADPC, UNESCAP, 2004
- 2) Ariyabandu & Wickramasinghe, Gender Dimensions in Disaster Management: A Guide for South Asia, ITDG South Asia, 2003
- 3) CBDRM Training Hand-outs, Center for Disaster Preparedness



**Module 3 Session 3:****GENDER- SENSITIVE COMMUNITY RISK ASSESSMENT HANDS-ON****Learning Objectives**

At the end of this session the participants are able to:

1. Conduct gender-sensitive participatory community risk assessment
2. Identify hazards which affect men and women in the community
3. Identify elements at risk and vulnerabilities of men and women
4. Identify coping strategies and capacities of men and women
5. Rank priority disaster risk and community problems of men and women to address in action planning

**Key Points**

1. Local Disaster Experiences; Hazards/Threats (women, men); Disaster impacts (women, men)
2. Perceptions and priorities of men and women regarding disasters, hazards vis-à-vis other community problems and issues
3. Characteristics of Hazards in the Locality
4. Elements at Risk to Hazards: Who and what will be damaged? Where?
5. Risk Conditions, Factors and Causes: why elements are at risk: Unsafe conditions, factors and causes of unsafe conditions; particular vulnerabilities of men and women
6. Coping Strategies: How men and women prepare for and cope with hazards, respond in disaster situations
7. Capacities: knowledge, skills and resources present in the community; resources which men and women have access to and control of; who benefits from the use of these resources?
8. Priorities of men and women (disaster risks, community problems and issues) to address in the immediate term, medium term, long term in disaster risk management planning; What are solutions of women. What are recommendations of men?



## Process

1. Workshop can be done in classroom setting and/or combined with field work, going around with the base map, interacting and involving the community (men, women, boys, girls) in Gender-sensitive Participatory Community Risk Assessment.

When done in the community, the practicum in itself is a venue to surface people's (adults – men, women; children – boys, girls) perceptions of disaster risk and community problems and priorities, create awareness about risks and hazards which they may have not experienced before, and have a common understanding of the hazards, vulnerable conditions and capacities of men and women which can be used for preparedness, mitigation, prevention, emergency response and recovery.

2. Have the groups review secondary data, especially if there are no scientific/technical or government people joining the field work. These include community profile and hazard and risk studies covering the locality.

Community Members will usually have Disaster Experience and Local Knowledge and outsiders (government authorities and experts) will have the technical and scientific information on disaster risks. The Participatory Community Risk Assessment Process should combine or integrate these aspects.

3. Divide teams to have discussions with community leaders, groups of men, women, children, and other important sectors of the community. Example:
  - Group 1: Local leaders - village officials, elders, teachers, health workers
  - Group 2: Men
  - Group 3: Women (ideally with risk assessment team composed of women)
  - Group 4: Children
4. Alternative divisions of teams for Community Watching:
  - Divide the community and assign each team a section
  - All groups go around all sections of the community but routes are arranged so the groups are not concentrated at one point all at once looking at both risk factors and capacities
  - Divide the key areas of inquiry among the team members: e.g. one team looking into hazards, vulnerabilities, capacities.
5. Key areas of Inquiry: (following mainly the sessions of the training/workshop as guide on how to also do gender-sensitive community risk assessment)
  - Local Disaster Experiences; Hazards/Threats (women, men); Disaster impacts (women, men)

- Perceptions and priorities of men and women regarding disasters, hazards vis-à-vis other community problems and issues
  - Characteristics of Hazards in the Locality
  - Elements at Risk to Hazards: Who and what will be damaged? Where?
  - Risk Conditions, Factors and Causes: why elements are at risk: Unsafe conditions, factors and causes of unsafe conditions; particular vulnerabilities of men and women
  - Coping Strategies: How men and women prepare for and cope with hazards, respond in disaster situations
  - Capacities: knowledge, skills and resources present in the community; resources which men and women have access to and control of; who benefits from the use of these resources?
  - Priorities of men and women (disaster risks, community problems and issues) to address in the immediate term, medium term, long term in disaster risk management planning; What are solutions of women. What are recommendations of men?
6. Each group should assign tasks to team members – who will be the lead and support facilitators and documenter for the discussion on each of the areas of inquiry and tools to use.
  7. If digital cameras are available per group, take pictures as Participatory Risk Assessment Teams go around the community to easier share findings/results among groups.
  8. Allow at least half a day to go around the community and interact with community members.
  9. Each group will then compile their findings in one big map and show the pictures to support their findings.
  10. Each group then reports on their findings and analysis to the plenary group.
  11. Ask if each of the groups have items for clarification or addition to each of the group reports. Summarize the reports.
  12. Debrief the participants about their insights, feelings, learning from the field work.



### Methodology

1. Group preparations for gender sensitive community risk assessment
2. Field work or classroom work
3. Collation of data and analysis of information
4. Group presentations
5. Debriefing of participants' field work experience



### Materials Needed

1. Community map
2. Kraft paper
3. Permanent markers, crayons, pencil, eraser ruler
4. Plastic sheets or tracing paper
5. Digital camera



### Duration

1 day



### References

1. Checklist for Gender-sensitive Risk Assessment
2. Sample Community Risk Assessment Design



### Tips to Facilitator

1. Plastic sheets can be overlaid on the community base map for the hazard map, vulnerability map and capacity map. Alternatively, tracing paper can be used for better storage since the colors on the plastic sheets can smear.
2. If there is a GAD Focal Person in the community (or barangay/village), it may be good to invite him/her to join the gender-sensitive community risk assessment field work. Linkage between the local government's GAD plan and gender-sensitive CBDRM can be established.
3. Matrixes such as the Seasonal Calendar, Triple Role, Activity Profile, Resources Access and Control Profile can already be prepared to facilitate group work with men and women in the community.

## Checklist for Gender-Sensitive Risk Assessment



### Step 1: Identifying risks

- ✓ Identify and implement strategies that are socially and culturally sensitive to the context, to actively engage women and men from the communities in local risk identification;
- ✓ Map the available community organizations that can ensure the participation of both men and women, and involve them in consultation on hazards, including collecting and sharing information, and assessing risk;
- ✓ Determine the risks faced by men and women separately, in each region or community;
- ✓ Include women's traditional knowledge and perception in the analysis and evaluation of the characteristics of key risks;
- ✓ Involve women and men equally in the process to review and update risk data each year, and include information on any new or emerging risks.

### Step 2: Determining vulnerabilities

- ✓ Ensure the active engagement of men and women in vulnerability analysis (by engaging men and women's organizations, and setting schedules that enable the participation of both men and women);
- ✓ Conduct gender analysis for the identification of gender-based inequalities between men and women;
- ✓ Map and document the gender-differentiated vulnerabilities (physical, social, economic, cultural, political and environmental);
- ✓ Ensure the inclusion of gender-based aspects of age, disability, access to information, mobility, and access to income and other resources that are key determinants of vulnerability;
- ✓ Conduct historical analysis of disaster damage experience disaggregated by sex for vulnerability and capacity identification;
- ✓ Identify and include women's needs, concerns, and knowledge in the community vulnerability assessments conducted for all relevant natural hazards.

### Step 3: Identifying capacities

- ✓ Acknowledge and assess women and men's traditional knowledge;
- ✓ Ensure that the capacities of all women's groups, organizations or institutions are assessed along with those of men;
- ✓ Identify the specific functions, roles and responsibilities carried out by women and men and build these into the analysis;
- ✓ Identify the gender specific support mechanisms required for women to get involved in risk management programmes and actions (e.g. mobility and childcare issues);
- ✓ Identify mechanisms to enhance the existing capacities of both men and women, and ensure that capacity building programmes incorporate measures to enable women's participation;

- ✓ Recognize the equal importance of the capacities and authority of women and men empowered to conduct risk assessment programmes or train other members of the community;
- ✓ Actively engage women's organizations to assist with capacity building;
- ✓ Identify female role models to advocate for gender-sensitive risk assessment.

**Step 4: Determine acceptable levels of risk**

- ✓ Involve both women and men in the development of hazard and risk maps;
- ✓ Collect and analyze gender-differentiated data for assessing acceptable levels of risk;
- ✓ Ensure that hazard maps include the gender-differentiated impacts of risk;
- ✓ Ensure that hazard maps include gender-differentiated vulnerability and capacity.

**Source:**

UNISDR, UNDP, IUCN, 2009. Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines

## Sample Participatory Community Risk Assessment Design



Key Area of Inquiry	Key Questions	Key Method
<b>Perceptions</b>		
1. Disasters	<p>What disasters have been experienced in the past?</p> <p>Describe a disaster that happened to you, your family and in the community within the last ten years. Why do you consider it a disaster?</p>	<p>Transect Walk or Community Watching</p> <p>Timeline</p> <p>Seasonal Calendar</p> <p>Ranking</p>
2. Disaster Risks	<p>What are threats to your personal, family and community's welfare and security?</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> To life of men, women, children, disabled, elderly</li> <li><input type="checkbox"/> To farms and livestock</li> <li><input type="checkbox"/> To property like houses</li> <li><input type="checkbox"/> To community facilities and infrastructures like bridge, schools</li> </ul> <p>Which disaster threat/s are considered the most serious or dangerous?</p> <p>Aside from disaster threat/s what are other important community problems and issues?</p> <p>How are these threats being addressed? What are obstacles? What are opportunities to address these threats?</p>	<p>Transect Walk or Community Watching</p> <p>Seasonal Calendar</p> <p>Hazard Map drawn by men and women separately</p> <p>Ranking</p>
3. Gender	<p>What are the characteristics of a woman/girl, man/boy? What are their defined roles in the family, in the community and in the wider society?</p>	<p>Focus Group</p> <p>Discussion with men and women</p>
4. Quality of Life	<p>Describe who are rich in the community. Who are poor? Who cannot protect themselves from disaster threats? Who find it difficult to recover from disasters?</p>	<p>Focus Group</p> <p>Discussion with men and women</p>
<b>B. Physical/Material</b>		
1. Area Profile	<p>What is the size of the community? What are its borders?</p> <p>What are the economic, social and environmental resources in the community and its immediate surroundings (crops, marine life, metals, gas, etc.) What are the major sources of food and income in the community?</p> <p>Locate in the map community facilities and infrastructure such as:</p> <ul style="list-style-type: none"> <li>• Residences, Farms, Factories</li> <li>• Community Hall, Office of Village Officials</li> <li>• Schools</li> <li>• Hospital</li> <li>• Public buildings</li> <li>• Water facilities and pipes</li> <li>• Sewage (drainage systems)</li> <li>• Water facilities</li> <li>• Gas station</li> <li>• critical infrastructures found in the community</li> <li>• soil type and crops produced if community is a rural farming community</li> <li>• marine resources if community is a coastal community</li> <li>• graze land if community is pastoralist</li> </ul>	<p>Secondary Data</p> <p>Transect Walk or Community Watching</p> <p>Community Mapping - men and women separately</p>

2. Demographic Profile	<p>What is the total population of the community? How many are men? Women? Boys? Girls? Pregnant and lactating women? How many are elderly? How many are disabled? How many of the disabled and elderly live alone?</p> <p>Locate where the special needs groups are in the map.</p>	<p>Secondary Data Focus Group Discussion with men and women Interviews</p>
3. Access and Control of Resources	<p>Who use, own, control or manage the resources in family or community (Resources: income, cash)? What are men, women, children's role in the use, ownership, control or management of these resources?</p> <p>What are changes in access to and control of resources during, before and after a disaster of women and men?</p>	<p>Focus Group Discussion with men and women Gendered Access and control profile Gendered Resource and Benefit Mapping Ranking</p>
5. Security from disasters	<p>What are the most destructive natural disasters experienced by the community over the last ten years? (Most destructive in terms of losses in life, property, livelihoods, critical facilities in the community)</p> <p>How many people were affected? How many were men, women, boys, girls? Were they displaced? For how long? What were the effects/impact of displacement on the families/community? What were impacts on women, men, girls, boys?</p> <p>What are the immediate effects and long-term impact of the disasters in people's lives, property and livelihoods and critical facilities of the community?</p> <p>During the past ten years, what did the community, (adults - men, women, children – boys, girls) do before, during, after a disaster hit the community? What activities were done before that are not being done now – on the individual, family and community level?</p> <p>What other disaster threats and risks does the community project to happen in the next ten years?</p>	<p>Historical Transect</p> <p>Time Line</p> <p>Mapping</p> <p>Seasonal Calendar</p> <p>Focus Group Discussion with men and women</p> <p>Gendered Activity profiles</p>
<b>C. Social/ Organizational</b>		
<p>1. Access to Basic Services</p> <p>Other services</p> <p><input type="checkbox"/> offered by NGOs</p> <p><input type="checkbox"/> offered by churches</p> <p><input type="checkbox"/> offered by private sector</p>	<p>What government basic services are available in the community – health care, education, water and sanitation, relief assistance, livelihood assistance, police and legal assistance? Are there other organizations providing basic services to the community? What services are available to the community before, during, and after a disaster occurs?</p> <p>Who have access to basic services of government?</p>	<p>Secondary Data Interview Focus Group Discussion with men and women</p> <p>Venn Diagram or Social Institutional Network Analysis</p> <p>Mobility Map</p>
2. Cohesion of family/community	<p>Who are the members of one's family? Who is the head of the family? Who are the members of the community (ethnic composition)? Where do they come from? What community events do different groups meet and help each other?</p> <p>In what ways do different groups help each other before, during, after a disaster? How have the disasters affected the relationship of the community members both in negative and positive ways? How do they help each other during, after disaster?</p>	<p>Secondary Data</p> <p>Interview</p> <p>Focus Group Discussion with men and women</p> <p>Venn Diagram/ Institutional Network Analysis</p>



