UWI

MAINSTREAMING GENDER INTO DISASTER RISK MANAGEMENT
Training Manual

APRIL 30, 2018

Canada

Enhancing Knowledge and Application of Comprehensive Disaster Management
(EKACDM) Initiative

Title:
Mainstreaming Gender into Disaster Risk Management: Training Manual

Website: www.uwi.edu/EKACDM

TABLE OF CONTENTS

EXECUTIVE SUMMARY

This Generic Manual is one of the deliverables under the gender component of the EKACDM Initiative, 'Enhancing Knowledge and Application of Comprehensive Disaster Management.' It provides knowledge and skills to enable policymakers and practitioners in CDEMA participating states to integrate gender- sensitivity in the Comprehensive Disaster Management (CDM) Framework 2014-2024 and CDM generally in the following sectors: agriculture, tourism, water and sanitation, health and financial management to build resilience.

OBJECTIVES

The main objectives of this training manual are to:

a. Increase knowledge on how to mainstream gender-sensitivity in sector-related policies and programmes to guide decision-making; and

b. Equip key stakeholders with the technical skills required to integrate gender perspectives in programmes to reduce vulnerability and build resilience among key population groups.

The specific objectives are to enable policymakers and practitioners in any of the nine (9) CDEMA participating states[1] for the EKACDM study to:

1. Understand key gender concepts, gender mainstreaming, gender analysis;

2. Understand the importance of gender analysis to climate change adaptation and disaster risk management;

3. Understand and apply the principles of Comprehensive Disaster Management, in the any of the five economic sectors that have been prioritized in the EKACDM Initiative;

4. Use gender mainstreaming strategies and tools to integrate gender-sensitivity in CDM generally and specifically in the implementation of the CDM Framework 2014-2024; and

5. Adapt the manual to promote gender sensitivity in CDM policies and plans in the any of the five economic sectors that have been prioritized in the EKACDM Initiative.

[1]Antigua and Barbuda, Barbados, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago.

METHODOLOGY

The content of the training manual was developed from primary and secondary research linked to a needs assessment, consultations with key stakeholders in the priority countries and sectors, feedback from the validation workshop, and peer reviewers, guided revision of the manual.

FINDINGS

The needs assessment showed varying levels of knowledge about gender and capacity to integrate gender perspectives in climate change and disaster risk management varies widely. There is interest among policymakers and practitioners to increase knowledge and capacity to support gender mainstreaming in the various sectors. Training would be most useful if it includes case studies and exercises to apply knowledge acquired.

CONCLUSIONS

The manual can serve as an effective tool for training. The content should include basic concepts, practical tools to build skills required to integrate gender perspectives in climate change and disaster risk management. Checklists should be used to facilitate learning. The content should equip learners to develop gender action plans and gender indicators to measure progress.

RECOMMENDATION

The accompanying generic strategy should be used with this manual, to facilitate adaptation and use in the various sectors and to target audiences.

TARGET AUDIENCE

The main target audiences of this gender training manual are policymakers and disaster management practitioners. The assumption is that they have an understanding of disaster management and CDM but may have less knowledge of gender, gender mainstreaming, gender analysis and how to integrate gender-sensitivity in CDM policies, programmes and strategies.

LIST OF ACRONYMS

CC	Climate Change
CDEMA	Caribbean Disaster Emergency Management Agency
CDB	Caribbean Development Bank
CDM	Comprehensive Disaster Management
CDRMP	Caribbean Disaster Risk Management Programme
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
CTO	Caribbean Tourism Organization
CWWA	Caribbean Water and Wastewater Association
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EKACDM	Enhancing Knowledge Application of Comprehensive Disaster Management
EWS	Early Warning System
FAO	Food and Agriculture Organization
GAC	Global Affairs Canada
GM	Gender Mainstreaming
ISD	Institute for Sustainable Development, UWI
IUCN	International Union for Conservation of Nature
IGDS	Institute for Gender and Development Studies, UWI
IPCC	Intergovernmental Panel on Climate Change
MDG	Millennium Development Goals
SDGs	Sustainable Development Goals
PAHO	Pan American Health Organization
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations Office for Disaster Risk Reduction
UWI	The University of the West Indies

GLOSSARY OF KEY TERMS

COMPREHENSIVE DISASTER MANAGEMENT (CDM):

CDM includes planning for all and responding to all hazards and threats (both natural and man-made) during all phases of the disaster cycle (mitigation, preparedness, response, and recovery). CDM involves people in all levels and sectors of society. An integrated management approach is therefore needed, and this requires the continuous engagement of tourism policy decision-makers and practitioners.

CLIMATE CHANGE:

The UN's Intergovernmental Panel on Climate Change (IPCC) defines climate change as a change in the state of the climate that can be identified by using data from statistical tests and noting changes in the mean and the variability of its properties. It is climate change when this persists for an extended period, typically decades or longer. The IPCC's definition also refers to any change in climate over time which may be due to natural variability or as a result of human activity (IPCC). The United Nations Framework Convention on Climate Change (UNFCCC), also defines climate change. The UNFCC definition of climate change refers to "'a change of climate that is attributed directly or indirectly to human activity that alters the composition of the global atmosphere, and that is in addition to natural climate variability observed over comparable time periods" (UNFCC 2911.p2). [2]

DISASTERS:

Definitions from three UN entities (UNISDR, UNDP, and IUCN) note that disasters result from the combined factors of natural hazards and people's vulnerabilities. These vulnerabilities take the form of physical exposure, socio-economic vulnerability, and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors: poverty, social class, age group, race/ethnicity, disability and gender relations. It is important to note that for an event to be considered a disaster, it must exceed/overwhelm the resource capacities of the people/state.

DISASTER RISK MANAGEMENT (DRM):

DRM is the systematic process of using administrative directives, organizations, and operational skills and capacities, to implement strategies, policies and improved coping capacities, to lessen the adverse impacts of hazards and the possibility of disasters.

[2] https://unfccc.int/files/press/backgrounders/application/pdf/press_factsh_science.pdf

DISASTER RISK REDUCTION (DRR)

DRR considers the possibilities of minimizing vulnerabilities and disaster risks throughout a society. The aim is to avoid (prevention) or to limit (Mitigation and Preparedness), the adverse impacts of natural hazards, within the broad context of sustainable development. DRR involves:

- Risk awareness and assessment including hazard analysis and vulnerability/capacity analysis;
- Knowledge development including education, training, research, and information;
- Public commitment and institutional frameworks, including organizational, policy, legislation and community action;
- Application of measures, including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments; and
- Early warning systems, including forecasting, dissemination of warnings, preparedness measures and reaction capacities (International Strategy for Disaster Reduction (UNISDR 2004).

FAIRNESS:

This is impartial and just treatment or behavior without favoritism or discrimination.

FEMININITY:

These are the characteristics and traits associated with femaleness.

GENDER EQUALITY:

This reflects a situation in which all gender groups in all sectors, enjoy the same rights and opportunities such as equality in economic participation, pay for work of equal value, equality in access to power and decision making and equal capabilities to achieve their aspirations, needs, and behaviours which are equally valued and rewarded.

GENDER EQUITY:

This entails the provision of fairness and justice in the distribution of benefits and responsibilities between females, males, and other gender groups. The concept recognizes that each biological sex may have different needs and powers. Equity means that these differences should be identified and addressed in a manner that rectifies any imbalances or discrimination. Gender equity may include equal treatment or treatment that is different but considered equivalent to ensure access to human rights, benefits, obligations, and opportunities.

GENDER VS. SEX:

Gender is the social meaning given to the biological differences between males and females and the social roles and behaviors generally associated with masculinity and femininity. These experiences can change over time and can vary across cultures. Sex describes biological characteristics of being male, female or a third sex, as in every society, some persons are born with both male and female genitalia.

GENDER-SENSITIVITY:

This is understanding and taking account of the societal and cultural factors involved in gender-based exclusion and discrimination, in the most diverse areas of public and private life. It identifies and seeks to address structural disadvantages in the positions and roles of either females or males.[3]

GENDER MAINSTREAMING:

This is a strategy and process used in organizations to bring a gender perspective to all aspects of an institution's policy and activities. It does this by building gender capacity and accountability. […] With a mainstreaming strategy, gender concerns are seen as important to all aspects of development; for all sectors and areas of activity, and a fundamental part of the planning process. Responsibility for the implementation of a gender policy is diffused across the organizational structure, rather than concentrated in a small central unit." (Baden & Reeves, 2000:9)

MASCULINITY:

These are the characteristics and traits associated with maleness.

