United Nations
Division for the Advancement of Women (DAW)
International Strategy for Disaster Reduction (ISDR)
Expert Group Meeting on
"Environmental management and the mitigation of natural disasters:
a gender perspective"
6-9 November 2001
Ankara, Turkey

GENDER MAINSTREAMING GUIDELINES FOR DISASTER MANAGEMENT PROGRAMMES

A Principled Socio-Economic and Gender Analysis (SEAGA) Approach

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*   The views expressed in this paper, which has been reproduced as received, are those of the author and do not necessarily represent those of the United Nations.

ABSTRACT

The paper outlines the role of Socio-Economic and Gender Analysis in addressing

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1. INTRODUCTION

Natural disasters have had an ever-increasing impact on the lives and assets of1.

The international humanitarian response system is working towards not only providing appropriate immediate _life saving interventions_ but also to _developing frameworks of analysis and action_ (Box 1). For more effective programs there is a growing recognition of the importance of acquiring a greater understanding of the specific _context_ of each crisis situation, the causes of the situation and how communities are affected.

Box 1:   Approach for Developing Frameworks of Analysis and Action

Risk:

Vulnerability maps: Geographical Information Systems that overlay hazard *intensity or magnitude, return frequency and probability* and types and levels of vulnerability against a minimum under which an area, sector, community, or social group will be unable to deal with a particular situation. *Implicit vulnerability* is
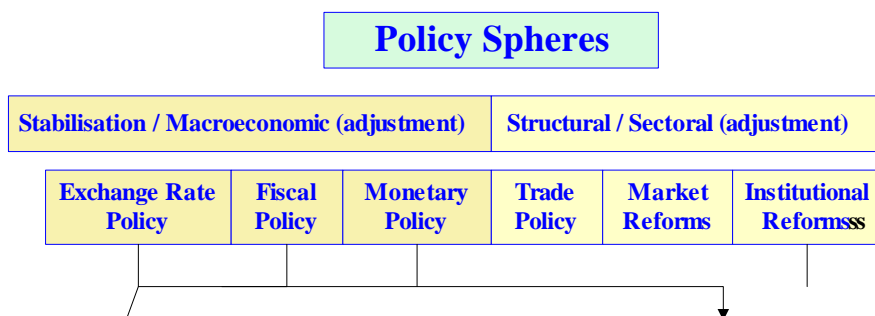
The <u>targeting</u> of three inter-linked levels (Box 2) is recommended, to address the need for sustained and holistic gender analysis to recognize gender patterns throughout the disaster cycle and promote gender equality, hazard mitigation, and vulnerability reduction at every opportunity.

- r **<u>Macro</u>** level,

- r **<u>Meso</u>** or **<u>Intermediate</u>** level,

- r **<u>Micro</u>** or **<u>Field</u>** level.

The focus at the <u>Macro Level</u> is on ***policies and plans***, international and national, economic and social, including trade and finance policies and national development plans.

Box 2: **Framework of Linkages between Policies and Food Security**[4]

Policy Spheres					
Stabilisation / Macroeconomic (adjustment)			**Structural / Sectoral (adjustment)**		
Exchange Rate Policy	**Fiscal Policy**	**Monetary Policy**	**Trade Policy**	**Market Reforms**	**Institutional Reformsss**

The focus at the <u>Meso Level</u> is on *structures*, such as institutions and services, which function to operationalise the links between macro and field levels, including communications and transportation systems, credit institutions, markets and extension, health and education services.

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[4] Source: Adapted from World Bank (1990).

There are many types of institutions in any society (public, private, formal, non-formal, religious or secular). Institutions are often responsible for interpreting national policies and for developing programmes that implement those policies.

Institutions are also often in a position to develop processes that permit local people to get more involved in making decisions about the kind of change they would like to have happen in their communities. They facilitate linkages between households and individuals, communities, and policy makers who work at the macro level. Institutions also are responsible for the collection, documentation, analysis and interpretation of data in a country.