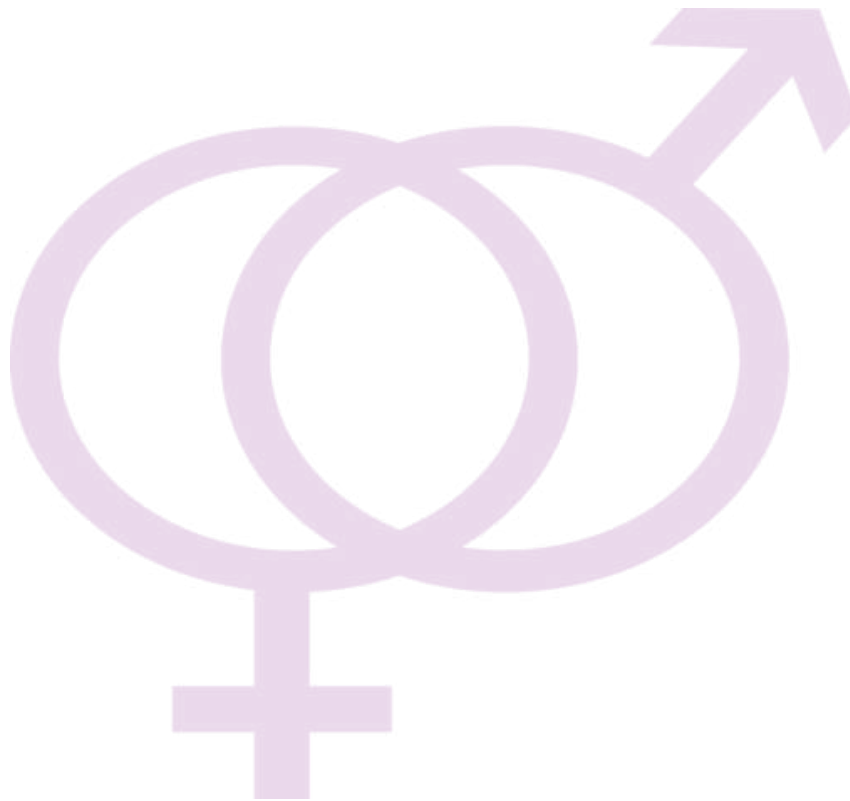
	<p>What are the functions/roles of the elected village council and council of elders?</p> <p>Are there other organizations in the community? How do these organizations help reduce disaster risks or help the community prepare for, respond to and mitigate disasters?</p>	
<b>Motivational/ Attitudinal</b>		
<p>1. Sense of ability to bring about change and plan effectively</p>	<p>Are there existing community-based organizations, people's organizations in the community? Are there men's groups? Women's groups?</p> <p>Are there organizations with disaster risk management functions and activities? How women involved? How are men involved?</p> <p>Do volunteer groups exist in the community?</p> <p>What is the community's plan to reduce disaster risks and impact ? What are suggestions of women? Of men? Of the children – boys, girls? What has been the progress in plan implementation?</p>	<p>Focus Group Discussion with men and women Interview Venn Diagram or Social Institutional Network Analysis</p>
<p>2. Ability to cope with trauma, uncertainty, insecurity</p>	<p>What are the trauma, uncertainties, insecurities people (adults – women, men; children – girls, boys) experience before, during, after a disaster?</p> <p>What do adults (men, women) and children (boys, girls) in the community feel before, during, after disasters? What do they do to deal with these feelings?</p>	<p>Focus Group Discussion with men and women Interview Drawing Skit, drama</p>

Source: Modified from Abarquez and Murshed, PDR-SEA, 2004



*Women in Barangay Mangin, Dagupan City participate in making their community 3-dimensional risk map (participatory 3D mapping or 3PDM). Updates on community data on vulnerable households and groups can be reflected by changing sex disaggregated data and vulnerable groups on the flags for each household.*

**Module 4**  
**GENDER- SENSITIVE DISASTER**  
**RISK MANAGEMENT**





## Module 4 Session 1: GENDER-SENSITIVE DISASTER RISK REDUCTION



### Learning Objectives

At the end of this session the participants are able to:

1. Use community risk assessment results to identify gender sensitive disaster risk management measures
2. Explain the key steps in identifying appropriate and adequate risk management measures
3. Discuss considerations in making disaster risk reduction gender-sensitive



### Key Points

1. Participatory Community Risk Assessment is the sound basis for disaster risk management planning. The results of the Hazard Assessment, Vulnerability and Capacity Assessment and understanding of people's perception and prioritizing of disaster risk are used to identify adequate, appropriate and acceptable disaster risk reduction measures.
2. Prevention covers measures to provide permanent protection from disasters or reduce the intensity/frequency of a hazard event.
3. Mitigation reduces the hazard event and/or limits its destructive and disruptive effects on the elements at risk.
4. Preparedness involves measures taken in anticipation of the disaster event to ensure that appropriate and effective actions are taken during the emergency



### Methodology

Group Work -- "Market Market"  
Interactive lecture



## Process

1. “Market Market”. Divide the participants into 3 to 4 groups – one group each all women and men, and 1 or 2 other mixed grouping. Alternatively the grouping for the gender-based community risk can be retained.

Give a basket and a budget of Php 50,000 to each team to select from the market a mix of risk reduction measures or solutions based on the results of the gender-based community risk assessment. Each group then presents the items selected from the market and its criteria for allotting the Php 50,000 on these items.

Facilitate a discussion on the mix of risk reduction measures which were selected. Note which hazard is being addressed and the measures selected to reduce vulnerabilities of men, of women, or both.

Ask: “Are there new risk or vulnerable conditions which are created or increased with the proposed measures?” Ask further: “Are there any existing local capacities which are undermined or reduced because of the proposed measures? Are there capacities which remain untapped? Do women gain or lose? Do men gain or lose?”

2. Summarize the Group Work and run through the basic steps in identifying appropriate risk reduction measures. Emphasize that using the results of the risk assessment, a wide array of risk reduction measures to protect or reduce damages to the elements at risk are identified.
  - i. Review the gender-based community risk assessment (HVC assessments)
  - ii. Prioritize elements at risk
  - iii. Identify possible risk management solutions: how to protect and strengthen the elements at risk and how to reduce the impact of the hazard
  - iv. Check which vulnerabilities are addressed and which capacities are used
  - v. Compare measures with resources, skills, organizational mandate, etc.
  - vi. Rank measures and reach consensus: prioritize which measures are to be undertaken immediately, in the short-, medium-, and longer-term

Cluster the measures into prevention, mitigation and preparedness. Add that it may sometimes be difficult to strictly categorize if this is preparedness or mitigation or prevention. It may be useful to show again the pictures of the family and the rock and cite examples or show pictures of structural and non-structural mitigation and preparedness activities.

Stress that the important point is it that the interventions reduce disaster risk. Simply put, the measures eliminates the hazard or reduces vulnerable conditions and increases capacity and protects and strengthens the elements at risk to withstand, resist or reduce damage or loss from the hazard event.

Structural and non-structural prevention and mitigation measures include:

- engineering works (bridges, protective dikes, embankments);
- safe building design and construction;
- retrofitting;
- coastal wind breaks or shelter belts (planting of coconut trees along the beach), mangroves reforestation;
- safety measures at home, in the community and work places;
- strengthening livelihood and food security
- strengthening community health;
- nutrition improvement and food security;
- literacy program;
- relocation to safer location;
- risk communication and public awareness;
- risk assessment
- risk reduction planning;
- land use planning and zoning;
- legislation;
- strengthening institution and organizations;
- environmental management; advocacy on disaster and development issues;
- insurance and micro-insurance

Preparedness measures:

- setting up systems for early warning;
- evacuation drill;
- training on evacuation center management;
- training on emergency operations center management;
- strengthening coordination and institutional arrangements;
- stockpile of supplies and logistics
- contingency planning

Emergency Responses and Recovery measures include:

- search and rescue;
- first aid;
- evacuation;
- evacuation center management;
- damage needs capacity assessment;
- immediate repair of community facilities and services;
- relief delivery
- clearing the debris
- psycho-social counseling & stress debriefing;
- medical services
- recovery after the disaster such as rehabilitation and reconstruction activities (building back better; within the framework of mitigation)

Note that the next session will focus on emergency response and recovery.

3. Stress that while structural measures can be implemented in partnership with other stakeholders like the government e.g. embankment, raising homes, roads, schools, evacuation centers and provide access and mobility during flooding like the construction of a small bridge.

Note with the participants that aside from the relatively big funds for construction, structural measures need technical feasibility and should follow a permit process from local authorities.

4. Communities can very well undertake non-structural measures. Explain about early warning and evacuation as part of preparedness measures especially for typhoon and flooding when there is time to give warning so that people are kept safely from the flood waters and harm's way. Stress the importance of involving women in the design of early warning system and ensuring that early warning reaches them since they are mainly responsible for preparedness and care for the children, elderly and sick during emergencies.

Part of preparedness for an emergency is also having trained people to undertake Search and Rescue Teams, or putting out fires, and trained people in First Aid. Stress that while these are usually traditional roles of men in disaster risk management, women can also be trained and supported to undertake these roles.

5. Discuss Public Awareness or as it is now referred to as Risk Communication.

Note that Risk Communication is now associated with a systematic and ongoing dialogue among various stakeholders, should consider gender issues which affect processing and disseminating understandable warning messages and risk information.

6. Since poverty limits the capacity to cope with hazard events, strengthening livelihood and food security are important non-structural mitigation measures. Health is an important resource to earn livelihood and making the community robust and healthy is part of risk reduction. Environmental management activities should be linked as well to disaster risk reduction, livelihood and food security and health.

Emphasize looking at interfaces for poverty reduction, disaster risk reduction, climate change adaptation within sustainable community development.

7. Elaborate on key considerations for gender-sensitive disaster risk reduction:
  - ✓ Risk reduction measures addressing vulnerabilities and practical and strategic needs of women and men: safety at home, community, workplace; livelihood security; food security; health and nutrition
  - ✓ Valuing women's work and contributions; recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families; providing access to and control of resources needed for risk reduction



- ✓ Preparedness for emergency and recovery: ensuring women's involvement in designing early warning and evacuation systems; family preparedness measures – shared tasks of mother, father, children; ensuring women's access to information; addressing particular needs of men and women in emergencies
  - ✓ Gender analysis of disaster risk management solutions: who benefits? Who loses? What is win-win solution?
  - ✓ Women's involvement in disaster risk management organization
    - Recognizing women as disaster risk managers
    - Representation of women in decision-making bodies; women leaders
    - Skills training and capacity development for women for various functions and roles in CBDRM, including life saving skills such as swimming, running, climbing and non-traditional roles
    - CBDRM orientation and disaster preparedness training with women's groups
    - Gender sensitivity workshops for men and women, boys and girls
    - Seminar on women's rights
    - Men and women champions for gender equality
    - Parent effectiveness and family enrichment seminars and activities
  - ✓ Supporting men and women's participation in CBDRM
    - Recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families in pre-, during, and post-disaster activities
    - Support mechanisms for women's active involvement in CBDRM (family and community support, support of women's organizations) to avoid overburdening women
    - Support men to assume non-traditional roles in the family, community and CBDRM
8. Answer questions and items for clarification and summarize session key points.



### Materials Needed

1. "Market Market" - basket or bag; cut out of seeds, retrofitted houses, school, herbal garden, gender sensitivity training, physical fitness -- swimming, climbing, running lessons; early warning system; public information materials; disaster preparedness training; boat; etc.; price tags.
2. PowerPoint presentation or visual aids

**Duration**

2 hours

**References**

1. Gender-sensitive Community Based Disaster Risk Reduction, CBDRM Training Hand-outs, CDP
2. Peasant Women Coping With Climate Change, Excerpt from case study: The Women of Amihan and the impact of climate change financing, Training Manual on Gender and Climate Change, GGCA, 2008
3. Buklod Tao, Mobilizing Capacities in CBDRM
4. Women and Men in Barangay Mangin Together in Disaster Preparedness

**Tips to Facilitator**

1. Gender-sensitive CBDRM activities may be advocated to be covered by Gender and Development (GAD) plans and budgets of government agencies and local government units. For government agencies, this is 5% of yearly budget. Local government units can use 5% of development fund for GAD programs.
2. The Disaster Crunch Model has a counterpart Disaster Release Model which can be a guide to organize measures to undertake immediately and in the short-, medium, and long-term period. The progression of vulnerabilities – unsafe conditions, dynamic pressures and root causes -- are addressed to have safe conditions and resilient communities.
3. Disaster risk reduction activities in the areas of livelihood and food security, health and nutrition, access and control over resources, participation, promoting and fulfilling rights are also development-related interventions. For climate risk, disaster risk reduction overlaps with climate change adaptation.

# Gender-Sensitive Community Based Disaster Risk Reduction




**• Risk Assessment, DPT training and drills**




**• Public Awareness and Early Warning**



**• Strengthening organization and networking**



**• Community disaster fund**  
**Consider Gender Sensitive and Responsive**



**PREPAREDNESS**

- ✓ Organizing women's groups and their involvement in preparedness and mitigation; women leaders
- ✓ Involve women in risk assessment and planning
- ✓ Providing support mechanisms at home and work to enable women to participate
- ✓ Disaster preparedness orientation and training for women; swimming, running & climbing skills
- ✓ Women participate in the design of local early warning system and public awareness materials; in disprep planning and implementation; disprep committees
- ✓ Ensuring warning reaches women and they are able to evacuate to safety
- ✓ Ensuring support for women-headed households



**1. Structural**



**2. Non-Structural**



- Safety measures
- Strengthening community health




- Poverty Reduction Strategies
- Sustainable livelihood
- Insurance, micro-insurance



- Legislation
- Building and fire code
- Participatory land use planning

**• Research Policy study & Advocacy**  
**Consider Gender Sensitive and Responsive**




**Mitigation and Prevention**

Linking DRR, Climate Change Adaptation, Environmental Management and Sustainable Development



**Food Security**  
 Production of different nutritional value crops  
 Diversification of crops according to different planting seasons  
 Propagation of disaster resistant crops and trees  
 Seed Banks



**Valuing and supporting women's production work**




Diversifying income sources



Handicrafts  
 Food preservation



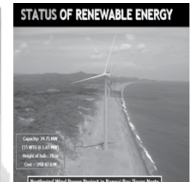
- Improving access to markets
  - Decent work agenda
  - Entrepreneur development
  - Increasing livelihood options and access to resources
- 



Improve and protect water sources




Potable Water Supply



Harnessing water, wind and solar power resources at the community level



Training of community health workers on first aid, preventive health, nutrition and sanitation



**Source:** Center for Disaster Preparedness CBDRM Training Materials

## Peasant Women Coping with Climate Change



Amihan is a national NGO of Filipino peasant women with members in 32 provinces in the Philippines. The main manifestation of climate change is in altered rain pattern and recurrent heavy rains. There are also erratic monsoons that disrupt planting seasons and negatively impact crop yields. These factors pose tremendous problems for the livelihoods and economic security of the women in the affected area. This is compounding an already existing and deepening agrarian crisis linked to under-investment in rural development, trade liberalization in agriculture, and land conversion policies that have eroded rural livelihoods and incomes, causing many women to take up jobs as domestic helpers in cities or migrate overseas, often illegally, in search of economic opportunities.