RESILIENCE:

This is the ability to prevent and mitigate disasters and crises, as well as to anticipate, absorb, accommodate or recover from and adapt to them in a timely, efficient and sustainable manner. Examples of resilience include: protecting, restoring and improving food and agricultural systems, as well as the abilities of men and women to maintain their livelihoods including in the tourism industry. Resilience for male and female visitors could mean taking steps to protect their lives in the event of a natural hazard or disaster during their vacation.

[3] Gender sensitivity also includes respecting the rights of sexual minorities.

SOCIALISATION:

This is a learning process that shapes the development of masculine and feminine gender roles, attributes, behaviors, and expectations. Individuals learn from their interaction with others in the family, schools, churches, peers and the media. Positive and negative responses from these encounters, teach individuals what society expects from them regarding behaviors that are considered appropriate for their ascribed gender role. Females are ascribed the role of family caregivers and males, the role of family breadwinners and protectors. In the Caribbean, almost half of the households are headed by females who are both caregivers and providers/protectors.

SMALL ISLAND DEVELOPING STATES (SIDS):

Most are socially, economically, and geographically vulnerable and have low levels of achieved well-being on most criteria.[4]

THE CARIBBEAN TOURISM ORGANIZATION (CTO)

notes that the regional tourism industry includes eight sub-sectors:

1. **Accommodation:** This sub-sector is a core element of the tourism product. All tourists need some accommodation: a hotel, guesthouse, bed and breakfast establishment, villa, time-share or host home.

2. **Food & Beverage:** This sub-sector is another key element of the tourism product. All tourists consume food and beverage during their stay, and culinary tourism is a fast-growing niche market in the Caribbean.

3. **Transportation:** This sub-sector is also a core element of the tourism product. Tourism by definition involves the movement of people to destinations outside their normal place of abode. Transportation falls into one of three categories: air, ground, and sea.

4. **Attractions:** These are the last core element of the tourism product. The Caribbean's tourist attractions are typical nature-based such as waterfalls and parks; based on the built heritage, for example, museums, and historic sites or based on popular cultures such as carnivals and music festivals

5. **Adventure Tourism:** This is an expanding sub-sector and caters for visitors desirous of active and recreational experiences. These types of activities are typically outdoors and require some interaction with nature.

6. **Events and Conferences:** This sub-sector is dynamic, and requires the pulling together of all elements of the tourism industry to create the result of an international conference, a carnival, a music festival such as a jazz festival or a sporting event such as a cricket test series.

7. **Travel Trade:** This sub-sector comprises tour operators, travel agents, and destination management companies, which provide ground handling and ground tour operation services.

8. **Tourism Services:** This sub-sector involves persons working in diverse areas to better develop and manage the tourism industry as a whole. Included are government agencies, industry or trade associations, marketing services, researchers, consultants, training institutions, Tourism educators and travel writers.

[4] See Understanding Small Island Developing States. Retrieved from http://dro.deakin.edu.au/eserv/DU:30052185/mcgillivray-understandingsmall-2011.pdf

INTRODUCTION

The Caribbean is one of 53 Small Island Developing States (SIDS). The region has experienced a significant increase in hurricanes in the last 20 years (Union of Concerned Scientists Dec 2017). The 2017 Caribbean Hurricane season was extremely active, and the region experienced two (2) Category five hurricanes. Barbuda and Dominica were hit by one Category 5 hurricane. These hurricanes resulted in the loss of life as well as millions of dollars in damage to infrastructure and livelihoods. Scientists, including meteorologists, predict that these climate impacts will worsen if significant action is not taken to reduce global emissions below 1.5[5]. Hence the campaign- "1.5 to stay alive". Caribbean most at risk region for CC, increased impact of hurricanes and other climate impacts. Research shows that gender inequality increases the risk of disasters. Various forms of inequality characterize Caribbean societies (gender, disability, age socio-economic and political, location; race/ethnicity, class, etc. Gender is a cross-cutting issue that enables society to identify and address inequalities. All Caribbean countries have supported global and regional commitments to gender equality and sustainable development (examples) (CEDAW, CRC, Belem do Para, Sendai, Hyogo) and regional commitment (Barbados Programme of Action re SIDS); CDM/CDEMA. Findings from the stakeholder consultations and needs assessment revealed that there are:

1. Limited knowledge of CDM;

2. Limited knowledge of gender, and its role in sustainable development; and

3. Limited capacity to mainstreaming gender in CC and DRM despite commitments to gender equality and to integrating gender in CC and DRM.

The need for this manual is justified as policymakers and practitioners need a manual that will combine gender sensitivity with understanding CC and DRM. There is need to integrate knowledge and skills. Gender specialists may have limited knowledge of CC and DRM. CC and DRM specialists know little about gender. There is need to build the capacity of all to understand the linkages and use this knowledge to build resilience and capacity to adapt policies and strategies.

> "
>
> "Gender equality is possibly the single most important goal in the field of disaster reduction as without it no risk and vulnerability reduction can be achieved in an effective and sustainable manner."
>
> Sálvano Briceño, Director, ISDR Secretariat, 8 March 2005, CSW, New York

OVERVIEW OF COMPREHENSIVE DISASTER MANAGEMENT (CDM)

The Caribbean Disaster Management Agency (CDEMA) defines Comprehensive Disaster Management (CDM) as giving attention to all phases of the Disaster Management Cycle – prevention, mitigation, preparedness and response, recovery and rehabilitation (CDERA). It includes an emphasis on reducing risk. This nomenclature is the term that reflects the global trend in the discipline for increased focus on risk management and the intense desire among disaster management Stakeholders in the Caribbean to accelerate initiatives in promoting disaster loss reduction (CDEMA Glossary).[6]

---

[5]For more information on the 1.5 Campaign to Stay Alive visit http://www.1point5.info/en/
[6]CDEMA Glossary: http://www.weready.org/CDM/index.php?option=com_glossary&letter=C&id=5

Disaster Risk Management (DRM) is 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 (ISDR definition in CDEMA Glossary). The term reflects a global 'best practice' in the discipline of disaster preparedness and management and the desire of Caribbean disaster management stakeholders to place more emphasis on risk management and initiatives that promote disaster loss reduction. The Caribbean's commitment to CDM supports global commitments in the Sendai Framework. These are reflected in the UNISDR's Strategic Framework Work Programme for 2016-2019[7] which includes a clear vision, mandate and objective as outlined below:

- **Vision:** The substantial reduction of disaster risk and losses for a sustainable future.

- **Mandate:** ISDR is the Focal point of the United Nations system for disaster risk reduction and the custodian of the Sendai Framework, supporting countries and societies in its implementation, monitoring and review of progress.

- **Overarching Objective:** The prevention of new and reduction of existing disaster risk and strengthening resilience through successful multi-hazard disaster risk management.

CDEMA, therefore, promotes Comprehensive Disaster Management (CDM) as a global best practice. It also has a responsibility to implement the CDM Framework 2014-2024 in the Caribbean.

HOW IS CDM DIFFERENT FROM DRM?

CDM takes a more participatory approach to DRM. It emphasizes partnerships with national, regional and international disaster stakeholders, including key sectors such as public and private sectors, economic sectors, civil society, vulnerable groups, the general population and regional and international partners. CDM takes a more holistic approach to DRM. It incorporates the management of all hazards through all phases of the disaster management cycle: prevention and mitigation, preparedness, response, recovery and rehabilitation. CDM enhances sustainable development.

Caribbean policymakers and practitioners can, therefore, use CDM strategies to reduce risks and losses associated with natural and technological hazards related to climate change. CDM takes account of the challenges of Caribbean Small Island Developing States (SIDS) and their vulnerability to the effects of climate change and natural hazards such as hurricanes, floods, droughts, earthquakes, and rising sea levels.

CDM includes gender as a cross-cutting issue. Stakeholders learn to use gender as a tool of analysis and to integrate gender-sensitivity in CDM policies, programmes, and strategies. Mainstreaming gender means that policymakers and practitioners learn how the social construction of gender results in different roles and responsibilities for males and females. They learn the expected behaviors and attitudes of each sex as well as how the different values and behaviors ascribed to masculinity and femininity can affect how males and males of different ages, prepare for disasters. These and other background factors help disaster managers to assess vulnerabilities and risks. This information also supports the development of coping strategies during a hazard and in post-disaster recovery efforts.