The way in which quantitative and qualitative data are structured and presented has a strong influence on the use of this information by policy makers at all levels. Analysis of the institutional component provides information about regulatory mechanisms and the flow of services.

The focus of the Micro Level is on the *livelihood strategies* of women and men as individuals, and among households, and communities as a whole.

Example

Box 3:   **Linkages between Household Food Security Factors and**
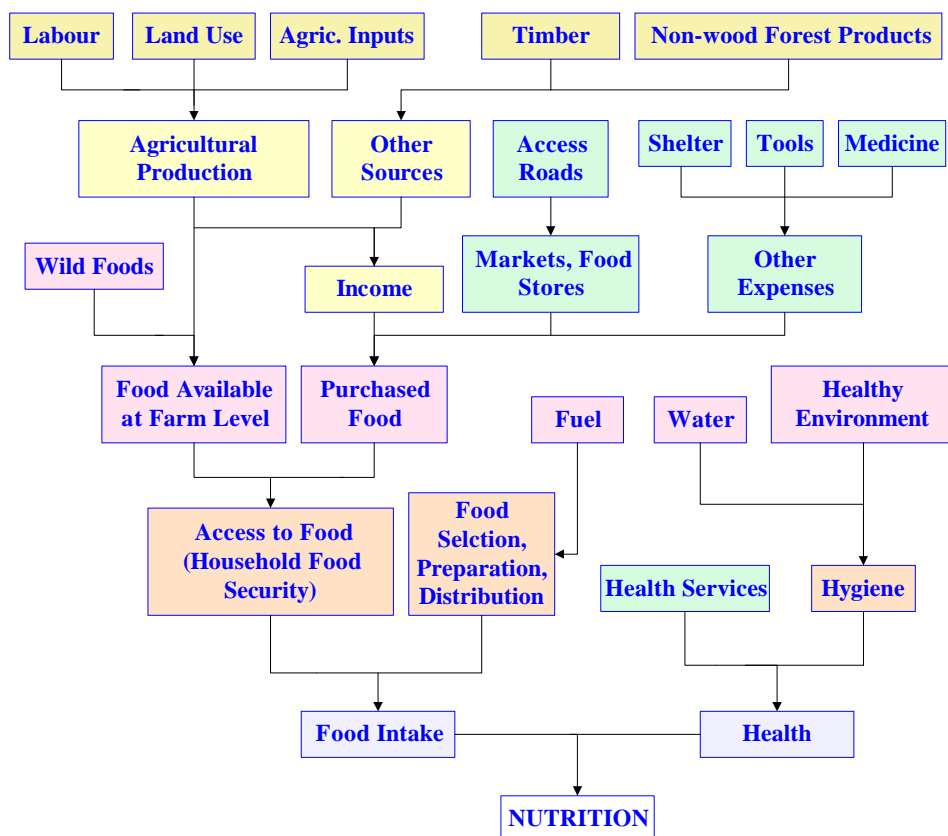
Nutrition

The lack of food security in a village may stem from environmental (e.g. drought)

validity of analyses from quantitative data for a specific area or community, and identify important areas of study.

Box 4:   Substantive Issues Outline for Data and Participation Policy

Data Selection Policy	Data Management Policy
§ **Definitions, Indicators, Types, Levels, Sectors, Methods, Sampling & Resources, Monitoring, Evaluation of Results.** § **Sex-disaggregated Data. Intra-household Data. Access & Control.** § **Macro Level Statistics.**	§ **Capacity to Store, Retrieve, Relate, Integrate & Present Data Types: Spatial,**

3.2   RESILIENCE OF DISADVANTAGED PEOPLE

Capacities and *vulnerabilities* in individuals and social groups are built over time and determine peoples' abilities to cope with crisis and recover from it. They are related to peoples' material, physical and social <u>resources</u>, and their <u>beliefs</u> and <u>attitudes</u>. Examples of capacities include the availability of information, authority, institutions, partnerships, plans and procedures, and access to resources.