Amihan notes that the climate change crisis disproportionately affects women farmers vis-à-vis men farmers in at least three ways. First, since women manage, control and own fewer resources – especially land – than men, they have fewer assets to sell to cope when harvests collapse either because of floods or droughts. Second, more women than men fall into chronic indebtedness related to climate induced crop failures because micro-credit is largely targeted at women and because, as managers of production and household expenses, they are under stronger pressure to bridge resource gaps.

One study found that some 94% of women involved in rice production borrowed money from informal moneylenders, small convenience stores, cooperatives and relatives to finance rice cultivation and augment household expenditures. Third, when food shortages arise from poor harvests linked to weather problems, women prioritize the food needs of male household members and children over their own.

Drawing from a rich body of local and traditional knowledge, people in the countryside have begun to adjust to extreme weather variations using a variety of adaptation and coping strategies. Agricultural adaptation strategies include practicing crop diversification, planting crop varieties that are resistant to droughts, floods and pests; cultivating at higher levels; practicing contour farming; planting bamboo to prevent soil erosion; and constructing temporary drainage canals. Financial coping strategies include engaging in off-farm work; looking for other sources of income at home and abroad; taking out loans from money-lenders, relatives and friends; selling off livestock; seeking government financial assistance; renting out, selling or pawning farm plots; and reducing food consumption.

With limited resources and support, women farmers are organizing and strategizing in order to secure their livelihoods and access to basic needs. In particular, Amihan members in the provinces of Rizal, Pampanga, Quezon and South Cotabato are increasingly engaged in organic farming initiatives, integrated pest management programmes, agro-forestry, and tree-planting projects. Women farmer members in Montalban and Rizal are beginning to cultivate a traditional, indigenous variety of rice that does not require massive doses of chemical fertilizers and pesticides, and is more resistant to pests than commercial varieties. The women are also planting fruit trees and vegetables on the borders separating the rice paddies as a form of inter-cropping. While this alternative practice of farming rice yields only one harvest a year, it is respectful of the environment and generates significantly lower GHG emissions than commercial farming. At the same time, it adapts rice farming to the prolonged wet seasons brought about by climate change. From the point of view of the rural poor and women,

the protection of their livelihoods and sources of sustenance are paramount, entailing adaptation measures that build climate resilience into agriculture and fisheries, ensure people's access to potable water and other necessities, and provide social insurance and protection, among others.

Amihan also calls for government support and funds directed towards rural communities – and especially rural women – for the provision of subsidized organic seeds, fertilizers and pesticides; access to affordable agricultural technologies; dissemination of agro-forestry techniques; and provision of low-interest farm credit and crop-insurance schemes specifically targeted at small farmers. In addition, it is currently lobbying Congress to repeal the 2006 Bio-fuels Act. Amihan notes that plantations of jatropha, a major bio-fuel crop, require high chemical inputs that would cause the soil to dry out. Amihan is also pushing for the passage of an agrarian reform bill aimed at promoting land reform, by establishing certainty of land tenure and encouraging farmers to invest in climate proofing (as well as addressing basic issues of justice and equity). In addition, Amihan is beginning to conduct advocacy around climate change at the global level.

**Source:** Excerpts from Case Study: The Women of Amihan and the impact of climate change financing, p. 226-227, Training Manual on Gender and Climate Change, Global Gender and Climate Alliance, 2008



*Women members of Amihan in two municipalities in Montalban and Binangonan help one another and their communities as houses were swallowed up the waters from the Wawa River and Laguna Lake. AMIHAN also mobilized high school and college students to provide relief goods and to help clear roads and community repairs.*



## Buklod Tao: Mobilizing Local Capacities In CBDRM



Buklod Tao (meaning people bonded together) is an environmental people's organization based in Dona Pepeng and North and South Libis Barangay Banaba of the Municipality of San Mateo in the Province of Rizal. Located at the junction of the Marikina and Nangka Rivers, flooding and erosion are major hazards that confront the community. Most of the residents of North and South Libis, the most frequently flooded areas in the community, are informal dwellers.

### Mobilizing Capacities of Women and Men in Disaster Preparedness and Mitigation

The organization has been involved in disaster preparedness and mitigation activities since 1995. It has about 130 members, 80% of whom are women. After a one-day Disaster Management Orientation in June 1997, Buklod Tao immediately formed a Disaster Response Committee (DRC) composed of 33 members and formulated a Counter Disaster Plan to protect the community from damages due to regular flooding. Three disaster management teams were organized and emergency rescue and evacuation plans were detailed, including fabrication of 3 fiberglass boats using local expertise and labor. From the Barangay Council, Buklod Tao was able to secure one life jacket. From other sources, the organization secured funds (Php 30,000 or around US\$600) to purchase flashlights, ropes, megaphones, first aid kits, and materials to build three rescue boats. Two months after, a typhoon hit the community. Although several houses were swept away by the flood waters, no one was killed and many people were able to save their belongings. Since then, when typhoons or flooding hit the area everybody can be brought to safety because of flood-level monitoring, early warning, evacuation, rescue operations, setting-up of an emergency operations center, and relief assistance of the DRC and Buklod Tao.



Buklod Tao has harnessed women and men's local knowledge (internal to the community but not necessarily traditional) and capacities in disaster preparedness and mitigation. Notable application of these local knowledge and resources include:

- Three additional fiberglass rescue boats have been fabricated while the original 3 are maintained in good working condition
- Sandbagging of the riverbank to control erosion during rainy season;
- Aside from watching the dark clouds in the upper Montalban mountains (which indicate that it is raining upstream), the community also monitors hourly rainfall intensity information through regular telephone calls to the Effective Flood Control Operation System (EFCOS) of Metro Manila Development Authority, which has telemetric rain gauge stations in strategic places along the river; (unfortunately this has recently been stopped by EFCOs due to high cost of maintenance)



- The community together with the Metro Manila Development Authority has put flood markers or gauges on the bridge which Buklod Tao monitors to give warning if evacuation is needed;
- Cries of pigs in pens by the riverbank alert sleeping families during the night of rising flood waters. The pigs are then tied to fences near the school and next to be evacuated are children and women;
- While in the evacuation center, parents monitor the receding flood waters and use the water itself to clean silt from the walls and flood of their homes;
- During summer when water is scarce, the households dig by the riverbank to get clear water for washing and other household purposes;
- Bamboo poles which are used to stack up sand bags also grow and help arrest riverbank erosion
- Mothers sewed life vests and evacuation bags (Go Bags) using recycled aluminum juice packs
- Swimming drills for children using their life vests
- Intensive community information campaigns on disaster preparedness and mitigation
- Hosting students in outreach programs and CBDRM study visit groups



Buklod Tao continues to help itself and the community in reducing disaster risk and vulnerable conditions. Because of the organization's work in disaster preparedness and mitigation, many organizations partner with the community in various risk reduction and community development activities. Involvement in a participatory action research on participatory risk assessment and planning with the community children lead to another engagement to involve local youth. Buklod ng Kabataan was subsequently formed, trained in theater arts and performs in the community and other venues to raise awareness on the importance of disaster risk reduction and environmental management. Activities in the production of life vests and reusable products such as bags, sun visors from recycled materials links disaster preparedness, livelihood strengthening and environmental management. Women do the sewing, the men help in marketing and promotions, and children help to gather recycle materials in the community.

### Buklod Tao Women as Disaster Risk Managers

Josefina Verba (Pina for short) is one of Buklod Tao's CBDRM team leaders. Her code in use of in Buklod Tao's radio communications in times of disaster event and during "normal" activities such as community visits by university students is SL-1 meaning : South Libis CBDRM Team 1



Typhoon Ising brought in continuous downpour during the entire night of 16<sup>th</sup> July 2009. **SL1** during that rainy night was heard in all the mobile radios asking for the water level monitoring at the gauge measurements painted against the pillar of the nearby Batasan-San Mateo Bridge (San Mateo town, village of Banaba, province of Rizal).

Another mother, Belen de Guzman, whose code name is **NL2** is in charge of monitoring the water level of Marikina River.

The following morning of 17<sup>th</sup> July, the flood waters of the adjoining two waterways in our community - Nangka and Marikina rivers- were steadily



rising. Many families were trapped in the second level of their homes- all located at the danger area very proximate to the embankments of the two rivers. Mid-morning of 17<sup>th</sup> July, Pina Verbo bravely maneuvered the rescue boat with her rescue rope to ferry children, mothers and older persons to the safer haven of their community's evacuation center.

Ka Ampie Doblado leads the women and men members of Buklod Tao and the community in disaster preparedness and mitigation as President of Buklod Tao from 2005 – 2009 and current Head of one of the area teams. She shares her sewing skills for the organization's livelihood activities linked to disaster preparedness and environmental management. In 2007, Buklod Tao revived the involvement of mothers in producing useful products from recycled materials (aluminum juice packs, plastic packs for vinegar, soy sauce etc.) which they started in 2005 as part of their environmental care campaign.



Initiated mainly by mothers who are active members of the organization, women make bags, sun visors, wallets, folders and similar items. Male members, children, neighbors, and partner organizations also contribute to the initiative in their own capacity to collect recyclables. The organization can now accept bulk orders from various organizations. The income earned from making their products helps the poor families involved pay for school fees and electricity bills, as well as to meet other basic needs such as food and clothing. A small part of the income goes to the initiative's operational funds. Buklod Tao received no aid agency funding for this initiative.



The goals of the livelihood-related activity linked to environmental care can be summarized as follows:

- To foster awareness, among the community members, of the significance of ensuring a healthy and sound environment to achieve a safe and livable habitat.
- To enhance the community's inherent capacities to reduce their vulnerabilities
- To seize opportunities that allow families to protect themselves and the environment from life-threatening conditions and, at the same time, contribute to meeting family subsistence needs through income-generating activities.
- To advance environment-friendly initiatives to protect the future of coming generations.

As a result, a gradual improvement in environmental care and community safety has been observed. The initiative reduces solid waste, and flood and health risks, while helping to build a culture of safety among adults, youth and children. It is a model of a locally developed, locally led, locally run and locally funded disaster risk and poverty reduction initiative.

Buklod Tao continues capacity development in various areas of CBDRM. The organization forms the core of the CBDRM Training and Learning Circle-Philippines Community Circle. Women and men actively participated giving inputs to developing the training package on gender-sensitive CBDRM. After the training, they managed a small credit assistance program for livelihood among members, the Buklod Negosyo.





## Women and Men of Barangay Mangin Together in Disaster Preparedness



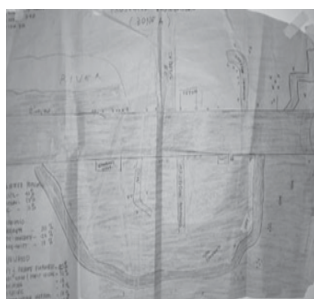
Dagupan is a city in Pangasinan Province is only one meter above sea level and has seven river systems running through it. Unsurprisingly, the city is under constant threat of flood. Flooding occurs so often, in fact that it was treated as commonplace. It was not a threat to prepare for, rather, it was an event to live with. This was the same sentiment from Barangay Mangin, one of the communities hardest hit by floods. It had a Barangay Disaster Coordinating Council (BDCC), but it was more of a reactive body that came to life only during disasters with no preparedness and mitigation efforts. Appreciation and actions favoring disaster risk management started in 2006 with The Program for Hydrometeorological Disaster Mitigation in Secondary Cities in Asia (PROMISE).

PROMISE is a partnership project of the City Government of Dagupan, Asian Disaster Preparedness Center (CDP) with the support of OFDA-USAID – brought community based disaster risk management (CBDRM) to Barangay Mangin and 7 other pilot barangays in the city. The project's goals were to:

1. Adopt specific hydro-meteorological disaster preparedness and mitigation measures to manage hydro-meteorological disaster risk by stakeholders in Dagupan City;
2. Increase stakeholder involvement and further enhance strategies, tools, and methodologies related to community preparedness and mitigation;
3. Strengthen networks and links among relevant risk management institutions / organizations for improving potential and capacity for application and dissemination of lessons learned

Following participatory risk assessment and risk reduction action planning in Mangin now stands as a community with defined emergency preparedness and sustainable mechanisms in CBDRM taken on by women and men together.

During the Participatory Community Risk Assessment, community members recalled disaster experiences with the use of the time line, drew hazard maps, discussed local government and community people's disaster management actions before, during, and after flooding, drew venn diagrams of organizations within and outside the community who can support them in CBDRM, analyzed livelihood and community problems, and proposed solutions.



Study and meetings of the community members with the city officials and specialists resulted in the setting up of a flood preparedness early warning and evacuation system. A key component of the early warning system in Barangay Mangin are the flood gauges in strategic locations in the community to be monitored and the use of the “kanungkong” -- a bamboo instrument which was traditionally used to call community members to assemble at the village hall for meetings, alert people or call children home – to relay warning to community members. Meanwhile, the barangay is hooked up to the City Emergency Operations center by radio.