[7]UNISDR Work programme: http://www.unisdr.org/files/51558_unisdrworkprogrammeoverview.pdf

COMMITMENT TO INTEGRATE GENDER-SENSITIVITY IN THE CDM FRAMEWORK 2014-2024

Figure 1 below highlights the commitment to integrate gender as a cross-cutting theme in the CDM Framework 2014-2024. The Figure also shows the region's commitment to using CDM to achieve safer, more resilient and sustainable development in CDEMA participating states. A summary of the Regional Comprehensive Disaster Management Strategy and Results Framework 2014- 2024 is available at http://www.cdema.org/cdema_strategy_summary.pdf

CDEMA has therefore included gender as a cross-cutting issue in CDM, and has identified four (4) priority areas for Comprehensive Disaster Management:

1. Strengthened Institutional arrangements for CDM;
2. Increased and Sustained Knowledge Management and Learning for CDM;
3. Improved integration of CDM at sectoral levels; and
4. Strengthened and sustained community resilience.

FIGURE 1: ILLUSTRATES THE LOGIC MODEL INCLUSIVE OF THE PURPOSE STATEMENTS AND CROSS-CUTTING THEMES

HOW TO USE THE MANUAL

Guide:

This manual is designed for use as a reference guide for policymakers and practitioners that are expected to lead the process of mainstreaming gender -sensitivity in climate change and comprehensive disaster risk management.

It is recommended that the Generic Manual be used with the accompanying Generic Strategy document and Implementation Plan. These are guidelines that can be adapted by stakeholders in various sectors to meet their specific needs, and allocate adequate resources to meet these needs.

Modules:

The Manual can be used in sequence starting with Modules 1 then 2 then 3. Persons responsible for mainstreaming gender sensitivity in CDM in their sector or organization and who are responsible for training, may wish to use each module on its own, depending on their organization's goals and needs of specific stakeholder groups.

Persons responsible for training should read the whole Manual before embarking on the process. The planning team should decide how and when each component will be delivered or how the Manual can be adapted for their use.

Materials:

The Manual includes materials that can be used to support training workshops. These include checklists, glossaries, and definitions as well as exercises that can be adapted for specific training activities.

References:

The list of references in the Appendix also provides access to additional information and resources that can be downloaded and shared as needed.

Case Studies:

Persons using the Manual can also develop their own case studies to meet the specific needs of the target audience to be trained.
Data collection: The Manual guides organizations on how they can collect and analyze sex-disaggregated data to provide information/data to support review policies and programmes and integrate gender sensitivity.

STRUCTURE OF THE MANUAL

The Manual includes three (3) modules, and the section below provides a summary of the content:

MODULE 1: BACKGROUND AND CORE CONCEPTS

Learning Outcomes

At the end of this module policymakers and practitioners will be able to explain:

1. Basic gender concepts and definitions and the difference between sex and gender and the process of socialization to learn gender roles;

2. The role of gender equality as a sustainable development goal and its relevance to national strategic plans, as well as relevant human rights commitments;

3. The value of gender as a tool of analysis, to promote gender-sensitivity in CDM; and

4. The differential needs of diverse and vulnerable population groups to ensure consistency with human rights commitments to gender equality and principles of comprehensive disaster management.

Module 1 answers the following key questions:

1. What is gender? How does it differ from sex?

2. What gender roles, responsibilities and jobs are ascribed to males and females and how are they learnt?

3. What is gender equality and what are the main governance commitments to promote gender equality?

4. Why is gender important as a tool of analysis to empower policymakers and practitioners to integrate gender-sensitivity in CDM?

MODULE 2: OVERVIEW OF GENDER MAINSTREAMING

Learning Outcomes

At the end of this module, policymakers and practitioners will be able to:

1. Define gender mainstreaming as a concept;

2. Explain gender mainstreaming as a strategy and process to achieve sustainable development;

3. Use gender mainstreaming tools to promote gender-sensitivity in CDM, build capacities and increase stakeholder participation to reduce risks.

4. Identify the four (4) main steps in using gender mainstreaming as a strategy; and

5. Identify approaches that can be used to integrate gender- sensitivity in CDM.

Module 2 answers the following key questions:

1. What is gender mainstreaming?

2. How did it evolve as a strategy and process to achieve sustainable development and gender equality?

3. What are the four main steps to follow to mainstream gender?

4. How can gender mainstreaming help policymakers to integrate gender-sensitivity in CDM?

MODULE 3: TOOLS AND TIPS FOR MAINSTREAMING GENDER-SENSITIVITY IN CDM

Learning Outcomes

At the end of this module, policymakers will be able to:

1. Conduct gender analysis of sex-disaggregated data collected;

2. Use the two (2) Checklists to analyze this data to assess any differences in vulnerability of males and females before and after a disaster and prioritize their respective needs: Checklist 1 focuses on Disaster Risk Reduction, Mitigation and Preparedness and Checklist 2 focuses on Post Disaster Relief and Recovery..

Module 3 answers the following key questions:

1. How can the 2 Checklists be used to collect to answer the following questions: Who does what work?

2. Who has what resources?

3. What are the specific needs and priorities of males' viz a viz females of different ages and backgrounds?

4. What are the differences between males and females regarding access to power, influence, and status?

MODULE 1

GENDER CONCEPTS AND DEFINITIONS

MODULE 1: GENDER CONCEPTS AND DEFINITIONS

This module introduces policymakers and practitioners to basic concepts of gender and explains why it is important to integrate gender-sensitivity in CDM generally, and in any of the five (5) economic sectors. It includes images, questions and case studies to support learning.

1.0 WHAT IS GENDER?

Gender is the social meaning given to biological sex differences between males and females. Everyone learns gender roles and has a social identity which is acquired through interaction with others. We learn through positive and negative interactions, the norms associated with masculine or feminine attitudes and behaviors which are considered appropriate for each sex (males and females). Our first interaction is with family members. The lessons they teach us are later reinforced by others outside the family, and these include people in schools, churches, our peers (friends) and the mass media. They all influence how we develop gender roles, behaviors and identity. These interactions are gendered, and they shape the social relationships between males and females. These are also influenced by age, class, disability and other factors. Gender is fluid and flexible - not fixed like biological sex. Gender roles and relationships can change over time and across cultures. Gender provides a 'lens' to look at differences between and among people we meet. It explains many hierarchal and vertical relationships such as why males are more likely to be in top leadership and decision-making positions, compared to females. Alternatively, the roles, responsibilities, and expectations of males viz a viz females. For example, females are expected to play the role of family caregivers, and males are expected to be family breadwinners, providers, and protectors. These roles can also create inequalities and discrimination. For example, the view of some persons that women should stay home and be supported by a male breadwinner. Alternatively, females should be paid less than males for work of

equal value, which discriminates against women and makes assumptions that they have a male partner and supporter.

Understanding gender roles and relations, and using gender analysis skills are global best practices in comprehensive disaster management. Integrating gender sensitivity can save lives as disaster managers and staff can plan better and improve disaster preparation. The knowledge gained can identify who is most vulnerable, where, why. Interventions can help to build their resilience and save lives. Gender is therefore essential to include in disaster management policies, plans, services and delivery models. Understanding gender can help to address the specific needs of vulnerable and high-risk groups of both males and females.

Disasters affect groups of males and females in different ways. In many contexts, gender inequalities limit how much control females have over decisions that affect their lives as well as their access to jobs and other resources. Cultural and traditional beliefs and practices can result in risks for both females and males. Females are more likely to be vulnerable to the effects of disasters in the following ways. They may have less money to prepare for a disaster as they may be a poor single female head of household with several dependent adults and children. They are also more at risk from gender-based violence if they have to evacuate and move to a shelter as they have less power to decide on their sexual safety. Males are more at risk from rescuing persons in floods, fixing roofs, staying to protect their home and property instead of evacuating, etc. Both sexes need support in different ways to mitigate risks before, during and after a disaster. The empowerment of women and groups of vulnerable persons of both sexes is vital to building disaster resilience. The exercise below will help in understanding the concepts gender and sex.

ACTIVITY 1: SEX VS. GENDER

Describe this scenario. Did you come up with a description like this?

"A couple goes to bed in their usual way. The male frog sleeps on his side that is nearest the bedroom door. There is a loud noise of glass being shattered! The male frog takes charge to protect his wife, the female frog, and to ward off a possible attack."