The challenge is to determine the <u>resilience</u> of a community in all the spheres that influence the balance between their capacities and vulnerabilities, the extent to which communities, particularly disadvantaged households, may overcome the adverse effects of a hazard.

> **Resilience:** The community's ability to adapt to and cope with or withstand the losses, damage and disruptions caused by hazards. Clearly, resilience depends on access to resources, capacities and capabilities. A possible measure of resilience is how quickly a system recovers from failures and associated opportunity costs.

Increasing resilience in an socio-economic and gender perspective would first require assigning quantitative or qualitative (e.g. engendered Modified Criteria-development Matrix [5]) degrees to the concept of resilience and then measuring actual (or relative) capacities. Secondly, determining the local levels of vulnerabilities to different types of actual or potential hazards, and lastly changing societal wealth-risk trade-offs and behavior that address <u>the strategic needs</u> of the <u>most disadvantaged</u> women and men.

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[5] Parker, D.J. and Budgen, P., 1998 - ISBN 0 7277 27192. Modified Criteria-Development Matrix Method of Evaluating Warning Dissemination Systems in Mauritius.

> **Strategic needs**: Requirements that relate to improving roles and contributions in society. In this context, they are long term interests related to equalizing gender-based disparities, e.g. in wages, education, employment, and participation in decision-making bodies. These are distinct from relief or special needs and practical needs.

> **Practical needs:** Requirements that relate to socio-culturally accepted roles in society.

> **Relief or special needs**: Immediate requirements for survival or recovery from a crisis, addressed by short-term practical interventions.

The 'gender' question is not just a woman's issue. Gender analysis is a useful tool for analysing how a community works. It can also explore the experiences and identity of socio-economic groups and how they are impacted in times of disaster, e.g. the ways in which 'masculinity' is restructured in poverty-affected and marginalized societies.

People tend to make assumptions about the possible consequences of their own actions before engaging in that behavior. Recent studies (Box 5) show that self-efficacy, problem-focused coping, and 'sense of community' facilitates resilience to adversity [6]. Consequently, maintaining empowerment, and the competencies that underpin resilience to adversity, will involve consolidating these characteristics.

> **Self-efficacy:** Individuals' appraisal of what they are capable of performing. Self-efficacy determines the amount of effort and perseverance invested in risk reduction behaviors, and influences people's receptivity to information and the likelihood of their acting to deal with hazard consequences.

> **Problem focused coping:** Confronting the stressor or problem.

> **Sense of community:** Feelings of belonging and attachment to people and places which encourages involvement in community response following disaster that increases access to, and utilisation of, social networks. It provides insight into the degree of community fragmentation and, consequently, the level of support likely to exist for collective intervention and mitigation strategies.

In addition to perceptions of risk, behavior is linked to action outcome expectancies (considering whether the risk may be reduced) and self-efficacy (whether the required actions are within the capabilities of the individual) judgements. Clearly, the more people involved in community activities that engender a sense of community,

To sustain empowerment, a consensus approach to decision-making is recommended. Participation in identifying shared problems and developing and implementing solutions to them facilitates the development of problem-focused coping, a sense of community, and commitment to action. Emphasis on actively dealing with salient issues helps foster individual and collective efficacy.