Barangay Mangin chose to implement rice retailing cooperative endeavor as a small-scale mitigation project. A seed fund of about US\$300 from PROMISE was matched by a counterpart fund from the community’s Senior Citizen Club. The rice retailing provides cheaper option for consumers and the profit is earmarked as a fund for maintenance of disaster preparedness equipment. Profits are also earmarked for the repair of emergency equipment.

The women of Mangin rose to the challenge to ensure safety of their families and community. Working with men to carry out their barangay disaster preparedness and mitigation plan, the Barangay Disaster Coordination Council was reorganized, 6 women took leadership of different committees namely Supply, Communication, Evacuation, Relief and Damage Control. The women together with the men lead the community in the implementation of its Barangay Preparedness and Mitigation Plan.



*Barangay Mangin has been awarded by the Regional Disaster Coordinating Council – Regional 1 the Gawad Kalasag Award (Kalamidad at Sakuna ay Labanan Sariling Galing ang Kaligtasan) as Best Best Performing Disaster Coordinating Council (Rural Barangay Category) in Region 1 Kalasag in recognition of its “excellence in Disaster Management and harnessing stakeholders support in the implementation of programs and projects relative to all aspects of Disaster Risk Management”.*

*The National Disaster Coordinating Council has given a special citation to the Barangay Mangin Disaster Coordinating Council for having “demonstrated sincere dedication in engaging the participation of its local residents through dialogues in its quest to establish a prepared community”.*

*Dagupan City meanwhile, was awarded the Gawad Kalasag Award in 2009 by the National Disaster Coordinating Council and Department of Interior and Local Government “ In recognition of its people-driven local governance, providing vast opportunities for a well-prepared and people-empowered community.”*

## Module 4 Session 2: GENDER-SENSITIVE EMERGENCY RESPONSE AND RECOVERY



### Learning Objectives

At the end of this session the participants are able to:

1. Discuss gender issues in emergency response and recovery
2. Discuss considerations and actions to make emergency response and recovery gender-sensitive



### Key Points

1. Emergency responses are measures taken immediately prior to, during and following disaster impact. The aim of emergency response is to save lives, protect property, and arrest further deterioration of the situation.
2. Rehabilitation refers to the actions taken in the aftermath of a disaster to enable basic services to resume functioning, to assist affected people's self-help efforts to repair physical damage and community facilities, to revive economic activities and provide support for the psychological and social well-being of the survivors.
3. Gender-sensitive emergency response addresses women's unique needs during emergencies without negating men's needs.
4. Recovery covers offers opportunities to build back better, including family and community relations. Maximize opportunities for preparedness and mitigation even during recovery.



### Methodology

Introductory Activity: "My/Our/Story"  
Interactive lecture



## Process

1. “My/Our Story”. Group participants into 4-5 groups. Give each group a set of pictures of emergency and disaster situations to study. These can cover flight from home and community to safety, rescuing children, inside the crowded evacuation center, lining up for relief assistance, clearing the debris. For each picture, the group is to tell her/his/their story in the first person as “My/Our Story”.

Facilitate a discussion of various needs and responses in an emergency or disaster situation.

2. Define emergency responses -- measures taken immediately prior to, during and following disaster impact. These are directed The aim of emergency response is to save lives, control the threat to the survival of affected population, protect property, and arrest further deterioration of the situation.

Note that individuals, households, the community and the local government are the first responders in any emergency, crisis or disaster situation in the community.

3. Discuss that presently, emergency measures are usually targeted at communities without conscious gender considerations. Emergency measures which families and the community undertake and participate in include:

- Evacuation to pre-identified evacuation center with family supplies; assist families with children, elderly, sick
- Evacuation Center Management: manage sanitation, food, health, security, information, resource generation and networking
- Search and Rescue
- Helping one another with food and non-food items; encouraging and consoling
- Temporary shelter (indigenous materials, salvageable materials, plastic sheet)
- Emergency repair of critical facilities (bridge, water, electricity, etc.)
- Emergency Health Services
  - ✓ First Aid
  - ✓ Sanitation
  - ✓ Water supply
  - ✓ Personal hygiene
  - ✓ Control of communicable diseases
  - ✓ Managing mass casualties
  - ✓ Managing nutritional deficiencies
- Psychosocial interventions
- Tracing/family reunification for cases of displacements
- Advocacy/issue projection especially for human-made disasters

4. Ask participants: “How do we ensure that emergency responses are gender-sensitive and indeed respond appropriately to special needs of women in emergency and disaster situations? How about men, are we responding to their needs as well?” Facilitate discussion and summarize points.

For gender-sensitive emergency response, consider differing vulnerabilities and capacities of women and men. Consideration of unique needs of women and girl for emergency response. Elaborate on these measures suggested by men and women:

- ✓ Gather data on damage needs capacities from men and women; women service providers in focus group discussions with women survivors
  - ✓ Look for the vulnerable groups in the emergency -- the barangay or community health workers are good source of information
  - ✓ Evacuation center with facilities – enough space, kitchen, separate toilets for men, women, boys, girls; security arrangements for women and children; arrangements for waste disposal
  - ✓ Food rations in the immediate aftermath and relief packs
  - ✓ Health and nutrition needs of lactating mothers, pregnant women, children, elderly
  - ✓ Make available clean water
  - ✓ Support activities for children while in the evacuation center - education, play day care: while mother cleans up home and attends to livelihood needs
  - ✓ Hygiene kits to include underwear and sanitary napkins
  - ✓ “Malong, sarong, tapis” for women for privacy especially in cramped evacuation centers and inadequate toilet facilities
  - ✓ Psychosocial interventions also for men
  - ✓ Food for work; cash for work schemes for men and women to
  - ✓ Protection of women from harm and abuse
  - ✓ Separate lines for men and women in relief distribution; establish complaints desk
5. In the Philippines, the newly legislated Magna Carta of Women, Republic Act No. 97101 provides in Sec. 10 for the protection of women’s rights and meeting of special needs of women in emergency situations.

*Sec. 10. Women Affected by Disasters, Calamities, and Other Crisis Situations.* – Women have the right to protection and security in times of disasters, calamities, and other crisis situations especially in all phases of relief, recovery, rehabilitation, and construction efforts. The State shall provide for immediate humanitarian assistance, allocation of resources, and early resettlement, if necessary. It shall also address the particular needs of women from a gender perspective to ensure their full protection from sexual exploitation and other sexual and gender-based violence committed against them. Responses such as psychosocial support, livelihood support, education, psychological health, and comprehensive health services, including protection during pregnancy.

6. General guidance for service providers for gender-sensitive emergency responses:
  - ✓ Involve women in all stages of decision-making. Make sure that information about the needs of the family/community are obtained from men and women.
  - ✓ Collect data disaggregated by sex and age and use these data for program planning and for documentation of short- and long-term effects
  - ✓ Identify and provide for sex-specific needs
  - ✓ Consider and assess the impact of all response activities on women and men
  - ✓ Pay attention to those who may experience social exclusion (widows, female heads of households, disabled women)
  - ✓ Ensure that distribution of assistance allows women access to supplies without placing them at increased risk for injury or abuse by including women as distributor
  - ✓ Vulnerability to exploitation/abuse: during displacement, including in shelters and sites for the internally displaced, the issues of exploitation and abuse of women and girls, including domestic violence must be recognized. Children may be at risk of trafficking and girls also of early/forced marriage.
  - ✓ Access to aid: Women are often primary carers for children, the elderly (and sick/injured family members). Does attempt to access aid, place their children at increased risk (if they are left unattended or taken to a crowded distribution site? Is the ability of women to care for their children affected?
  
7. Discuss recovery. Rehabilitation covers actions taken in the aftermath of a disaster to enable basic services to resume functioning, to assist affected people self-help efforts to repair physical damage and community facilities, to revive economic activities and provide support for the psychological and social well-being of the survivors. While it focuses on enabling the affected population to resume pre-disaster patterns of life, it should strive to “build back better” by reducing vulnerability and improving living standards. Building back better is not only about infrastructures, but also covers community and family relations.
  
8. Application of gender analysis tools in designing recovery programs. These are also the gender-based community risk assessment applied to the post-disaster situation.
  - ✓ Involve women on planning “how to build better”
  - ✓ Strengthening livelihood and community health
  - ✓ Ensuring that socio-economic projects do not add to women’s multiple burden
  - ✓ Framework: increasing capacities and reducing vulnerabilities
  - ✓ Building back better is not only about infrastructure but also covers community and family relations



- ✓ Ensuring transparency and accountability
  - ✓ Gender-sensitive considerations for disaster risk reduction also applies in recovery
    - Addressing vulnerabilities and practical and strategic needs of women and men: safety at home, community, workplace; livelihood security; food security; health and nutrition
    - Valuing women's work and contributions; recognizing and mobilizing women's strengths in coping with and mitigating disasters and supporting their families; providing access to and control of resources needed for risk reduction
    - Gender analysis of disaster risk management solutions: who benefits? Who loses? What is win-win solution?
    - Ensure women's involvement in disaster risk management organization
      - Recognizing women as disaster risk managers
      - Representation of women in decision-making bodies; women leaders
      - Skills training and capacity development for women for various functions and roles in CBDRM, including life saving skills such as swimming, running, climbing and non-traditional roles
      - CBDRM orientation and disaster preparedness training with women's groups
      - Gender sensitivity workshops for men and women, boys and girls
      - Seminar on women's rights
      - Men and women champions for gender equality
      - Parent effectiveness and family enrichment seminars and activities
  - ✓ Supporting men and women's participation in CBDRM;
    - support mechanisms for women's active involvement (family and community support; support of women's organizations) to avoid overburdening women
    - Support men to assume non-traditional roles in the family, community and CBDRM
8. Note that while relocation takes families out of danger zones, it is a very complicated issue and needs involvement of community members, especially women. Have participants share experiences and challenges on relocation.



### Materials Needed

1. "My/Our Story". 4 - 5 sets of a set of pictures of emergency and disaster situations: flight from home and community to safety, rescuing children, inside the crowded evacuation center, lining up for relief assistance, clearing the debris.
2. Visuals or Power point presentation



**Duration**

2 hours

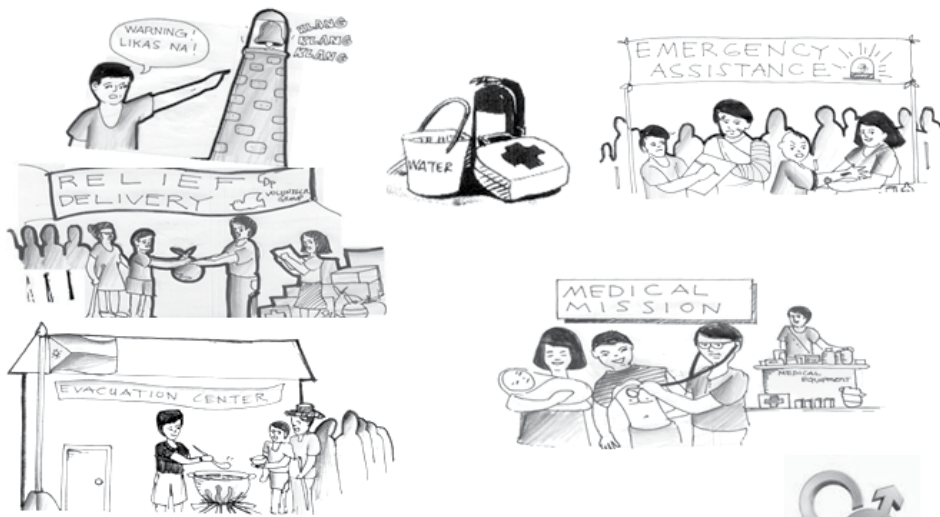
**References**

1. Gender-Sensitive Community Based Disaster Emergency Responses and Recovery Activities
2. Understanding Gender Needs in Disaster Risk Management in the Philippines
3. Mainstreaming Gender in Emergency Cash Programmes During Typhoon Dorian
4. Home at Last: A Women-led Approach to Relocation
5. Child-friendly Spaces

**Tips to Facilitator**

1. It may be easy to get lost during emergency response in addressing practical gender needs. Recognize that women and men in the community have capacities which should be mobilized and supported in their self-help emergency measures to speed up recovery.
2. Micro-credit is usually open to women in emergency and recovery since women have good track record in repayment of loans, but this could also lead women to more indebtedness – borrowing from another institution to pay off existing debts. Micro-credit institutions have to look into incorporation of mutual benefit assistance in times of emergency and longer term support to community organizing and development.

**Gender-Sensitive Community Based Emergency Responses and Recovery Activities**

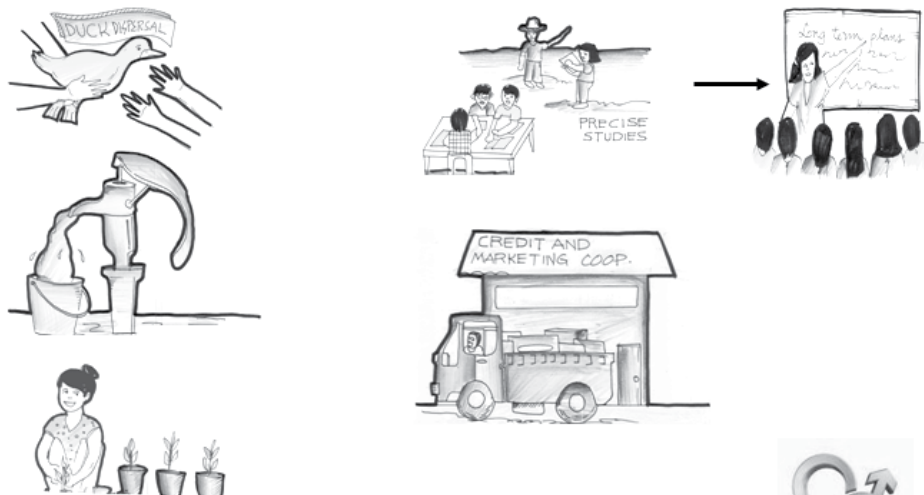


Consider Gender Sensitive and Responsive



**EMERGENCY RESPONSE**

- Rehabilitation
- Reconstruction



Consider Gender Sensitive and Responsive



**RECOVERY**

## UNDERSTANDING GENDER NEEDS IN DISASTER RISK MANAGEMENT IN THE PHILIPPINES



Women and men are differently affected by disasters.