Questions for Reflection

1. How do you know which frog is male or female?

2. What behaviour is considered masculine or feminine?

The description or the assumptions you would have made about the picture is based on the ideologies you would form. These are based on socio-cultural norms and gender socialization.

Key Points to Remember

- Sex is a **BIOLOGICAL** category. It describes physical and other differences between males and females (e.g., genitalia, physical characteristics, chromosomes). Some individuals are born with both male and female genitalia. Sex is usually fixed at birth and does not change unless there are medical /surgical procedures.

- Gender is a **SOCIAL** category. Feminine gender roles ascribed to women and girls are linked to reproduction and family caregiving – e.g., taking care of children, older persons, and family members who are sick or who have a disability. Masculine gender roles ascribed to men and boys are linked to protecting the family and providing for them financially. Masculine gender roles assume men should be family providers and protectors.

1.1 GENDER EQUALITY AND EQUITY

In reflecting on gender roles in the home and workplace, there is recognition that there are areas of inequality and difference. Many people assume (incorrectly) that these roles are the result of personal choices. Decades of development research has revealed that women as a group experience various types of inequality based on their gender roles. These inequalities increase their risk of poverty. In many developing countries, women have less access to education. However, in the Caribbean, females outperform males in education. A third of females have their education disrupted by unplanned and untimed pregnancies which increase their risk of poverty. Males in the Caribbean have special needs. Fewer complete their education and have certificates. More males are perpetrators and victims of crime. Males are socialized to be tough, to take risks and not show emotions. Women's roles as the primary family caregivers (which is unpaid) have implications for the use of their time in paid work, as they have to combine their paid and unpaid work. As a result, women as a group, tend to be dependent on a male breadwinner. Women's roles male them more likely to work in jobs that allow them to combine their paid work with caregiving which is unpaid work. Jobs linked to caregiving (nursing, teaching, domestic workers) are also likely to pay less than jobs in sectors that are male-dominated (construction, auto mechanics, popular entertainment, sports).

As a result, women may have to work harder than men to secure their livelihood. Gender roles in the family may also mean that although women may be engaged in paid work, they may not have complete control over the income they earn. If their family has land and assets, they may not have equal access to the land with male relatives. Another challenge is that females are also more likely than males to face violence from their intimate partners. Victims of gender-based violence face challenges that can adversely affect their life, health, survival and development. In the workplace, women are also more likely than men to face sexual harassment and discrimination. These risks can adversely affect their health and well-being and their ability to advance equally with men based on qualifications and merit. In the Caribbean, males are more restricted in pursuing occupations dominated by females (e.g., nursing, housekeeping in hotels).

EXERCISE:

Read the case study below and discuss a gender-sensitive solution to the problem (s).

Sister Cutie's Story[8]

Betty Roberts', also known as Sister Cutie, rises at 4 a.m., and then puts an uplifting reggae, gospel or blues record on her player to begin her day in Spring Gardens, St. Thomas, Jamaica. Widowed 18 years ago, Sister Cutie raised six children in her home and now also helps to raise four grandchildren, all of whom live with her. "She is the best mom," says her son Shane, who works in construction. "She pushed us as kids." Outside, she feeds and 'waters' the chickens. When they grow to maturity, locals will buy them from her to cook jerk chicken. As the grandchildren wake up, she hurries them along, so they are not late for school. She carefully inspects their uniforms which she made for them on her sewing machine. "They may not have pretty clothes, but they have to go to school," says Sister Cutie.

However, Sister Cutie's day is just beginning when she sends her last grandson off to school. As a full-time fruit and vegetable farmer, her days are also filled with hours of weeding, planting, and picking. Up the road, she climbs a hill to get to her farm, with her weed wacker and machete in hand. She branches away from the road onto a path that is slippery from overnight rain and at times treacherous, as it winds through dense forest cover. It takes much effort to climb to her hillside plot of farmland, but the beauty of the view over the valley is a warm morning greeting. The small island of Jamaica is experiencing a severe drought. The droughts have become more frequent and severe over the past two decades as a result of climate change. In June 2015, Sister Cutie's parish received just 6 percent of normal rainfall for that month; and crop yields had declined by as much as a quarter in recent years.

Nine months ago, there was not a banana to harvest, nor a cucumber or tomato to pick on her 3.5-acre farm. One-third of her 2,600 banana trees had collapsed to the ground as her land grew drier and drier. Sister Cutie tried to quench her plants by retrieving water one bucket at a time—making the 10 to 15-minute trek to the local gully as many as 20 to 30 times a day with heavy loads on her head. However, it was not enough to save her plants. Sister Cutie wondered how she was going to pay her light bill or school fees for her grandchildren. She began sewing curtains and crocheted colorful tams—Jamaican hats worn by Rastafarians—to supplement her income, but this did not match the income she was earning before the drought. "With the drought, we do not have the money to send her to college," said Sister Cutie of how she has been unable to support her daughter's ambition to become an engineer.

Questions for Reflection

1. What changes took place in Sister Cutie's house when her husband died 18 years ago?

2. Given Sister Cutie's caregiving role and responsibilities, what control does she has over her earnings?

3. How can Sister Cutie obtain resources to prepare for disasters such as a drought?

4. Does Sister Cutie have access to training to enable her to adapt her livelihood?

5. How can you as a disaster policymaker or practitioner, assist Sister Cutie and her family?

---

[8]Original Narrative by Ellie Van Houtte/ USAID was lightly edited/adapted for JAREEACHII/ACDI VOCA/USAID training material (2016).

1.2 WHAT IS GENDER EQUALITY?

Gender equality is a concept. It is based on the principle of human rights and supports the goal of sustainable development for all. It describes an aspiration that societies or institutions can work towards to eliminate poverty and discrimination as a result of gender differences. It is a state that allows males and females of different socio-economic and cultural backgrounds to have equal access to resources for development. In practical terms, gender equality means recognizing differences in women's and men's needs, constraints, priorities, and aspirations and creating an enabling environment for all, regardless of differences. Gender equality is also linked to women's empowerment. Globally, women as a group face many common areas of discrimination based on their gender roles and status as well as institutional structures that accept male power, male privilege and male domination as the norm.

In Summary, gender equality means:

• Equal rights, opportunities and access to social and economic resources.

• Equal participation in political and public life to influence public policies and making decisions on the allocation of financial and other resources.

• Equity: This promotes 'fairness' of outcomes. Resources can be allocated in a way that ensures justice, based on who needs what, to have similar choices for development.

Globally, the principle of gender equality has been acknowledged by governments, international organizations, and stakeholders as a development goal. This is evident in several international and Caribbean regional agreements and commitments. The main gender-related commitments are:

1. The United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)

2. The Beijing Platform for Action from the Fourth World Conference on Women in 1995

3. The Sustainable Development Goals (2015-2030) which replaced the Millennium Development Goals (2000-2015)

4. The United Nations Framework Convention for Climate Change (UNFCCC)

5. The Hyogo Framework for Action

6. The Sendai Framework

7. CARICOM Charter of Civil Society

8. Paris Agreement

ACTIVITY 2

1. Go online and check for data on the following topics:

   - Economic profile of women and men (employment, unemployment, part-time work, the gender wage gap).

   - Profile of women and men in political and public leadership and decision- making.

   - Profile of women and men in poverty.

   - Gender and disasters.

2. Identify the gender-related differences in your sector and discuss the implications for vulnerable groups if there is a disaster.

   - What are the differences in social and economic vulnerabilities between women and men before there is a natural hazard?

   - How will these differences affect the ability of each sex to prepare for a hurricane or other hazard, cope with the event and recover after the event?

   - What can policymakers and practitioners do to address the needs of the most vulnerable and ensure equal participation of all stakeholder groups in planning for a disaster?

   - What knowledge and capabilities can each group contribute to explore opportunities for building resilience?

   - What can policymakers and practitioners do to integrate gender in CDM and promote gender equality between men and women?

   - What legal frameworks and policies exist to promote gender equality?

Task: Record the emerging issues to identify the problems and possible solutions.