Box 5:   Risk and Resilience Behavior Processes
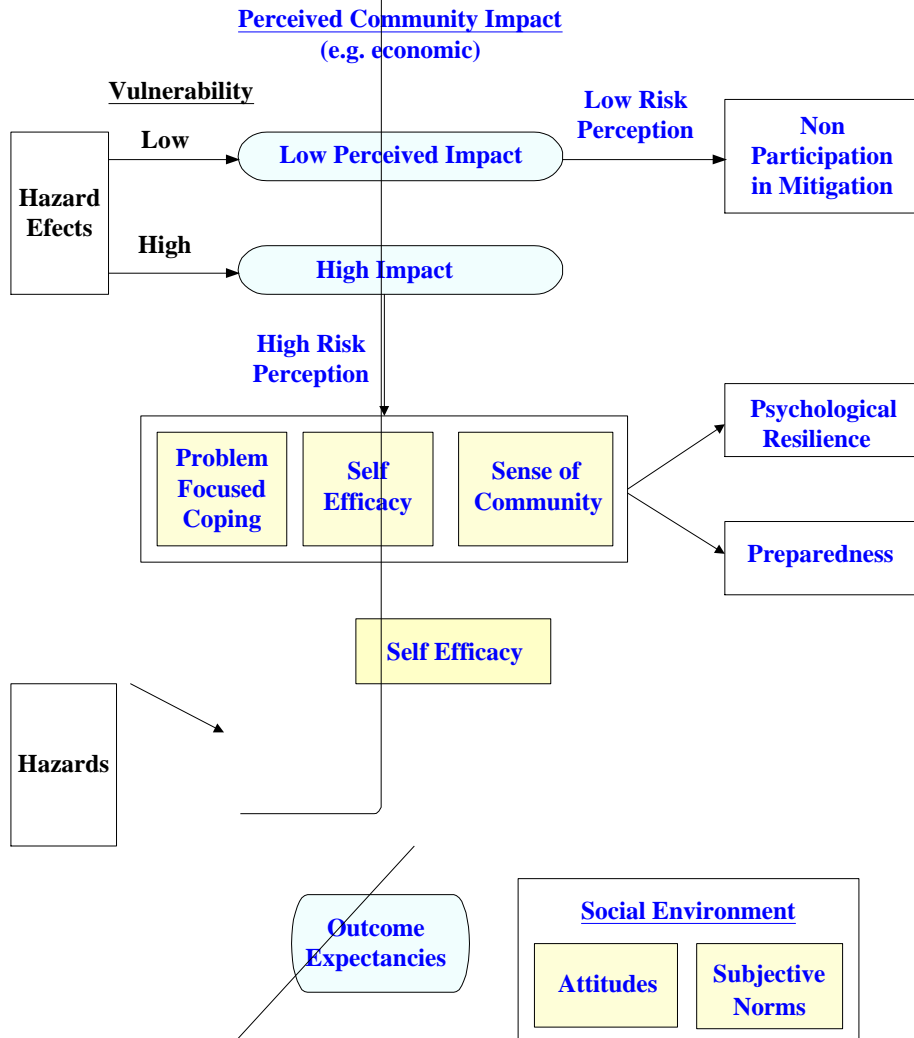
Resilience can be more readily accomplished through projects and activities that sustain community participation in problem solving.

Emergency Management agencies should act as consultants to communities (in a contingent more than a prescriptive manner) rather than directing change processes. Their role should involve assimilating and coordinating the perspectives and needs derived from community consultation within a strategic context, and seeking as far as possible to provide information and resources necessary to sustain empowerment, self-help and resilience.

The adoption of a growth-oriented strategy rather than a deficit or loss paradigm may provide a context conducive to sustaining resilience over time. The focus should be on demonstrating the personal and community benefits that accrue from engaging in certain risk reducing activities. This would advocate focusing on the value of local amenities and environment and the development of strategies directed to maintaining perceived quality of life in relation to hazard activity.

3.3 GENDER MAINSTREAMING

> **Gender:** The social <u>roles and relations</u> between women and men, including the different responsibilities of women and men in a given culture or location.

Unlike the sex of men or women, which is biologically determined, the roles of women, men and children are socially constructed, and such roles can change over time and vary according to geographic location and social context.

Factors such as class (social position, wealth), age and education will also influence gender roles. In turn, these roles are major factors in defining and determining men's and women's specific needs as well as their respective access to power and <u>resources</u> (Box 6).