1. Women are prone to vulnerability from poor nutrition and vitamin and iron deficiency
2. Stress and disruption during natural disasters lead to increased incidence of sexual violence and domestic abuse
3. Breakdown of community norms and protection may lead to a rise in sexual exploitation.
4. Relief efforts respond to overall population and are based on patriarchal societal structure.
5. Targeted support to women is a good strategy to ensure health and well-being of the whole family/community.

The following are general recommendations to understand each gender's needs in disaster risk management and disaster risk reduction in the Philippines:

- (i) **Capacity:** Strengthen the capacity of local women to contribute to the community's natural risk reduction efforts.
- (ii) **Data:**
  - a) Describe women's vulnerabilities during natural disasters to understand better how to address them.
  - b) Document best practices for women's involvement in disaster risk reduction in the Philippines.

The following specific recommendations apply to the cluster approach:

### Food and Nutrition

#### (i) Policy development:

- (a) Grant women control over food aid to ensure efficient distribution and reduce corruption and sexual exploitation.
- (b) Design food programs to provide for the unique needs of women and girls, for example, iron supplements and vitamin A.

### Water and Sanitation

#### (i) Services:

- (a) Bring sources of water as close to people as possible. Women and girls are usually responsible for collecting water, a task that can become time consuming, physically exhausting, and dangerous if the source is far away.
- (b) Provide latrines and washing facilities close to the living area to lower the risk for attack of women and girls.
- (c) Provide women with sanitary menstruation products for their dignity, comfort, and mobility. Without them, women may be inhibited from carrying out daily tasks.

## Health

### (i) Services:

- (a) Provide urgent, safe motherhood interventions, which can mean the difference between life and death for pregnant women and their newborn babies, as well as for other children and relatives under their care.
- (b) Ensure that women have access to family planning services, maternal health care, and post-partum care during disasters.

## Camp Management/Logistics

### (i) Policy implementation:

- (a) Assess the needs of women and men with respect to the location of camps and access to sustenance farming land and use of local resources, including local markets, water, and forest products.
- (b) Ensure that all camp management agencies and other sectoral partners adopt equal wages and/or remuneration for equal work undertaken by women and men.
- (c) Ensure that ration card distribution systems are based on discussion with women and men to agree on the best mechanism to ensure that women's rights are protected.
- (d) Make certain that all women, girls, boys, and men have the necessary documentation and identity documents before camp closure.

**(ii) Services:** Ensure that communities focus on proper lighting, night patrols, firewood collection escorts, and separate living facilities for unaccompanied women and girls, as this substantially lowers the vulnerability to sexual attack.

**(iii) Advocacy:** Develop clear communication channels to share the camp policy with different stakeholders to advocate on issues faced by displaced women, girls, boys, and men.

### (iv) Capacity:

- (a) Provide support to women and adolescent girls and boys to strengthen their leadership capacities and facilitate their meaningful participation.
- (b) Promote the importance of gender balance within the camp management agency and among partners and ensure that women are included in all camp management training.

**(v) Data:** Regularly monitor high-risk security areas at different times of the day, such as the route to school for girls, video clubs at night, bars, etc.

## Protection

**(i) Services:** Undertake risk mitigation strategies focused on protecting survivors and providing them with medical treatment, including emergency contraception and counseling support.

## Education

**(i) Policy implementation:** Hold classes at convenient times for those children involved with household chores and field work.

**(ii) Capacity:** Provide gender-specific extracurricular activities that promote resilience and healing for girls and boys in emergencies.

**(iii) Data:** Monitor sexual harassment; provide a confidential complaint mechanism and follow-up with clear procedures.

**Source:** Paradox and Promise in the Philippines: A Joint Country Gender Assessment, ADB, CIDA, EC, NCRFW, UNICEF, UNIFEM, UNPPA, 2009

## Mainstreaming Gender in Emergency Programmes During Typhoon Durian



### Introduction

Oxfam GB in the Philippines mainstreams gender in its humanitarian programmes. Women should be invited to be part of committees and join committee meetings to give inputs and their perspective. It is also important that the field humanitarian team has knowledge and skills in gender mainstreaming and the use of gender analysis tools to inform approaches to project activities. A competent team can facilitate the participation of women and men in the beneficiary targeting process, designing project approaches, and in decision making in the use of relief resources at the household level.

This case study focuses on ways of mainstreaming gender in emergency cash programmes implemented in typhoon and landslide affected communities in Albay Province. It discusses ways how the strategy had met women's needs (practical needs and advanced the promotion of women's strategic needs) during emergencies, the degree to which they were involved in decision-making in the planning and implementation, and the feedback gathered on the roles women had played from beneficiary men, local leaders and other stakeholders.

### Context of the response

Typhoon Durian (local name Reming) was the 3<sup>rd</sup> in a series of super typhoons to hit the Philippines in the last quarter of 2006. Philippine National Red Cross assessment report noted that there were 1,992,387 people affected, 194 persons killed, 217,546 totally damaged houses and 124,354 houses partially damaged in 7 provinces. Overall, 2.7 million people were affected by the 3 super typhoons. Oxfam GB in the Philippines focused its response in Albay province, where, 65% of the population was affected. The focus for the emergency response was to meet the immediate needs of affected families and help them in livelihoods recovery targeting about 5000 affected households. The main aim of the response was to provide women, men and children affected by Typhoon Durian with:

- Access to basic water and sanitation facilities.
- Knowledge and support on how they can protect themselves against public health threats.
- Cash grants to meet immediate emergency needs of affected families
- Livelihoods recovery programming between March and June 2006

### The project

The rapid needs assessments showed that households were not accessing their normal sources of income while markets were found to be functional and that food prices had not changed dramatically. Two rounds of cash grants distribution was done during the emergency phase. The first round was a one-off blanket distribution with each family receiving 1,000 Pesos (~20 USD) benefiting some 3,951 families in 18 evacuation centers in the three municipalities of Daraga, Camalig and Guinobatan province of Albay. The second round was a targeted distribution for 411 families that were considered to be hardly hit by the typhoon or who were referred to as "hardship" cases staying inside and

outside the evacuation centers in Camalig and Daraga. These included families that had lost family members, female and elderly headed households. This was a cash grant of 2,000 (~40 USD) pesos. The post-distribution monitoring survey showed the profile of beneficiaries as: 22% of the recipients were both pregnant and lactating mothers, 11% were single-headed families, and 7% were families with elderly, orphaned or disabled members. In terms of uses of cash grants: start up capital (28%), reserved for use upon relocation (19%), food (15%) and medicines (10%).

### **Incorporating gender perspective in Project implementation and monitoring**

Recognizing that a disaster has differential effects on men and women, boys and girls across ages. This can only be determined when data is gender disaggregated.

The team had difficulty gathering gender disaggregated data during rapid assessment because population in evacuation centers were registered only as households upon arrival. So what appears in the camp chief and Department of Social Welfare and Development's list was only the names of family heads which were usually males and the number of dependents. Another factor is the movement of populations outside of the evacuation centers where no formal registration is being done by government agencies as they are oftentimes scattered in small clusters. Secondary data from government prior to the disaster were then used like men-women ratio, distribution by ages and gender, etc. The team also believes that gathering and validating population figures is an on-going process in any response delivery. Working through the evacuation center committees, the public health team and Community Health Workers worked on details of the data to reflect the most vulnerable groups such as the number of under 5s boys and girls, number of pregnant women, number of lactating mothers, orphans & unaccompanied minors, women of reproductive age, elderly, men and women with disabilities, widows/ers, and other vulnerable sectors like those with chronic illness, those with injuries, etc. This consolidated data was used as planning parameters by the whole team. Follow through discussions proceeded with specific groups to determine vulnerabilities of each and their corresponding immediate needs. Demands for public health response to improve water and sanitation facilities, improve hygiene practices for disease prevention, and environmental clean-up was overwhelming in evacuation centers. This was responded to by the public health teams. Referral to the department of health systems were done for IDPs with specific ailments and reproductive health needs. Other basic needs of women including sanitary pads and underpants were distributed as part of the hygiene kits for families.

#### Targeting the most vulnerable: Defining vulnerabilities among households

While the first distribution provided a blanket coverage to all those staying at the evacuation centers, the second round was done thru selective targeting of the most vulnerable households staying inside and outside of the evacuation centers. Multi-approaches to community mobilization and various forms of community sensitization were employed during the selection of the beneficiaries. The team conducted a series consultation with representatives of government agencies, municipal and barangay leaders to set the parameters for identifying who are the most vulnerable households. They have described it in general categories such as those with no income and not receiving remittances, which had lost one of their members during the disaster especially the bread winner, and women headed households, elderly, disabled or sickly families.

Location specific barangay/sitio leaders, the evacuation centers management committees and the displaced households decided on the selection criteria and process of selecting beneficiary households.



The criteria and the verification process were not uniform in all sites. Instead, they depended on the IDPs' perception as to who are the most vulnerable families in their community. The process being community-driven reflects the appreciation of the affected that people/households were affected differently and that men, women and children in different circumstances and categories have special needs during emergencies. Here are some examples consolidated from men and women group discussions in different evacuation centers: Single-headed families, including those headed by widows, Husband or the family head was injured and cannot work anymore, Big family (more than 6 family members) having low income, Survivors of the disaster (e.g. orphan below 18 years old).

### Community Descriptions of the Most Vulnerable Households in the Evacuation Centers

<i>Evacuation centers</i>	<i>Community agreed criteria of most vulnerable families</i>
Banag	<ul style="list-style-type: none"> <li>▪ “pobre sa pinakapobre” (poorest of the poor)</li> <li>▪ Husband is injured and cannot work anymore</li> <li>▪ Traumatized family member</li> <li>▪ Single-headed families, including those headed by widows</li> <li>▪ Big family (more than 6 family members) having low income</li> <li>▪ Survivors of the disaster (e.g. orphan below 18 years old)</li> </ul>
Tabon-tabon	<ul style="list-style-type: none"> <li>▪ None of the family member is earning</li> <li>▪ The family head is disabled and cannot find work</li> <li>▪ The family head is an elderly with no work and no other family member is earning</li> <li>▪ Pregnant or lactating mothers who had given birth not more than two months ago</li> </ul>
Cullat	<ul style="list-style-type: none"> <li>▪ No work, big family and house was totally damaged;</li> <li>▪ Elderly people without any support from pension or from relatives;</li> <li>▪ Single parents, including widows or separated women who have no source of income.</li> </ul>
Tagas	<ul style="list-style-type: none"> <li>▪ No permanent work</li> <li>▪ Single parent, including widow without support;</li> <li>▪ Elderly, disabled or sickly head of the family;</li> <li>▪ Large families with children aged below 9 years old;</li> <li>▪ Pregnant women or lactating mothers.</li> </ul>
Penafrancia	<ul style="list-style-type: none"> <li>▪ No permanent work, pa-extra-extra lang</li> <li>▪ Single parent, including widow without support;</li> <li>▪ Elderly, disabled or sickly head of the family;</li> <li>▪ Large families with children aged below 9 years old;</li> <li>▪ Pregnant women or lactating mothers.</li> </ul>
Malabog	<ul style="list-style-type: none"> <li>▪ No permanent source of income, but big family</li> <li>▪ Old people with no pension or support from relatives</li> <li>▪ Pregnant or lactating mothers who do not receive support or who are dependent on their parents;</li> <li>▪ Farmers who lost their lands and have no current source of income</li> </ul>
Busay	<ul style="list-style-type: none"> <li>▪ Families with no source of income</li> <li>▪ Families whose head has been injured</li> <li>▪ Families with chronic sickness and badly needing medical attention (e.g. TB)</li> </ul>

Source: Emergency Food Security & Livelihoods Programme, Interim Report, Typhoon Durian Response, March 2007



Recognizing that it is not only the men who provide food or income to the family.

During assessment, the team also looked at gender disaggregated data on different livelihood groups before and after the disaster. In one evacuation center (Daraga North Central Elementary school) during the Typhoon Durian response, the population was divided into four major livelihood groups before the disaster. Ranked no. 1 was tricycle driving, Rank 2 was construction laboring, participated by 100% males, Rank 3 was vending (food, vegetables/fruits, etc) where 80% women were involved and 20% men participation, Rank 4 was contractual labor for handicraft shops participated in by 5% men and 95% women. However, the percentage of population participating in each activity was not determined.

After the typhoon and about 4 weeks in the evacuation center, labor participation rate was assumed to have dropped drastically as there were only about 16% of the households which had some source of income. Rank1 of their sources is tricycle driving where about 10% of households were dependent on; Rank 2 is vending with about 5%, Rank 3 is contractual labor on handicrafts with 1%. No one was engaged in construction work. There was also a change in gender participation, tricycle driving was still 100% male's job, there was a noted decrease by 10% men involvement in vending while a noted 10% increase of women involved in vending. A major factor attributed to this was that traditional sources of income and traditional productive assets were lost or damaged by the typhoon. For example, some men lost their equipments such as push carts or bicycles they were using before in their livelihood activities. For the women, what had increased were petty trades such as selling snack food, selling vegetables in small quantities which they carry around in baskets or display in some corner in public places. To some extent, this demanded more women to work outside their homes. This is an example of how disasters affects roles men and women play in the household and the increasing pressure on women to contribute more in productive work for the family to survive post disasters especially in this case where about 85% of the household heads lost their jobs and productive assets and opportunities for jobs is difficult.