1.3 GENDER GAPS

Using gender as a tool of analysis will help to identify gender gaps. Gender gaps reflect systematic differences between groups of males and females of varying backgrounds (e.g., age, education, class, ability, etc.):

1. Men's ascribed gender roles as family breadwinners and protectors and women's gender roles as family caregivers (based on traditional social norms);

2. The position of men vs. women in society, related to status, power, and privileges;

3. Men vs. women's participation in the economic life of the country, community or organization;

4. The 'gender division of labor' in various sectors, institutions and community groups. This describes mostly females in nursing and employed as tourism hospitality workers; males concentrated in construction, utilities (electricity and -water and security services);

5. Gender differences in education participation, attainment and subject choices;

6. Gender differences in access to power, political leadership, and participation in decision-making;

7. Gender differences in access to and use of social services, e.g., health facilities; and

8. Gender gaps resulting from differences in the gender division of labor in a society which explains who does what work etc.

Policymakers and practitioners can use gender as a tool of analysis in combination with other factors such as age, education, geographic location to better understand differences between men and women. They can use this information to better understand disaster-related vulnerabilities, capabilities, opportunities, and differences in access to resources. This information is important when planning for CDM. Integrating gender-sensitivity in CDM can help to reduce gender and other inequalities and promote fairness in access to resources for disaster recovery and development.

Examples: Women are more likely to lose jobs after a disaster and men are more likely to find jobs in post-disaster reconstruction because of the gender profile of their roles and jobs.

Integrating gender in CDM can ensure participation of all in identifying potential gender gaps such as in employment and in taking action. Research also shows that men deal with disaster-related stress differently from women (Dunn, 2016). Special measures would, therefore, be needed to address the differential psychological needs of both sexes and specific vulnerable groups and action to improve coping strategies.

ACTIVITY 2

"Day breaks with the anguished cries of an elderly invalid woman as a relative tends to her excruciating bedsores. Here, in the tiny fishing village of Scott's Head in Dominica - which was slammed by the full force of catastrophic Hurricane Maria last week - basic medication is as woefully absent as food and water. Up to Sunday, its 800 residents were yet to receive any official aid, almost a week after being flattened by the country's first category five storm in recorded history. According to Prime Minister Roosevelt Skerrit, not a single street island-wide was spared the fury of Maria's 280km/h (175mph) winds, which islanders described as the sound of a "demented animal." Indiscriminate in its destruction, the storm tore apart homes, ravaged businesses, and wiped out infrastructure and agriculture; the 'nature isle' demolished by nature itself. Latest reports state 27 lives have been claimed so far, with dozens more still missing.

With most boats pulverized and a line of rubble where the road used to be, a sense of disbelief pervades at the lack of emergency supplies or a single government visitor so many days later."

-Report by Gemma Handy, BBC, September 25, 2017

Questions

1. What gender-related challenges would women and men face in your sector if there is a natural disaster?

2. What challenges would other groups face, such as persons with impairments or disabilities, the aged and elderly and children?

3. What gender-sensitive actions would you recommend to promote (gender) equity?

"Disasters result from the combined factors of natural hazards and people's vulnerabilities. These vulnerabilities take the form of physical exposure, socio-economic vulnerability, and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors, which include poverty, social class, age group, ethnicity and gender relations."

(UNISDR, UNDP and IUCN, 2009)

MODULE 1

OVERVIEW OF GENDER MAINSTREAMING

MODULE 2: OVERVIEW OF GENDER MAINSTREAMING

In this module, policymakers and practitioners will learn about the global strategy called gender mainstreaming which was adopted by the United Nations in 1995 to promote gender equality. It highlights the importance of using gender as a tool of analysis to improve disaster management policies and programmes.

2.0 WHAT IS GENDER MAINSTREAMING?

Policymakers and practitioners can use gender mainstreaming to achieve gender equality goals. This will help to ensure that both women and men have equal rights and opportunities to access resources and to participate in leadership and decision-making in how resources are allocated.

Gender mainstreaming can help policymakers and practitioners to understand where and why there are differences, and how these can be addressed to meet the specific needs of vulnerable groups in the population or sector. This strategy can help to ensure equal opportunities for stakeholders to participate in decision-making in planning for a disaster. Using gender mainstreaming strategies can also help to ensure that disaster risk reduction policies and programmes address specific needs and vulnerabilities in meaningful and practical ways. The goal is to ensure that no vulnerable group or sex is deprived of what they need, irrespective of gender and other differences.

There are global commitments to mainstream gender in Comprehensive Disaster Management (CDM). The next section will help policymakers and practitioners to understand these commitments and apply the relevant principles to their sector.

Gender Mainstreaming is:

"An organizational STRATEGY to bring a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability. […] With a mainstreaming strategy, gender concerns are seen as important to all aspects of development; for all sectors and areas of activity, and a fundamental part of the planning process. Responsibility for the implementation of a gender policy is diffused across the organizational structure, rather than concentrated in a small central unit."

(Baden & Reeves, 2000:9)

2.1 WHAT ARE DISASTERS?

Definitions from three UN entities (UNISDR, UNDP, and IUCN) note that disasters result from the combined factors of natural hazards and people's vulnerabilities. These vulnerabilities take the form of physical exposure, socio-economic vulnerability, and limited capacity to reduce vulnerability and disaster risks. Capacities to reduce vulnerabilities and risks arising out of a complex mix of factors: poverty, social class, age group, ethnicity and gender relations.

Gender analysis can help to inform the design and implementation of disaster risk management policies, strategies, and programmes. It helps to ensure gender issues relevant to CDM are adequately addressed. Lack of gender analysis can contribute to gender inequality.

2.2 WHAT IS THE ROLE OF GENDER IN DISASTER?[9]

Residents walk in flooded streets as they return to their homes in Leogane, Haiti

Research shows that men and women are affected by and respond to disasters in different ways. They have distinct coping strategies in response to the stress associated with a hurricane or other natural hazard. Based on the explanation of gender and gender roles in Module 1 it is clear that women and men have practical and strategic needs.

Practical needs for men
would include access to a job to look after themselves and fulfill their role as family providers, for male farmers, this may include: access to funding to replant crops and repurchase livestock.

Strategic needs of men
would be integrating gender in education policies to create a more enabling and gender-sensitive school environment for boys with more male teachers etc. Also more programmes for males on the margins of society (e.g., poor, unemployed, and homeless).

Practical needs for women
may include the need for employment and access to essential resources to care for their families (e.g., food, water, access to health services).

Strategic needs for women
may include equality in access to resources for jobs (e.g., credit and financing, elimination of discrimination in land ownership, and equal participation in local decision-making mechanisms such as Disaster Risk Reduction (DRR) committees to guide priorities for distribution of food and water to the most vulnerable).

[9]Adapted from FAO (2017) Gender Responsive Disaster Risk Reduction in the agriculture sector – Guidance for policymakers and practitioners.

A disaster can put increased pressure on either sex because of their ascribed gender roles and responsibilities. Preparing for a disaster may rely heavily on women's perceived role as family caretakers and men's perceived role as family protectors and providers.

Below are some examples for review and discussion.

Pre-hurricane tasks For Men

Differences in gender roles influence how each sex is likely to prepare for a hurricane.

Both sexes expect that men will assume more risky tasks such as climbing a ladder to check the roof for leaks and fixing it; battening down windows with ply board; pruning trees, clearing drains to avoid flooding; ensuring that the family is safe.

Assumption: All men are capable & available.

What are the implications for:

1. Men, who have responsibilities for children and women in several households?

2. Men who are afraid of heights or may not be technically competent to complete the tasks mentioned above?

3. Men earning the minimum wage who may not have the income to purchase additional items for their household?

4. Vulnerable men (older, widowers, disabled men, sick, socially isolated, homeless)?

Pre-hurricane tasks For Women

As family caregivers, women are usually expected to stockpile sufficient food, medicines, flashlight batteries; store important family documents, etc.

Women are also expected to stockpile water for the family's domestic use (washing, bathing, cooking, and cleaning).

Assumption: All women have adequate time and financial resources to make these preparations for a hurricane.

What are the implications for:

1. Women, who earn a minimum wage or are in jobs that pay low wages? How do they find additional money to stockpile food and prepare for a hurricane?

2. Women, who are single female heads of households as these tend to be larger because women are likely to have more dependent family members living with them?

3. Women-only households who may have to pay a male to fix their roof or batten their windows?

4. Vulnerable women (elderly widows, and living on their own, sick, disabled females)?

Here are some gender-related scenarios and facts that policymakers should note and factor into planning for CDM.

Risks during and post disaster tasks and risks for Men

- Men's roles as protectors can increase their risk of death or injury during and after a disaster.