> **Gender analysis:** A process of understanding the different <u>activities and responsibilities of women and men</u>, and their <u>access to resources and decision-making</u>. Gender analysis helps us understand the roles and relations of men and women. It frames questions about who does what, when and why.

Box 6:   Resources for Consideration in Analysis

Resources	Types
r Natural.	Land, water, forests, rivers etc.
r Economic.	Work opportunities, wages, remuneration, remittance, credit, and production inputs.
r Social.	Formal and informal education, and social services.
r Infrastructure.	Bridges, roads and markets.
r Political.	Access and participation opportunities for organisation and decision making at community, regional and national levels.
r Time.	Work time and free time.
r Personal.	Self esteem abilities, communication capacity, and individual decision making capability.

Gender analysis helps to clarify the specific and often different <u>capacities</u>, <u>vulnerabilities,</u> <u>needs</u>, and <u>coping-strategies</u> of men and women, and indicates where <u>opportunities</u> are missed by humanitarian agencies for targeting effective strategies (Box 7).

Established patterns of gender inequality and inequity can be explored, exposed and addressed. This may provide opportunities and entry points to develop programmes that support efforts to build more equitable gender relations.For any particular problem, a number of socio-economic patterns should be considered. SEAGA materials address six socio-economic categories: socio-cultural, demographic, institutional, political, economic and environmental.

Box 7: **Gender Mainstreaming Analysis Process - Simple Outline**

Context

Influencing Factors.

Decision Making. Exercise of Power.

Resources & Benefits. Access & Control.

Daily & Seasonal Activities.

Capacities & Vulnerabilities.

A SEAGA Framework Profile matrix (Box 8, Box 9 and Box 10) can be used to organise substantive topics, and information is gathered from answers collected from applying investigative techniques linked at the three levels. Multi-sector Participatory Appraisal Methods should be applied in three aspects addressing information gathering, analysis and participatory planning.

> **Development / Emergency Context Aspect:** Research that addresses economic, environmental, social and institutional patterns that pose support or constraints to development (progress).

> **Livelihoods Aspect:** Analysis of the flow of activities and resources through which difa4 Tw 98 0 1p 2 Tf -0.0058 Tc 3g/te88sF 0.48 re f 118.08 59i17.6 5Eing,

Box 8:   SEAGA Framework Profile - Context Analysis

Context

FIELD	**INTERMEDIATE**	**MACRO**
r Geographic situation.	r Major cultural beliefs & languages spoken among the population.	r Levels of religious
r Physical organisation of the disaster area.		Tj 0 -12.6 S8 e 1 rg /F4 11.04 Tf 0.0034 Tc
r Village social maps (population trends, number & location of households by type.)	r Linkage capacities (macro-meso-micro). Regional & district services. NGOs & networking structures.	r
r Land-use trends.	r Degrees of decentralisation.	
r Wealth rankings.		
r Poverty & food security status indicators.	r Organisational structures (services, communities, committees, and representatives).	
r Welfare factors, population trends & type of victims.		
r Jobs, wages and cost of living.	r Gender policies in institutions & organisations.	
r Crop production history, area planted, amount harvested, food self-sufficiency, food security, exchange terms.	r Lines of decision-making.	
	r Information dissemination & communication channels.	