**Rapid Assessment in Emergencies at North Daraga Evacuation Center  
With Villagers from Bagumbayan**

Livelihood groups	Livelihood Before Typhoon Durian				Livelihood After Typhoon Durian			
	Ranked by numbers	Participation %	Percentage of participation		Ranked by numbers	Participation %	Percentage of participation	
			Male	Female			Male	Female
Tricycle drivers	1	No data	100%	0%	1	10%	100%	0%
Construction workers	2	No data	100%	0%	3	0%	100%	0%
Vendors (ballot, mixed consumer items)	3	No data	20%	80%	3	No data	20%	80%
Handicraft contractual workers (per piece)	4	No data	5%	95%	4	1%	5%	95%

### Promoting equal representation of women and men in response structures at the field level/or evacuation centers committees

Composition of evacuation center committees varies in size depending on how large the population was and the natural clustering of families from their village of origin. As part of the disaster preparedness measures in place in Albay, government designated evacuation centers have a pre-defined emergency structure such as a camp chief, which is usually the principal of the school cum evacuation center, a camp coordinator, a representative from the municipal DSWD office and so on. However, it was encouraged that IDPs be represented by sitio or puroks or barangays representing their places of origin. This was adopted in many evacuation sites with a slight adaptation as to identify with allocated rooms within the evacuation center. So, for this project the IDPs preferred to be represented thru their room leaders (as likely families from the same sitio or barangay were assigned to the same classroom cum evacuation room). Membership of EC committees composed of representatives from the respective “rooms” plus the DSWD representative and the camp chief. The number ranged from 7 to 15 members. When project staff was asked to facilitate the selection process, one of the criteria put forward was equal representation of men and women in the committee. Women comprise the majority in the committees as more often “room” population choose women representatives as they are evacuation center –bound because of child caring responsibilities. In Bagumbayan EC for example, they have a 15 member committee with only 4 men representatives. Being hands-on, women leaders were active in mobilization for public health activities because they were concerned about health risks affecting their children; they were also responsible for household tasks of collecting water and doing the laundry for their families. One positive result of this is that women were given opportunities to develop their leadership skills, increase their confidence in their work as they become exposed to influences outside the home being able to participate in trainings, project meetings and dialogues with government leaders. It had also raised their status among their community members as during the emergency, their newly found confidence in meeting with agencies and government, and networking skills had earned the community more relief resources to tide them through the crisis. This was appreciated by men members of the community.

### Project policies that promote participation of women in project implementation

During the sensitization process in communities, consultations with government, and other stakeholders, and in its communication strategy, Oxfam had articulated its advocacy on gender and had explained the rationale of putting in gender specific policies and its adoption thru the indicators set in the project. These include the following:

- Promoting women participation in all the processes within the project cycle. Supporting the staff fulfill the gender standards in delivering humanitarian responses e.g. conduct of women only group discussions with women staff facilitating, etc.
- Advocating for equal representation of men and women in project committees;
- Advocating against any form of discrimination and protection of women and children in evacuation centers e.g. Ensuring that women’s privacy are respected thru secure construction of toilets and bathing facilities, etc
- Targeting women for trainings and leadership development;
- Policy on cash distribution where women were to receive the cash in behalf of their households.

## Feedback on women participation

Sensitivity of interventions to women's practical and long term needs can be judged by the beneficiaries themselves based on their perception of appropriateness of the assistance, timeliness of the delivery, and sensitivity of the processes employed to existing social and cultural norms of the community. For the Typhoon Durian Response, feedback from the beneficiaries was gathered on the 6<sup>th</sup> to 7<sup>th</sup> week after the emergency thru a real time evaluation. The following were noted: Targeting households but distributing grants to women was very much appreciated by the beneficiaries. Targeting women was based on the knowledge that they were mostly in the evacuation centers and they usually manage the household budget; grants were thus mostly managed by women (85%). Generally women (44%) or both partners took decisions on the use of cash and in only a few cases men (9%). This probably had positive effect on limiting the misuse of cash, even though beneficiaries confirmed few cases of cash being used for cigarettes and other non-essential needs.

A similar finding but with a greater percentage of women's management over the cash grant was reflected in an evaluation with beneficiaries and other stakeholders for families who were targeted or prioritized to receive cash. Women had prominent role in the management and in the decision on the use of cash. They mostly managed the grants (91%) and decided on the use of cash with their husband (76%) or solely by themselves (21%) and in only a few cases men (3%). A spot check interview (conducted during the actual distribution) of 100 families in Baligang, Camalig revealed the following intended uses of cash grant received: capitalization (25%), shelter (23), food (22%), school (17%) and kitchen utensils (13%). The post-distribution monitoring (PDM) survey, which was done one week after the cash grants distribution, showed similar trend in the use of cash grants by beneficiaries, i.e. a bigger portion of the cash was used as start up capital by the beneficiaries.

As to the general impact of cash grants distribution to relationships at the household level and the community. Some families shared that the assistance had given husbands and wives renewed hope after the disaster and had kept them much closer in the family. The beneficiaries expressed agreement over providing cash during emergencies as they felt it empowers people as they are given the choice of meeting their immediate needs. And since the women decide or make decision together with their husbands, on the uses of cash they have received, agencies are assured that will be used to benefit children and other members of the household.

### Sources:

Case Studies from Remedios Gorgonio

Emergency Food Security & Livelihoods Programme, Interim Report, Typhoon Durian Response, March 2007

Typhoon Durian Real Time Evaluation, Oxfam, January 2007

**Relocation:  
Women fighting for their homes**



For the urban poor community that settled beside the train tracks in Caloocan, demolition has always been a looming shadow fed by rumors that pop up from time to time. As time and rumors passed and their houses continued to stand unmolested, complacency settled in the community.

Things began to change, however. In 1985, several homeowners were made to tear down parts of their houses to comply with decree that there should be no houses within 5 meters of the tracks. In slow succession, the threat materialized. In 2001, then Housing and Urban Development Coordinating Council chair chairman Mike Defensor rode through the tracks and announced the impending rehabilitation of the train tracks and in 2003, the National Housing Authority conducted a census to assess the density of the community that would have to be relocated.

Under threat and short of options, the women of the community turned to the Grassroots Women's Empowerment Center (GWEC), an organization that seeks to contribute to the empowerment of women by creating bonds between the disadvantaged and professional women in urban poor communities. Not having much experience in housing concerns, GWEC asked for the aid of the Center on Housing Rights and Evictions (COHRE). COHRE started a series of housing workshops and worked with GWEC to educate community leaders on housing rights.

**A slow start to an uphill battle**

In the beginning, GWEC had to be creative in pushing their information campaign forward. A team of five GWEC members and some women leaders conducted these information drives in the affected communities. First in Caloocan then farther along the railway to Tayuman, Blumentritt, Dimasalang, and as far as Laguna, the team used loudspeakers and borrowed karaokes to spread their message. Initially resistant despite some 365 families who had already been evicted, the community was eventually worn down by the team's persistent door to door approach. In the end, and estimated 3,000 families from Caloocan and 4,000-5,000 families in Tondo were reached by the campaign.

**A long road**

Once organized, the leadership of the group, mostly women, now had the task of better understanding the situation. The group wrote letters to President Arroyo as well as some key members of government seeking clarification on the plans for the railway project. The distilled answer to their letter was: "people's right to housing will be respected." As further talks with the government ensued, it was confirmed that there would be evictions. The key issue then became suitable relocation. Unknown to them at the time, it would be 3 more years before a suitable relocation site was found.

**Uprooting and Replanting**

Not wanting to be suddenly disconnected from livelihood and accustomed environment, the community did not accept the initial offer of relocating them outside Metro Manila. After it was determined that in-city relocation was not possible, the women of the community took up the task of scouting for a suitable relocation area outside the city.

Aside from not having money to spare, these women initially also had to pacify husbands who scolded their wives for always going out on trips. Worse, after finding a suitable area in San Vicente Bulacan, they were shunned by the local community, reviling them as criminals. In March 2008, GWEC was invited to view a site in Caysio, Bulacan. The leader from Tondo and Caloocan approved of the area. Like San Vicente, the locals initially protested, but the good residents of Santa Maria were eventually convinced to accept their new neighbors.

### A brave new world

St. Mary's village in Caysio has already broken ground and the foundations of new houses have been made. As these women of the railways await the completion of their houses, their prize, they already have a tangible reward. The experiences of the last 6 years has transformed them from an unorganized group of homebodies to accomplished people. More than houses, these women have found new strength and confidence to defend their homes and themselves.

### 7 Elements of Adequate Housing

1. Secure tenure — People are protected from arbitrary forced eviction, harassment and other threats.
2. Affordability — The amount a person or family pays for their housing must not be so high that it threatens or compromises the attainment and satisfaction of other basic needs.
3. Habitability — Inhabitants must be ensured of adequate space and protection against the cold, damp, heat, rain, wind or other threats to health or structural hazards. In this respect, women must also be protected from domestic violence, a clear threat to their health.
4. Accessibility — Disadvantaged groups such as the elderly, children, the physically and mentally disabled, HIV positive individuals, victims of natural disasters and other groups should be ensured some degree of priority consideration in housing.
5. Location — Housing must be situated so as to allow access to employment options, health care services, schools, child care centers and other social facilities. The location of housing is especially vital for women to allow them the opportunities to fulfill other fundamental rights.
6. Availability of services, materials, facilities and infrastructure — Adequate housing requires access to potable water, energy for cooking, heating and lighting, sanitation, washing facilities, food storage, garbage disposal, drainage and emergency services. The importance of the proximate availability of these services is clear, considering the reality of many women's daily lives, often bearing the primary responsibility for the care of household, children and other family or community members.
7. Cultural adequacy — Housing must allow for the expression of cultural identity and recognize the cultural diversity of the world's population. Women must be given the chance to partake in the planning of housing to ensure a reflection of their collective identity.

*SOURCE: FACT SHEET ON WOMENS RIGHTS TO ADECUATE HOUSING, LAND AND PHOPERTY, CENTER ON HOUSING RIGHTS AND EVICTIONS*

**Source:** Home At Last: A Women-led Approach to Relocation, Grassroots Women Empowerment Center, Inc.



## Child- Friendly Spaces



The mudslide in Guinsaugon on February 17, 2006 buried an entire village 30 feet under the ground and ended more than a thousand lives.

To ensure that care for children would be a priority following the tragedy, World Vision Development Foundation (WVDF) included in its emergency response the establishment of Child-Friendly Spaces (CFS) in 2 evacuation centers. A total of 286 directly-affected families stayed at Cristo Rey Regional High School and 218 families from 4 neighboring villages declared as high risk areas were housed at the Catmon Elementary School in St. Bernard.

Through the CFS, WVDF aimed to provide psychosocial care and a sense of safety to the children. The creative activities allowed children to share their ideas and feelings were designed to help children cope and deal with their negative emotions caused by their tragic experience. By creating opportunities for children to play, express themselves, and interact with other children in the CFS, children could regain a sense of normalcy.

It's important to include the wider community, especially community leaders, and to get them enthusiastic about providing a safe place for children. The CFS provides an opportunity for the community to unite for a common purpose.

A CFS is an open area where children and youth can come from home and meet other children, learn some age appropriate competencies that help them deal with the risk they face, be involved in expressive and some educational activities and relax in a safe place, which is focused on them. It is both a protective environment and one that enables children's health physical, psychosocial, moral, and spiritual development. A CFS gives children a sense of safety, structure, and continuity and provides support amidst overwhelming experiences. A CFS can be created in a school, a community center, a tent(s), or an open space either in a camp or in a community. It must be a place where girls and boys feel safe.

*Description of the CFS Tent in Saint Bernard:* Orange-colored, with floors made of plywoods, temporary and easy to assemble, spacious, with a visible World Vision logo and child rights banner, a structure near other tents where school children have classes, and tent floor is muddy when it rains.



What do we bring with us to the CFS Tent? Story books, drawing/coloring books. Radio cassettes and tapes, musical instruments, coloring book, board games, mats, coloring pens, skipping rope, pencils, crayons, assorted toys, plyboards as makeshift floor; biscuit/snack items, chairs/desks, brooms and trash bags, drawing paper, dolls, slides and ladders, badminton and other sports equipment, TD curriculum facilitators' guide, puppets, coloring pens/crayons, scissors, baby diapers.

What we found needed? Audiovisual equipment and brochures/information materials about World Vision and CFS, activity materials for mothers so they can do something while staying at the CFS tent with their children.