- The lessons learned about masculine behavior, and the perception that men are biologically the "stronger sex" means that men are more likely to take risks and are less likely to take precautions because society expects them to be heroes and take action to rescue women, weaker men, children and also protect family assets.

For example, there were more immediate deaths among men when Hurricane Mitch struck Central America, not only because they were engaged in outdoor activities, but because they took fewer precautions when facing risks (Bradshaw, 2004).

Post-disaster tasks and risks for Women

After a disaster women's workload may increase significantly in various ways:

- As caregivers, women need water to be able to care for the family which depends on them to cook, wash, clean, and clear debris inside the house if there is flooding.

- Women in their reproductive years need extra water to manage their monthly period safely.

- Women caring for babies, young children, and relatives who are old, sick or may have a disability, are also likely to need more water to maintain good health and sanitation.

- Women may have to go far to get water for household use. This may pose additional risks of being robbed or raped depending on the environment and how close the water source is to their home.

- If there is need to move to temporary shelter women, have a higher risk of exposure to sexual violence than men because of shared sleeping accommodation with non-family members.

An analysis of disasters in 141 countries found that when it came to deaths, gender differences were directly linked to inequality in women's economic and social rights. In societies where women and men enjoyed equal rights, disasters caused the same number of deaths in both sexes. Studies also confirmed that discrepancies were the result of existing inequalities. For example, boys were given preferential treatment during rescue efforts and, following disasters, both women and girls suffered more from shortages of food and economic resources (Neumayer and Plümper, 2007).

Studies also showed that women, boys, and girls are 14 times more likely than men to die during a disaster (Peterson, 2007). However, men on the margins of society are also vulnerable, e.g., poor men, men with disabilities, gay males (Dunn, 2016). A 2016 Caribbean Development Bank publication on Ten Caribbean country Gender Assessment Reports, showed that although women, children and the elderly are the most vulnerable when natural disasters occur, gender inequalities are often not considered in national climate change and disaster mitigation policies. These scenarios and facts underscore the need for policymakers to understand gender as a concept and to integrate gender-sensitivity in Comprehensive Disaster Management.

2.3 IMPLICATIONS FOR POLICYMAKERS AND PRACTITIONERS

Integrate gender-sensitivity in strategies used to:

1. Strengthen Institutional arrangements for CDM (e.g., develop a Gender Policy & Gender Action Plan).

2. Increase knowledge and awareness of gender and gender mainstreaming in CDM policies, programmes and strategies in their respective sectors and is working to build community resilience.

Vision and Mission Statement

An organization's vision and mission statement reflect policy commitments that will guide the choice of programmes and strategies as well as the allocation of human and financial resources. The language used in these statements is therefore important. Policymakers and disaster practitioners can integrate gender-sensitivity in the text of their organization's vision and mission statement by using words and phrases that recognize gender and other social differences in the target groups. Using words and phrases such as: 'gender equality and equity'; 'diverse populations'; 'men and women' vulnerable groups,' avoids the risk of 'gender blindness.' If gender-inclusive language is not used, it implies that the organization assumes that everyone will benefit equally from programmes.

2.4 WHAT IS GENDER ANALYSIS?

Gender analysis is a process used to understand and interpret the meaning of data collected and gender differences observed. It supports gender-sensitivity in the CDM Framework and promotes CDM principles. In essence, gender analysis helps to identify problems related to the gaps observed when data disaggregated by sex is analysed. It provides information on how groups will be affected before during and after a disaster. Gender analysis can be used to develop a gender profile of vulnerable groups.

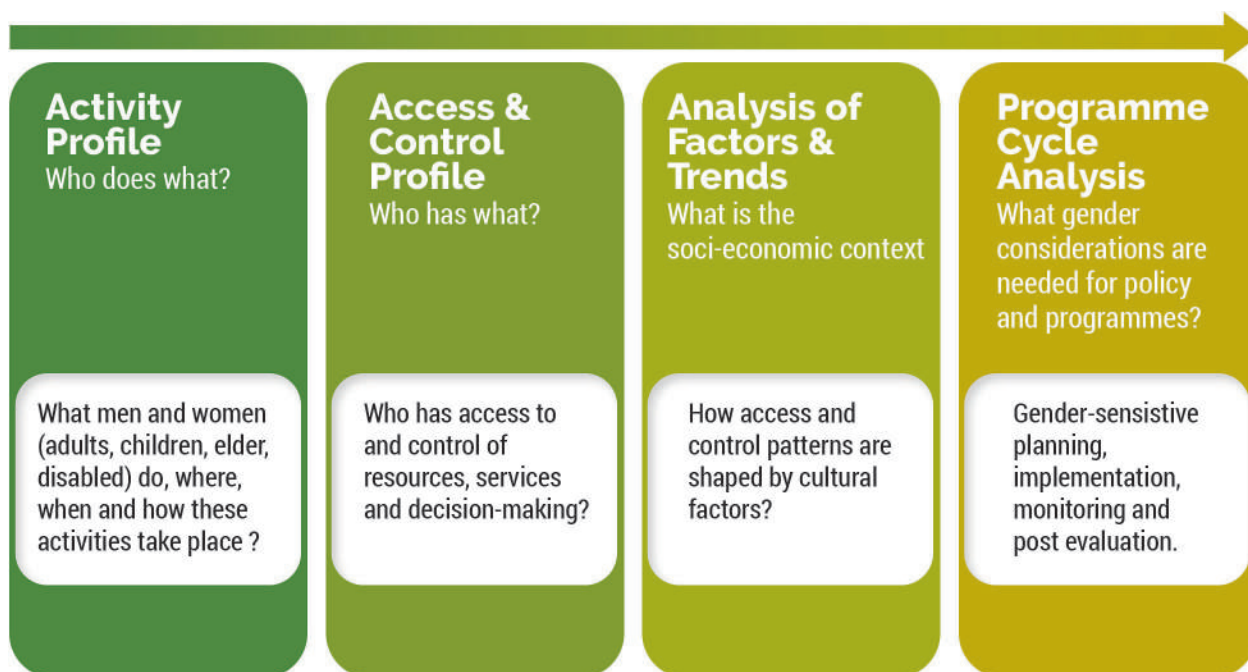Gender analysis of the data collected will give policymakers information on:

1. The connections between gender relations and the disaster-related problem to be solved;

2. The likely gender impacts of any solution proposed;

3. Implications of any alternative actions that may be required to address needs; and

4. The action that can reduce the risk of perpetuating gender and other inequalities.

In summary, gender analysis involves the collection of sex-disaggregated data, analysis of this data to identify problems and using this data to plan solutions.

Key questions to ask would be:

1. Who does what?

2. Who has what resources and where are the gaps?

3. What are the specific needs and priorities of males and females of different ages and backgrounds?

4. What are the differences between and within groups regarding access to power, influence, and status?

5. Is there gender equality in the participation of key stakeholders?

6. Is there equality in access to leadership and decision making? If not, what action can be taken to address these gaps to ensure that inequalities are not perpetuated or reinforced?

GENDER ANALYSIS STEPS

Activity Profile
Who does what?

What men and women (adults, children, elder, disabled) do, where, when and how these activities take place ?

Access & Control Profile
Who has what?

Who has access to and control of resources, services and decision-making?

Analysis of Factors & Trends
What is the soci-economic context

How access and control patterns are shaped by cultural factors?

Programme Cycle Analysis
What gender considerations are needed for policy and programmes?

Gender-sensistive planning, implementation, monitoring and post evaluation.

"To be successful, its is important that initiatives do not just assume women to be more vulnerable to disasters than men, but that they seek to understand how women and men experience disasters differently.""

(Bradshaw, 2013)

MODULE 3

TOOLS AND TIPS FOR MAINSTREAMING GENDER-SENSITIVITY IN THE COMPREHENSIVE DISASTER MANAGEMENT FRAMEWORK

MODULE 3: TOOLS AND TIPS FOR MAINSTREAMING GENDER-SENSITIVITY IN THE COMPREHENSIVE DISASTER MANAGEMENT FRAMEWORK

This section of the Manual provides practical tools and tips that can be used to support the integration or mainstreaming of gender in Comprehensive Disaster Management and specifically in CDEMA's Regional Disaster Management Framework and Strategy. The content and exercises included will build on policymakers and disaster practitioners' knowledge of gender concepts, their confidence to apply this knowledge to decision making on steps to reduce the vulnerability of both males and females and manage/mitigate disaster-related risks.