Box 9: **SEAGA Framework Profile - Livelihoods Analysis**

Information gathered under the substantive topics listed in this example (Box 8,

Box 10:   **SEAGA Framework Profile - Stakeholders Analysis**

	FIELD	INTERMEDIATE	MACRO

r

Stakeholders

4.   PROGRAMMING WITH STAKEHOLDERS

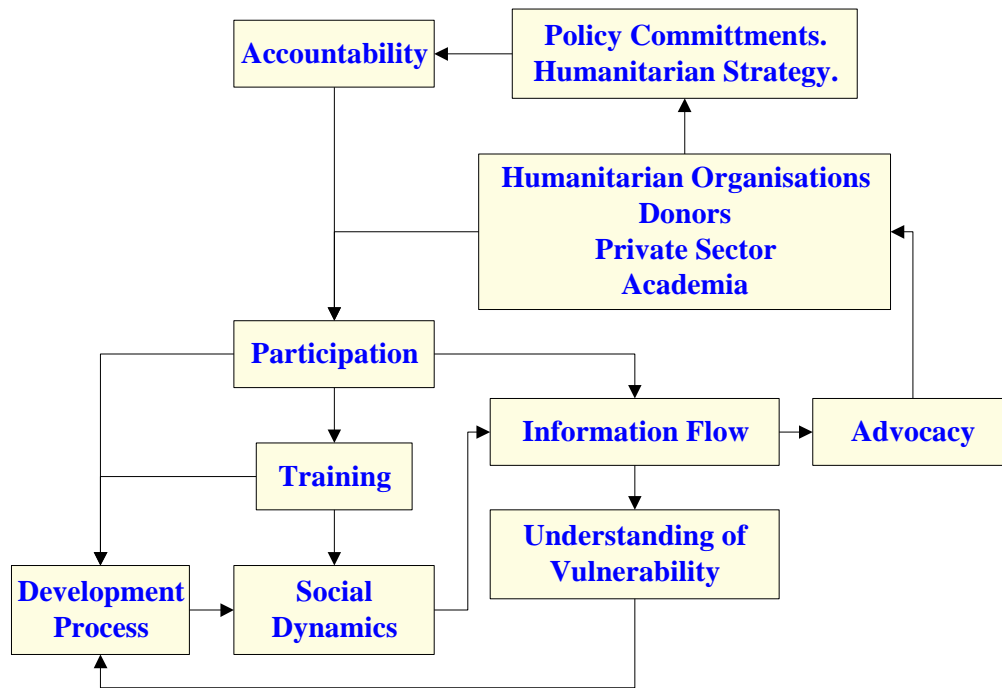There is an increasing emphasis on the visibility and the accountability of the consequences of interventions, instead of looking only at process indicators related to operations, like food distribution (e.g., tons of food distributed and number of beneficiaries reached). Output Indicators (e.g., km of road constructed), the effects and impact of the intervention, are the focus of Results-based Management.

Analysis of institutional issues (capability, resources, constraints and structural mechanisms) should be considered with stakeholders before proceeding with the design phase of an intervention. In some instances, integration of gender and other socio-economic issues into design may require planned interventions at the institutional level such as training or modification of institutional mechanisms (Box 12).

Box 11:   Substantive Issues for Disaster Management Programming

Problem Analysis	Strategic Planning	Options Assessment
§ **Problem Identification. Nature, Visibility, Personification, Political Significance, Related Trends, Predictions. Priorities & Ranking.** § **Resource Control & Division of Labour.** § **Practical, Strategic & Special Needs of Groups.**	§ **Principles. Desired Change. Policy Initiative. Vision. Goal. Objectives.** § **Situation, History & Assumptions. Beginning, Trigger, Seasonality, Frequency, Duration, Geography, People (%), Groups & Stakeholders.** § **Implementation Strategy.**	§ **Analysis of Best Bets, Feasibility, Costs, Benefits, Implications.** § **Social Fault Lines. Resources & Constraints. Conflict & Partnership. Force Fields. Consensus.** § **Realistic & Concrete Action Plans for Priority Activities.**
Causes, Effects & Solutions	Conflict Management	Project Formulation
§ **Analysis of Agendas & Opportunities.** § **Causes of Problems, Resulting Effects, & Solutions.** § **Resource & Assistance Requirements.**	§ **Identification of Conflict Dynamics. Interest Based Bargaining. Options.** § **Understanding Types, Existence, Circles & Perceptions of Conflict.** § **Resolution of Conflicts.**	§ **Definition of Objectively Verifiable Indicators.** § **Partnership, Networking, Mandates, Relative** §

Box 12:   Integration of Stakeholders in Partnerships.