**Source:** A Rainbow After the Rain, World Vision Child-Friendly Spaces, World Vision Development Foundation, Inc.



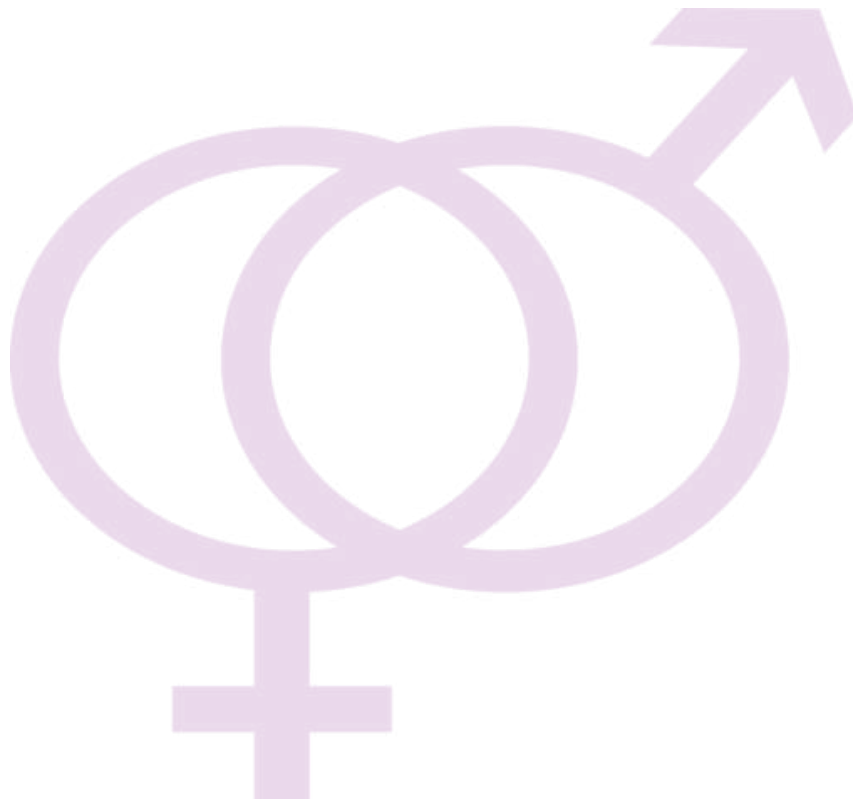
*The Project “Transcending Poverty and Violence through Barangay Sisterhood and GAD Sourcing was implemented by the University of the Philippines Women Center Studies in partnership with the Local Government Units of Del Gallego and Pili of Camarines Sur and the Camarines Sur State Agricultural College and PACAP. The project involved the establishment in the Barangay of a Family Healing Center, counseling of “wounded families”, and economic empowerment by providing skills training to affected women to start some livelihood activities. that would make them empowered economically.*

*Meanwhile, women’s groups involved themselves during the emergency operations for affected communities in the areas they work in the aftermath of Typhoon Ondoy. DAMPA, Lihok Pilipina and the Bantay Banay network, COPE and PHILSSA (which are part of the Huairou Commission and GROOTS International Community Resilience Project) set up women’s, ensuring that most affected and least served communities received food, clothes, medicines, and aid. They organized women’s groups and the community members who had experience in trauma-healing to take charge and facilitate psychosocial activities, and to listen to the fears and worries of those affected.*





**Module 5**  
**GENDER- SENSITIVE DISASTER**  
**RISK MANAGEMENT PLANNING**





**Module 5:****GENDER- SENSITIVE CBDRM PLANNING  
(ACTION PLANNING)****Learning Objectives**

At the end of this session the participants are able to:

1. Explain the importance of the Gender-Sensitive Community Disaster Risk Management Plan
2. Discuss the process of the Gender-Sensitive CBDRM Plan
3. Craft a Gender-Sensitive CBDRM Action Plan

**Key Points**

1. The Gender-sensitive Community Disaster Risk Management Plan unites the community in commitment and actions in achieving its vision of safe, gender-fair, resilient and developed families and community
2. The sound basis of the Gender-sensitive CBDRM Plan is the gender-based community risk assessment
3. The Gender- sensitive CBDRM Action plan addresses practical and strategic gender needs through appropriate disaster risk management interventions before, during and after a disaster.

**Methodology**

“Vision of Safe, Gender-Fair and Disaster Resilient Community”  
Interactive Lecture  
Workshop, Plenary Presentation and Discussion



## Process

1. “Vision of Safe, Gender-Fair and Disaster Resilient Community”. Group Participants into 4 – 5 groups. Have at least one group each be composed of all women and all men, while the other groups can be mixed groupings. Have each group discuss what the families and community will look like if they have implemented gender-sensitive disaster risk management measures, “What is your vision of a safe, gender-fair, and disaster resilient community?” Have the groups draw this “Safe, Gender-Fair and Disaster Resilient Community” on kraft paper or flip chart paper.

Facilitate a discussion of the similarities and differences of posters drawn by the various groups.

2. Compare with the current disaster situation, using maps and pictures from the community risk assessment. Ask the participants: “How do we go from the current situation to the envisioned situation?” Summarize answers.
3. Explain that if the Participatory Gender-based Community Risk Assessment unites the community in common understanding of its hazards, vulnerabilities and capacities, the Gender-Sensitive (or Responsive) Community Disaster Risk Management Plan unites the community in commitment and actions in disaster risk reduction.

Note that as in all the processes in integrating the gender perspective in CBDRM, the participation of women is required and enhanced. Note that participation involves process and content. Process will involve ensuring presence of women, respecting and recognizing their contributions as well as having support mechanisms in the family and community for them to participate. Content would cover not only practical gender needs but also strategic gender needs within the framework of reducing vulnerabilities and increasing capacities to protect individuals, families and community from impacts of hazards.

4. Compare the planning process in gender-sensitive community based disaster risk management to planning for a trip similar to bring the community from its current situation to its envisioned situation of safe, gender-fair and resilient community. Another analogy how to build the envisioned community.

Why is to protect from and strengthen the community to withstand threats or hazards while contributing to gender equality and women empowerment.

Where we want to go is the vision of the a safe, gender-fair, disaster resilient, and developed community which the Participants.

How to get there are the gender-sensitive risk reduction measures which were proposed to reduce damages and loss to the elements at risk by

strengthening capacities and addressing vulnerabilities of women and men informed by gender-based risk assessment process

- ↪ Before the disaster - gender-sensitive disaster risk reduction (prevention, mitigation and preparedness)
- ↪ During disaster - gender-sensitive emergency responses
- ↪ After the disaster - gender-sensitive recovery within the framework of mitigation and preparedness

Including in all phases of activities participation of women and support mechanisms in the family and community for their involvement.

Who is taking the trip and who is coming too are the community and the other stakeholders who divide among themselves what they contribute or bring with them to the journey. The driver is the Community Disaster Risk Management Organization or Committee with women equally sharing with men leadership and responsibilities.

When are the schedules for activities to be accomplished.

Sign posts or road signs are indicators that we are meeting objectives and targets.

5. Summarize the process by reviewing what the participants did in the workshops during the training. These are the steps in crafting the plan.
  - a. Community Risk Assessment (Hazard Vulnerability Capacity Assessment)
  - b. Identify the objectives and targets of the plan
  - c. Identify the Disaster Risk Reduction Measures (solutions to community problems)
  - d. Determine the Resources Needed (labor, materials, money, etc.)
  - e. Assign tasks & responsibilities for activities (who will carry out)
  - f. Determine Timetable, Schedules and Deadlines
  - g. Determine critical elements and barriers for plan implementation
  - h. Discuss with Community Members and Other Stakeholders
  - i. Implementation, periodic review and plan improvement

Plan implementation should lead to continued progress in ensuring safety, gender-balance, attaining disaster resilience and sustainable community development.

6. Divide the participants into groups to do their gender-sensitive CBDRM Action Plan.

**Gender-Sensitive Community Disaster Risk Management Action Plan  
(January – December 2010)**

Objectives:

Hazard:

Elements At Risk	Disaster Risk Management Activities	Schedule/ Timetable	Responsible Committee and/or Person	Resources		Support Agency
				Existing	To Look For	
	Before Disaster					
	During Disaster					
	After Disaster					

7. Alternatively to focus on gender-issues (strategic and practical) in community risk assessment, the following action planning format can be used.

Gender Issues	Objectives	Disaster Risk Management Activities	Performance Targets with Gender Indicators	Timeframe	Resources Needed (human, financial, technical or physical)	Persons or Agencies Responsible

8. After all the group reports, acknowledge the results and work of the participants. Give some comments on the contents of the plans. Note that the plan will just remain on paper or in the desk or filing cabinet, and should be implemented.

Stress that beyond the scheduled activities, continuous advocacy and day-to-day actions are necessary for CBDRM to contribute to gender-equality and women’s empowerment.

9. End with women and men working together in their families and communities in CBDRM. Women and men, working together, can identify those hazards that threaten their lives, homes, livelihoods and communities, address vulnerability conditions and factors and build safer and developed families, communities and society!





### Materials Needed

1. “Vision of Safe, Gender-Fair and Disaster Resilient Community” – kraft paper or flip chart paper, colored pens and crayons
2. PowerPoint Presentation or visual aids
3. Matrix for the Action Plan



### Duration

4 hours



### References

1. Gender Responsive Planning to Address Practical and Strategic Gender Needs
2. Last Words on Planning



### Tips to Facilitator

1. Two approaches in action planning is presented in this Module. One takes off from the usual action planning process and template used in CBDRM. The other which is contributed by a gender specialist proceeds from using the gender issues – strategic and practical – which are to be addressed in CBDRM.
2. In the Philippines, the Gender Equality and Women’s Empowerment Framework (GEWEF developed by Sarah Longwe is widely used in gender mainstreaming in development planning.
3. The “Last Words on Planning” stresses actions to achieve the objective of the plan. Gender- sensitive CBDRM requires day-to-day actions of individuals, families and communities as well as government authorities and service providers.

**Gender-responsive Planning to Address Practical and Strategic Gender Needs**



**Addressing Practical as well as Strategic Gender Needs (PGN/SGN)**

Practical gender needs are those that arise from the daily performance of women’s roles such as food, housing, safe water, health and educational services for children. These needs are met by involving women as beneficiaries and participants. Measures may improve the conditions of women but not their traditional roles and relations.

Strategic gender needs are those that relate to unequal relations of women and men such as gender division of labor, power, and control. They respond to such issues as legal rights, domestic violence, equal wages, and women’s control over their body. Interventions involve women as agents and enable them to become agents of change. Satisfying strategic gender needs can improve women’s position in society and empower them to transform gender relations.

<b>Practical Gender Needs</b>	<b>Strategic Gender Interests</b>
Tend to be immediate	Tend to be long-term
Relate to daily needs: food, housing, income, health, children, etc.	Relate to disadvantaged positions, subordination, lack of resources and education, vulnerability to poverty and violence, etc.
Are easily identifiable by women	Can be difficult to identify, i.e., women may have difficulty identifying the reasons for disadvantage and potential ways to overcome it.
Can be addressed with specific inputs, e.g., food, hand pumps, clinics, etc.	Require change and transformation, e.g., consciousness raising, increasing self-confidence, education, strengthening women’s organizations, political mobilization, etc.
<b>Meeting Practical Needs</b>	<b>Meeting Strategic Interests</b>
Meeting practical needs involves women as beneficiaries and sometimes as participants	Addressing strategic interests involves women as agents or enables women to become agents
Meeting practical needs can improve the conditions of women’s lives	Meeting strategic interests can improve the position of women in society in relation to men (greater equality)
Meeting practical needs does not usually change traditional roles and relationships	Meeting strategic interests can transform relationships and help women gain control over their lives

Source: CIDA, 1997

## Using Gender Equality and Women's Empowerment Framework (Longwe's Framework)

1. **Welfare** The material needs and general welfare of women (relative to men) in such areas as food supply, income and medical care should be met. You need to analyze whether there are social or cultural factors that prevent women from enjoying fully the benefits of welfare programs. For example, when you hear a proposal for public health services, you may want to ask whether this will cover the health needs of women across their life spectrum (from infancy to old age).
2. **Access** — Women should be able to access productive resources on equal basis with men. These include land, labor, credit, training, marketing facilities, information, and all publicly available services and benefits. Remember that even if public services and benefits are designed to benefit everybody, women have particular constraints for accessing them. For example, credit may not be accessible to women because of such conditions as collateral, complicated application requirements, or a husband's consent. Information, which is an essential requirement of empowerment, may not always be accessible to women because of their roles and activities.
3. **Conscientization** — There is a need to transform the mind set of people, both women and men. Both should be convinced that equal gender relations will work better for them. There are many activities that will promote conscientization. Gender orientation and awareness raising could be among them. The challenge is to work for the conscientization of as many people as possible.
4. **Participation** — The participation of women in the processes of development planning is a non negotiable requirement of gender mainstreaming. Women should be physically present and able to articulate their views in the various processes. They should also be provided with information, training and tools that will enable them to get into the stream of public debates. Effective participation of women may require training in assertiveness, leadership and negotiation. Participation of gender aware men in processes that transform gender relations is also essential to gender equality.
5. **Control** — Control of women over circumstances that affect them springs from the combined outcomes of interventions in the level of welfare, access, conscientization and participation. It concerns equality of control over the factors of production and distribution of benefits, which means that neither women nor men are put in a position of dominance or subordination.



**Indicators to Monitor Progress**

Practical and Strategic Needs Areas	Indicators
<p><b>WELFARE</b> — The extent to which the material conditions of women improved;</p>	<p><b>WELFARE</b></p> <ul style="list-style-type: none"> <li>- greater food security</li> <li>- improved health</li> <li>- decrease in incidence of sexual and other forms of abuse</li> <li>- decrease in maternal mortality and incidence of common and fatal ailments</li> <li>- increase in average life span</li> <li>- improved sharing of workloads with other household members and levels of happiness and greater satisfaction</li> </ul>
<p><b>ACCESS</b> — The extent to which women’s access and control over resources have changed; The extent to which the positive changes in their access and control over resources contribute to gender equality and women’s empowerment;</p>	<p><b>ACCESS</b></p> <ul style="list-style-type: none"> <li>- improved access to new and highly valued skills and knowledge</li> <li>- credit, income, information, training, technology and social services accessed</li> <li>- access to technology that reduces time and labor spent for domestic and economic drudgeries</li> </ul>
<p><b>CONSCIENTIZATION</b> — The extent to which plans, projects and activities contribute to the raising of awareness about the dynamics of gender relations and how these changed the relationship of women with men and other significant persons in their social, economic and political milieu;</p>	
<p><b>PARTICIPATION</b> — The extent by which women contributed to the attainment of the PPAs’ objectives and how these helped empower them; and</p>	<p><b>PARTICIPATION</b></p> <ul style="list-style-type: none"> <li>- increased decision making opportunities and roles</li> <li>- more women organized to take common positions</li> <li>- increase in the number of women in leadership positions</li> <li>- greater support and recognition by others of women’s leadership and participation</li> </ul>
<p><b>CONTROL</b> — The extent to which women generate the power to make decisions affecting their life. Monitoring should also be able to diagnose why the desired results in the aforementioned areas are not happening and to make timely recommendations to address the obstacles.</p>	<p><b>CONTROL AND OVERALL EMPOWERMENT</b></p> <ul style="list-style-type: none"> <li>- improved self concept</li> <li>- ability to take control of own life</li> <li>- assertiveness and skills in self-expression support systems</li> <li>- reduced sexism, stereotypes and biases against them</li> <li>- greater appreciation of the economic value of women’s domestic contributions</li> <li>- increase in the number of hours for rest and leisure</li> <li>- increased public awareness of women’s issues</li> </ul>

Source: Department of Interior & Local Government and National Commission on the Role of Filipino Women, Gender Responsive Local Planning and Budgeting: A Guidebook for Beginners, 2002

CIDA, Policy on Gender Equality



## LAST WORD ON PLANNING

A Plan must therefore  
**be written,**  
so that it will be remembered;  
**Simple,**  
so that it can easily be followed;  
**Communicated,**  
so that everyone will know about it;  
**Tested,**  
so that its theory can be proved;  
**Revised Regularly,**  
So that it will be up-to-date;  
and

easily **Accessible** to those who need it.