ACTIVITY 4

1. How do gender roles in your agency support integrating gender sensitivity in CDM?

    Mainstreaming gender at the Institutional level starts with an analysis of how gender 'plays out' in the organization.

2. Start by using your 'gender lens' to look at staff composition: identify the number of men and women; their jobs and status? Their roles?

    Analysis of the data will determine if there is gender balance in leadership? Is there a 'glass ceiling' (Invisible barrier) for either sex? Is there a gender 'division of labor 'and gender stereotypes for specific jobs?

Task:
Reflect on the answers to determine strategies that can be used to reduce gender inequalities and vulnerabilities.

Questions:
What leadership roles do women and men play in top leadership positions in disaster management, at international, regional, national, local community levels?

3.0 GENDER MAINSTREAMING STEPS

Below are the main steps needed to integrate gender in disaster management policies and programmes. These can be adapted for use by various sectors.

Step 1: Collect data disaggregated by sex and other background factors, e.g., age, education, socio-economic status occupation; ability/disability; and location- urban/rural.

Step 2: Analyse this data to develop a vulnerability profile of males and females in the target population to understand differences in their practical needs and strategic needs.

Step 3: Identify actions that can be taken to integrate gender sensitivity in CDM to address specific needs and promote gender equality and sustainable development.

Step 4: Promote capacity building to integrate gender-sensitivity in CDM and facilitate changes in policies, programmes, and use of indicators to measure progress.

Gender-sensitive indicators for mainstreaming gender in CDM

There are several entry points for integrating gender- sensitivity during the planning process for CDM to be incorporated in the five priority sectors, such as aiming for equal representation of men and women in planning teams, including gender equality as one of the guiding principles of the plan, and budgeting to collect sex-disaggregated data. As previously mentioned, CDM is committed to mainstreaming gender in the following priority areas:

1. Strengthened Institutional arrangements for CDM;
2. Increased and Sustained Knowledge Management and Learning for CDM;
3. Improved integration of CDM at sectoral levels; and
4. Strengthened and sustained community resilience.

The following gender-sensitive indicators are examples of different ways to track the extent to which the CDM planning process is addressing gender equality.

- Multi-stakeholder coordination mechanisms include organizations and experts representing gender issues and women's specific priorities in CDM.
- Participatory and gender-responsive mechanisms are put in place for CDM to be mainstreamed in the five priority sectors.
- Gender experts contribute to models that assess the capacity of men and women, boys, and girls.

- Vulnerability assessment models include sex-disaggregated data.
- Community plans integrate actions targeted at women's and men's specific needs.
- Number of Institutions involved in the testing of good practices for CDM, disaggregated by sector and sex.

MODULE 3

3.1 SUMMARY OF ENTRY POINTS TO MAINSTREAM GENDER IN CDM

OUTCOME 1

seeks to address the institutional arrangements and capacity at the national and regional levels by:

1. **Strengthening capacities for the implementation, monitoring and evaluation of CDM.**

Gender Mainstreaming Entry points:
Below are entry points to strengthen institutional arrangementsto integrate gender-sensitivity in CDM in tourism:

Governance: Establish a Gender Management System, with a Gender Task Force.

Technical/Human Resources: Appoint a Gender Focal Point to support GM.

Training: Organise gender sensitisation workshops for policy makers and staff.

Research: Collect and analyse data disaggregated by sex and other factors to identify vulnerable groups and their needs in the sector.

Programme: Develop a Gender Action with interventions to respond to findings of the needs assessment study.

Monitoring and Evaluation: Develop gender sensitive indicators to support monitoring and evaluation of your gender-sensitive CDM programme.

Participation: Ensure equitable participation of women and men in the membership and in the leadership/ decision making levels. of the organisation Organise a women's group if needed.

Budget: Mobilize and allocate financial resources to support implementation of the Gender Action Plan.

2. **Addressing the required enabling legislative, strategic and policy framework**

Conduct a gender review of legislation related to gender equality and to CDM in the tourism sector. Identify areas of coherence and gaps (incoherence).

Conduct a review of relevant CDM policies and strategies in tourism, to determine if there is gender sensitivity and

3. **Aligning CDM priorities among all partners with that of the Regional CDM and sector Priorities.**

Ensure that CDM priorities for the tourism sector are gender-sensitive and aligned with regional CDM priorities.

4. **Addressing the allocation of the various types of resources to meet the needs of Countries.**

5. **Maintaining a focus and capacity for preparedness, response and recovery.**

Ensure that human and financial resources (and staff time) are allocated to support gender mainstreaming in CDM especially related to building capacity to integrate gender sensitivity in disaster preparedness, disaster response and disaster recovery programmes and strategies.

OUTCOME 2

seeks to address the information, knowledge management and learning at all levels by:

1. **Emphasizing the role that existing and expanded knowledge networks will continue to play in the information required for sound and rational decision-making.**

Ensure that policymakers responsble for CDM in the tourism sector have access to information that is gender-sensitive and rational to guide sound and equitable decision-making.

Ensure that the content and delivery mechanisms for CDM knowledge sharing reflect the needs of diverse stakeholders in tourism, and those who are most vulnerable.

2. **Addressing the technological backbone that will support data sharing for fact-based policy and decision making.**

Ensure that the technology used for data sharing and to guide evidence based policy and decision making in the tourisms ector, considers gender differentials in access to and use of computers and other technologies, among women and men' working in the sector. Needs of staff with a disability or are older should also be considered.

Examples:
Use of braille and JAWS technology for persons who are blind.

Text technology for deaf persons; Large print for older persons who are literate wish visual impairments; Social media for male and female staff who are millennials; and Use of radio or TV for males and females who staff working in locations with less access to wireless and cable etc.

3. **Emphasizing the critical role that local and community level actors will play in the generation of data decision making and risk assessment processes**

Build partnerships with women's and men's community groups to promote gender isensitivity in CDM in the tourism sector and enrich disaster risk assessment processes and strategies.

4. **Highlighting the need for the generation and application of educational and training materials that will support learning and continued development of CDM stakeholders.**

Review CDM education and training materials to assess gender-sensitivity and adapt materials as needed for diverse stakeholder groups.

MODULE 3

OUTCOME 3

seeks to address how sector stakeholders plan, coordinate and implement CDM at the national and regional levels by:

1. Promoting Disaster Management programs in sectors.

Ensure that males and females working in the tourism sector , have access to knowledge about CDM and understand the relevance of gender in CDM programmes as it affects the sector.

2. Integrating hazard and disaster information and concerns into sector development agendas.

Ensure that development plans for the tourism sector include information on hazards and disasters and that this information is gender-sensitive/reflects understanding of vulnerabilities and risks for males and females of diverse backgrounds working in tourism. Note: intersecting vulnerabilities related to sex, age, occupation, job status disability etc.

3. Highlighting the need for investing in disaster-proof measures/ initiatives by sectors.

Disaster proofing initiatives. Ensure that gender differences and needs are considered in preparing such initiatives.

4. Coordinating preparedness, response and recovery efforts among various stakeholders.

Ensure that the composition of Disaster Coordinating Committees reflect gender equality and equity.

Disaster Preparedness: Ensure that coordination of disaster preparedness reflects sensitivity to social and gender inequalities that affect the ability of individuals and households that are vulnerable, to adequately prepare for a disaster. **Special consideration should be given to the needs of women workers in low wage occupations in the industry who are single female heads of household, as part of the pre-disaster preparation phase. Examples of these are women who work as housekeepers and clerks.**

Disaster Response: Ensure that Disaster Coordinators (DC) are equipped to conduct gender sensitive ,post-disaster needs assessments that can provide data on who is most vulnerable, where, why and how. Coordinators should prioritise disaster assistance to the most vulnerable stakeholders, based on evidence collected from the needs assessment. This would include data on an analysis of intersecting social economic, political and environmental factors that contribute to vulnerability.

Disaster Recovery: Ensure that Disaster Coordinators are equipped to support recovery programmes in the short, medium and long term.

DC's should understand how gender inequalities can affect women's access to financial resources for recovery as well as access to people in postitions of power and decision-making

DC's should be able to collect and analyse sex-disaggregated data for each hazard and disaster in each sector.