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                                    ┌─────────────────────┐
   ┌──────────────┐                 │ Policy Committments. │
   │Accountability│◄────────────────│ Humanitarian Strategy.│
   └──────────────┘                 └─────────────────────┘
          │                                    ▲
          │          ┌──────────────────────────┐
          │          │ Humanitarian Organisations│
          │          │          Donors           │
          │          │      Private Sector       │
          │          │         Academia          │
          │          └──────────────────────────┘
          ▼                                                    ▲
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   │ Participation│───────────────┐                            │
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          │          ┌────────────▼────────┐      ┌──────────┐
          ▼          │  Information Flow    │─────►│ Advocacy │
   ┌──────────────┐  └─────────────────────┘      └──────────┘
   │   Training   │               │
   └──────────────┘  ┌────────────▼────────┐
          │          │  Understanding of   │
          ▼          │    Vulnerability    │
┌──────────────┐ ┌──────────┐
│ Development  │►│  Social  │
│   Process    │ │ Dynamics │
└──────────────┘ └──────────┘
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The focus is on improving management effectiveness and accountability by defining realistic expected results and monitoring, using Key Performance Indicators [7], integrating lessons learned into management decisions, and reporting on performance against appropriate criteria[8].

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[7] Key Performance Indicators, A Working Menu for Key Areas of WFP Assistance, 2000.
[8] Results Based Management in Canadian International Development Agency, 1999.

Box 13: **Criteria**

In general qualitative indicators reflect perceptions and levels of participation, and are therefore very relevant for analysing gender impacts, while quantitative indicators are more easily measured.

A Logical Framework (Logframe) is an analytical instrument that links macro and intermediate levels with micro-functions of a programme and project. The Logframe helps to structure policy and management practices (implementation-strategy, design and delivery) while at the same time provides information, guidance, and decisions or complementary inputs to achieve consensus.

project will achieve its purpose. If the purpose is achieved and the related assumptions hold, then the overall goal is achieved.

Socio-economic and Gender analysis is relevant to investigate and test the assumptions on the roles and relations of women and men, particularly amongst most disadvantaged groups, which are often insufficiently recognized in Logframes.

The questions asked should investigate the socially constructed differences between men and women, and among themselves. These differences determine the extent to which men and women vary in their access to and control over resources and encounter different constraints and opportunities in society (whether at the level of the household, community or state).

5. CONCLUSION

« A principled approach to gender mainstreaming at macro- meso- and micro- levels can provide an important contribution to disaster management.

« By applying an integrated participatory approach to the investigation of livelihoods conditions and the flow of activities and resources, intervention planning with primary stakeholders can reach intermediate and macro levels. The final outcome can include some new international partnerships and networking with specific recommendations for policy reform and structural change.

« Disaster management strategies should aim at assisting local men and women to manage disaster preparedness, hazard mitigation and vulnerability reduction processes, to systematically assess and communicate information themselves about their situation (their perceptions, needs, resources and constraints).

«   This would allow for the implementation of cultural and gender appropriate response mechanisms and sustainable changes aimed at reducing hazard-related vulnerability. A development-based response is automatically a future risk reduction measure mechanism.

« Reducing primary risk variables is a very different activity than preparing a 0.075 t1 very different T

6.   RECOMMENDATIONS

« The areas with major disaster impacts are where a greater number of vulnerable people live or where they have resettled (e.g. IDPs and refugees going back to their areas of origin). SEAGA tools can be used to: i.) Evaluate the impact of a disaster on aspects such as agriculture production capacity, ii) Estimate the needs of the targeted population for relief, and eventually iii) Facilitate rapid resumption in production.

« Humanitarian agencies with 'a commitment to gender equality' and women's associations in the intervention area can play a major role to target disadvantaged groups and households and raise awareness on empowerment issues in the community. Specific efforts can be made to empower women by ensuring their active role in decision-making and implementation process, and identifying their main constraints and possibilities for change.