**Planning does not achieve worthwhile results**

**Results are achieved through action**

**The time to start is now !!!**



*Women and men, working together, can identify those hazards that threaten their lives, homes, livelihoods and communities, address vulnerability conditions and factors, and build safer and developed families, communities and society!*

## Women's Participation In the Peace Process: Key Towards Sustainable Peace in Mindanao



We always hear sad stories of women and children dying in evacuation centers, caught in the crossfire, traumatized. News reports depict the women as mere casualties of war-weak, defenseless, and at all times needing protection by powerful armed men from either military or revolutionary groups.

Little is known about how women of the indigenous peoples, Bangsamoro, and settler population survive in this conflict. How do they cope and what do they contribute toward rebuilding peace? How can they help in the peace process?

### Women as Mediators and Negotiators

Maranao women from the Bangsamoro peoples view themselves as “tiglimpyo sa mga hugaw sa katilingban” (cleaners of the dirt of the community). They usually play the role of mediators in conflict situations. Whenever there is rido or family feud, it is always a woman who addresses critical issues and brings the parties to settlement. Within Maranao culture, women do not consider themselves oppressed or exploited because they know their specific roles and place within the community and the confines of their culture. Women are well respected and influential in the community.

Western gender standards may present a different view of women's position in these communities. For example, a woman from the Matigsalug tribe showed a picture of a woman tugging her two children while carrying farm products on her back. How you interpret that picture depends on your cultural, political, economic, and ideological background. For a Matigsalug woman, it simply means that she is a hardworking woman assuming her role as a nurturer of the community.

This is a critical point in our attempt at describing and enhancing the role of women in peace building, especially within the context of Mindanao, where conflict has cultural dimensions. Gender issues must always complement local cultures for us to be able to optimize women's participation.

In the Arumanen Manobo tribe, women are sent to the enemy to settle conflicts. Arumanen Manobo women see this as a crucial role in their community life-mediating and resolving conflict even at the risk of sacrificing their own lives. More often than not, the women are successful in the negotiation process and are able to prevent the conflict from escalating.

What is ironic in this scenario is that Arumanen Manobo men have another view of women as peace negotiators. According to Marsh Daul, an expert in the oral history tradition of the Arumanen Manobo, the men send their women ahead as mediators because they are deemed dispensable to the tribe. Between a man and a woman, it is wiser to gamble with the woman. They send their women as “sugal” or as pawns to their enemy. The men were quick to note, however, that this is a troubling aspect of their culture.

Another woman of the Matigsalug tribe said that women only talk during meetings if they have a specific responsibility or task assigned to them. If there is none, their men talk for them. During the plenary presentation of the workshop, most of the Datus and Timuays expressed their apprehensions

about promoting the role of women. They cautioned that this should not contravene their culture—a core issue in the struggle of the indigenous peoples. Timuay Nanding Mudai, a tribal chieftain of the Subanen tribe from the Zamboanga peninsula, said that these activities for women should not teach wives how to slap their husbands, nor should they attempt to equalize the status of women with the Datus or the Timuays.

### **Women as Mothers and Teachers**

Mothers are the first teachers. They shape the minds and hearts of the young and are influential in the family. Mothers shape our values, beliefs, spirituality, habits, practices, and even our biases and prejudices.

Baicon Macaraya, an active Moro leader from Lanao, recounted her experience at a beauty parlor where she was going to have a haircut and had to take off her combong. Beside her was a Bisaya with her young daughter. The daughter was tired and impatient and wanted to go home. To silence her daughter, the mother told her “dili gali ka mopatoo diha pakaonon ta ka og Moros” (If you won’t obey me, I’ll feed you to the Moros). Baicon was shocked. If this is the way mothers raise their children, it is no wonder we keep reinforcing these biases and prejudices against one another: biases against the Moros, prejudices against settlers, and discrimination against the Lumads. After Baicon finished her haircut, she put on her combong, approached the young girl, and gave her most sincere smile. She did not know what effect her smile would have on the girl, but through that smile she wanted to convey that Moros do not eat children.

Another experience Baicon shared happened during 2000 at the height of the war. She and a companion were going to a shopping mall in Davao City, and they agreed that, as a test, Baicon would wear her combong and her companion—also a Moro—would remove her own. When they entered the mall, Baicon was thoroughly searched while her companion not wearing a combong entered freely.

### **Invisibility of Women in the Peace Process**

While existing customs and practices within our communities recognize the role of women as peace negotiators and mediators, the reality is that we also have policies and systems that make these efforts and roles invisible. Our roles in the community as peace mediators seem to be but an extension of our role in the kitchen—that is, to keep the peace within the family and contain conflict among the children and family members. There is no recognition of the women as peace negotiators in the more “formal, public, and official sense.”

How many women are in the peace negotiations? In the Government of the Republic of the Philippines (GRP) Peace Panel, two out of five are women while its Moro Islamic Liberation Front (MILF) counterpart has no women members at all. Who is part of the negotiations? A quick count shows that it is dominated by men who are generals and lawyers—professions that thrive in conflict. In the whole peace process machinery from the principals down to technical and working group committees, there are elements that consider the negotiating table an extension of the battleground.

It is easy to predict what will happen at the negotiating table with only men around it. They will debate about weapons, territorial integrity, political power, self-determination, constitution, power sharing, elections, international laws, and politically negotiated settlement—the so-called hard issues. This is the legal rhetoric and diplomatic bullying that impedes genuine peace.



Bring in the women and they will show you the human face of the conflict. They will tell you about their lives in the evacuation centers, food blockades, sick children, orphans, widows, destroyed homes, schooling, medicines, trauma, and broken relationships. If we put women at the negotiating table, they will change the equation of the negotiation. They will introduce practical, workable solutions to the conflict in Mindanao. This does not mean that women are not parties in the right-to-self-determination struggles of the indigenous and Bangsamoro peoples in Mindanao.

If women have already been playing the role of mediators and peacemakers in their communities, why is their expertise not recognized and tapped in the official peace process? We seem to have the distorted notion that men are for public concerns and women for private life-hard issues for men, soft issues for women. Thus, if this Mindanao peace process is official, it should be left to men while the women do their usual mediation within the family and at the community level-the latter perceived as an extension of the woman's kitchen. This is where we miss the point. If we continue excluding women, we can never complete this peace process.

There is a need to elevate the status of women as mediators and negotiators of conflict from the community level to the official peace negotiations. That done, we will be able to talk about food, homes, education for children, reconciliation, and the rebuilding of relationships among the tripeoples. Women's current initiatives like the zones of peace, spaces for peace in Pikit, Cotabato, the Pilgrimage for Peace in Kauswagan and Lanao, and the peace dialogues in Carmen must be institutionalized and supported in the official peace talks until we make the entire island of Mindanao our zone of peace.

A case in point is the relief and rehabilitation agenda in the talks. Government bragged about the hundreds of houses they rebuilt for evacuees, but women who visited these structures said that they are not sensitive to women's needs. Their concept of home is not only the four-cornered building that government provided. A home has a place for growing vegetables and space for raising chickens and hogs to supplement the family's income. If we built only physical structures, we failed to address the woman's need to be productive within her own domain. The space must also be one where she has the opportunity for livelihood, thus contributing to her empowerment as a productive member of society.

The peace talks do not see this. Their plans use generalized statistics and look at men as representatives of the human race. What is good for the men will probably do for the women, children, aged, sick, and disabled. Another example is the situation in evacuation centers where all people are lumped together-women, men, children, carabaos, dogs, and pigs. Policies pertaining to relief and rehabilitation do not see conditions from the perspectives and needs of women. Considerations for hygiene and decency are totally disregarded, thus making women from already dehumanizing situations vulnerable to other forms of sexual abuse.

This is not a prophecy that women will bring everlasting peace to Mindanao. What is important is that we start in the right direction by bringing our sisters into this negotiation process. Then perhaps we can rebuild peace in Mindanao for ourselves, our children, and the generation to come.

**Source:**

Atty. Mary Ann M. Arnado, Mindanao People's Caucus paper presentation during the Thematic Workshop on the Role of Women in Peacebuilding, Mindanao Peace Summit "Empowering the grassroots and rebuilding peace in Mindanao", September 10-12, 2002, Davao City.

<http://www.womenwagingpeace.net/content/whatwedo/newsevents/9mindanao.asp>

## What Women Have to Say



The Strengthening Flood Preparedness and Building Community Resources Towards Disaster Resilient Communities Project was implemented by the Citizens' Disaster Response Center (CDRC) and the Tabang sa mga Biktima sa Bicol, Inc. (TABI) in five at-risk communities in Albay, Bicol Region in July 2004 to July 2006.

Project activities were directed towards capacity development through community training, formation of the disaster preparedness committees, and community resource building for long term disaster mitigation and risk reduction. Key project activities in each barangay involved:

1. Ladderized training
  - Disaster Management Orientation,
  - Basic Health Orientation and Herbal Medicine Preparation
  - Disaster Preparedness Training
  - Basic Health Skills Training
  - Leadership Training
2. Hazard Vulnerability Capacity Assessment
3. Formation of the Disaster Preparedness Committee and Community Health Workers Committee
4. Community Education
  - Discussions on selected topics ranging from personal hygiene and sanitation, effects of continuing degradation of the environment, or effect of government policies and activities
5. Disaster preparedness and mitigation activities
  - Animal dispersal (pigs, chicken, duck, goat, carabao)
  - Seed dispersal
  - Tree planting
  - Repair and construction of houses
  - Construction, use and maintenance of artesian wells and installation of water pumps
  - Health consultations or barangay check-ups
6. Regular assessments and planning

At the end of the project, this is what women have to say....

Women were noticeable more visible in the activities of the project. Gone are the days when women were just at home and took care of the children. Men and women are now partners in taking care of the family and in participating in community endeavors.

On the average, there were five women to one male attending community meeting and training programs. The women said that they could not have done so if their male counterparts did not support them. The days they were in training and in meetings took them away from household chores like taking care of the children and the home. In addition, the male in the community seemed

not to mind that women lead them. Three of five communities had women as presidents of the management committee. The members of the disaster response committee and community health workers roughly had the same ratio.

“Our men choose us to attend and participate in community projects because they work in the field and go to Manila to find jobs as carpenter or drivers,” Rhodora, 24, president of the management committee of Tumpa said.

In addition to community activities, women leaders were breadwinners in their families. Belen, president of the management committee of Maninila, earns money for her family of seven by cooking and selling rice cakes and other native delicacies which she and her husband would bring to town to sell. Similarly, Annie tends to their vegetable garden and sells the produce to neighbors. Her husband had waning eyesight and could not work as much as he would want to. Both of them forage for dry coconut leaves which she weaves into coconut shingles. Her widowed mother-in-law looks after their children while Annie sells her produce in town.

The story goes on. The women weave abaca hemp into table placemats which exporters contract out to them. They prepare the famous *pinangat (laing)* a delicious viand of dried *gabi (taro)* leaves cooked in thick coconut milk over low fire. They sell these to their neighbors or to the nearby town. They work as hired helpers cleaning homes or cooking for rich folks in the town proper. They sell clothes, make-up and accessories to neighbors and friends.

Juggling time between their husband and children, these women enjoy being active in the community. Rhodora said, “The social bonding during the activities and while sharing funning anecdotes, along with the challenge of helping solve community problems, spice up our lives. In addition, we are able to develop our personalities. I would not have it any other way.” Rhodora enjoys her activities in the community to which she has devoted her time while away from her small business as AVON sales agent.



**Source:** Strengthening Flood Preparedness and Building Community Resources Towards Disaster Resilient Communities: A Case Study by Ma. Socorro Torres (Researcher) for CDRC and TABI.

## Closing Activities



### Learning Objectives

1. Synthesize the training workshop
2. Conduct course evaluation
3. Formally conclude the training



### Closing Activities

1. Synthesis of the modules taken up within the training workshop
2. Filling up of the Evaluation Form by participants
3. Closing Ceremonies and Awarding of Certificates of Participation

## INTEGRATING GENDER INTO COMMUNITY BASED DISASTER RISK MANAGEMENT TRAINING WORKSHOP EVALUATION FORM

**PLEASE ANSWER THIS EVALUATION HONESTLY TO HELP IMPROVE THE TRAINING!**

**RATING : 1=Poor 2=Needs Improvement 3=Average 4=Good 5=Excellent**

**1. Meeting Objectives and Expectations**

remarks: \_\_\_\_\_

**2. Contents**

A. Usefulness & Relevance

B. Adequacy

Topics most relevant: \_\_\_\_\_

Topics not relevant : \_\_\_\_\_

Topics that should have been covered: \_\_\_\_\_

New Things Learned / Insights: \_\_\_\_\_

Things Re-learned/Insights: \_\_\_\_\_

Things "Unlearned"/Insights: \_\_\_\_\_

**3. Methodology / Process: Appropriateness & Effectiveness**

Remarks: \_\_\_\_\_

**4. Facilitation / Resource Persons**

Remarks: \_\_\_\_\_

**5. Participation**

Remarks: \_\_\_\_\_

**Host Team Performance**

Remarks: \_\_\_\_\_

\_\_\_\_\_

**Time Allocation and Management**

Remarks: \_\_\_\_\_

\_\_\_\_\_

**Venue / Food / Accommodation**

Remarks: \_\_\_\_\_

\_\_\_\_\_

Accomplished by: \_\_\_\_\_

**Name & Signature**

Date: \_\_\_\_\_







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