OUTCOME 4

seeks to address community level concerns and integration within the overall framework for Disaster Management by:

1. Building community level capacity for Community Based Disaster Management.

Tourism stakeholders involved in community based tourism should be able to integrate gender-sensitivity in community disaster management programmes. The aim is to improve the resilience of males and females of difference ages and backgrounds, related to disaster preparedness, response and recovery.

Integrate gender-sensitivity in communityCDM programmes to avoid perpetuating social inequalities.

2. Harnessing the knowledge within communities to refine national level standards, knowledge and procedures.

Ensure data collection on disasters in communities includes strategies to harness relevant knowledge and skills from all stakeholders including children, older persons and persons with disabilities.

3. Improving and further vertically integrating EWS.

Ensure EWS to promote disaster resilience are vertically linked to the national system and enhanced by targeting a diverse range of stakeholders to ensure CDM practices are accessible and usable by both men and women.

4. Emphasizing the need to safeguard livelihoods in addition to assets and life.

Ensure that communities are more resilient to disasters by ensuring that the differential impacts of disasters on men's and women's livelihoods are included in disaster preparedness, planning and early warning systems.

5. Emphasizing the need to focus on actions that will address vulnerable groups and how they are impacted by hazard events.

Ensure that data collection for disaster impact assessments is gender sensitive and includes data on the needs and capacities of vulnerable groups to prepare for, respond to and recover from natural hazards that could become disasters.

MODULE 3

CASE STUDY: A GENDER IMPACT ASSESSMENT OF HURRICANE IVAN IN GRENADA – MAKING THE INVISIBLE VISIBLE[8]

Context

Grenada has one of the highest total dependency ratios in the OECS region (94.8 percent) and a relatively high elderly dependency ratio of 31.8 percent. This means that almost one-third of the population is older and are dependent on those who are working (aged 15-65 years). Women and men have different roles and responsibilities in the family. Traditionally women are responsible for the care of the very young and the elderly, family members who are sick and have a disability. People over 65 years of age account for 16.3 percent of the population. Grenadian women also begin childbearing at a young age (10-19 years old) and have many children. This fertility pattern is most pronounced among the poorest9 Data show that one-fifth of the population had their first child in this age range. It is estimated that women head 48 percent of households, and this proportion reached 52 percent among poor people. After Hurricane Ivan, it was reported that many women felt increasingly overwhelmed when they tried to meet the household's basic needs. The Grenada Agricultural Census (1995) indicated that among persons with land holdings of at least 0.05 hectares of land, there were more males than females (3,989 were females and 7, 818 were males). However, the farm population was comprised of more females (23 436 females and 19 964 males).10 According to the 2000 Population Census of Grenada, out of the 3,734 persons employed in agriculture and fisheries, the majority were men (2,533 or 68% were men, and 1,201 or 32% were women.11

The Impact and Aftermath of Hurricane Ivan

After the disaster, both men and women working in the agriculture sector lost the means of livelihood for their households. These included persons working in the nutmeg industry. The OECS (2004) estimated that some 30,720 persons were directly or indirectly dependent on the nutmeg industry at the time of the hurricane.

Before the disaster, as typical for Caribbean countries, men and women had different opportunities and skills to access the job market. After the hurricane, women became even more marginalized and put Grenada's reconstruction efforts at a severe disadvantage. The construction sector experienced a boom and men typically involved in agriculture or tourism could easily move to this sector, while this was not possible for women. Many efforts were made to involve women in reconstruction work, which required both time and changes in cultural attitudes so that they could be accepted. Women's limited participation in construction slowed rebuilding efforts. This increased the burden of responsibility on the State, as the pool of labor needed to kick-start and sustain the economy had to be drawn from men in the labor market. With fewer women employed there was increased need for social protection programmes to support the poorest people.

Women in rural and semi-rural environments

Women grow crops in their backyard gardens and agricultural plots. Their agricultural produce reaches the table of many households, and this played a significant role in national food security. Research showed that most women with backyard gardens had been doubly hit: they could no longer produce to ensure food security for their families nor they were able to access the extra income gained by selling the excess produce in the market. For survival, many women reported that they supplemented their income as domestic workers or produced small craft items for sale (knitting or making doilies). These possibilities for earning an income no longer existed.
Women in rural and semi-rural settings and those working in agriculture felt forgotten. Those working in the nutmeg industry, either gathering nutmegs in the community for sale to the board, such as in Clozier, or involved in the nutmeg pools as in Gouyave, felt particularly threatened by the impact of Hurricane Ivan on this industry. Women who had been engaged in the nutmeg pools for many years, who had few other skills or limited education which would enable them to move to other areas of work, were the most disadvantaged. It was estimated that the nutmeg pools implied three months of work. Alternative plans were required to provide them with an alternative source of livelihood.

Women who collected nutmegs in the community were also involved in farming products such as citrus, bananas, flowers and other fruits. After Ivan, they reported that now "they had nothing to live by." Many female farmers reported that they did not have the wherewithal to clear land or pay for extra labor to prepare land for planting. Women who harvested cinnamon bark and other spices suffered reduced income due to tree destruction and struggled to continue their trade. Based on their local knowledge, women suggested agricultural diversification such as investing in bananas as an early cover crop in replanting the nutmeg trees. The women indicated that they had not been consulted. Some women considered replanting nutmegs as pointless since it would take many years to realize a crop. Instead, farmers preferred cash crops. Others were involved in commercial production of flowers (50 percent were women) and other agricultural activities. The latter included banana farming, rearing chickens, minding goats or working in the fisheries sector, which was also severely affected.

Initiatives undertaken by the Government of Grenada

The agriculture sector was targeted for interventions and farmers were identified as a vulnerable group in the population. Some 310 persons prequalified for housing assistance. However, data were not disaggregated by sex, type of farmer or size of holding and therefore it was not clear what proportion of those affected or to benefit were male or female farmers. For this reason, it was not possible to determine whether persons in the informal, agricultural sector were considered within this category.

To improve data collection, focus group discussions were organized, and a gender analysis of the data was conducted. This gender-sensitive research served to identify the specific needs of women and men in the informal agricultural sector. For example, analysis of data in the Après Tout community showed that women who earned an income from harvesting cinnamon bark lost

their source of livelihoods since most trees had either been uprooted or severely damaged. The research also highlighted other issues. For example, how childcare responsibilities, lack of skills, and low educational status prevented many women from finding alternative means of earning a livelihood. Research also showed that in the agricultural community of Clozier, many women earned a livelihood and supported their families by harvesting and selling nutmegs to the Nutmeg Cooperative. However, analysis of data disaggregated by sex and other factors showed that assistance for rebuilding mainly benefitted male farmers with relatively large holdings and not the most vulnerable. In Clozier, the needs assessment analyzed by sex and age showed that among women working in the informal agricultural sector, there were significant differences in the needs identified among women of different ages. For example, younger women identified training as a priority, while this was not considered relevant by older women who had been in the sector for 20-30 years or more.

Questions for reflection to support gender mainstreaming in CDM

1. What lessons does the case study provide on gender as a tool of analysis for disaster preparation, and recovery and reconstruction?

2. What valuable information did data disaggregated by sex and age in the population census provide for CDM generally and in the agricultural sector?

3. What insight does the pre-impact data in the case study reveal about gender issues in Grenada in the general population and more specifically in the agricultural sector?

4. What socially constructed roles are suggested for the work carried out by men and by women in the agriculture sector in Grenada, before the hurricane Ivan?

5. How did the gender division of labor affect job opportunities for women and men?

6. How did gender stereotypes in occupations affect access to paid work during the post-disaster reconstruction and recovery period?

7. What gender aspects could be considered in the recovery process for the agriculture sector to ensure that both women and men can have access to jobs to support their families?

8. Why would child care be considered important to increase women's access to jobs?

3.2 TOOLS TO INTEGRATE GENDER-SENSITIVITY IN CDM IN THE TOURISM SECTOR

Checklists are one of the important tools that tourism policymakers and practitioners can use to promote gender- sensitivity CDM in tourism. They provide guidance on strategic questions that can be asked to identify gender gaps and inequalities. The responses to questions can be used to support actions to address specific needs of either males or females.

CHECKLIST 1: Disaster Risk Reduction and Preparedness	
Disaster Risks vary for men and women and are linked to several intersecting factors: gender roles as family caregivers, breadwinners, and protectors; job status, occupation, and income; access to power and other resources. Understanding these socially constructed roles and other factors in the pre-disaster/preparedness stage can provide valuable information on potential vulnerabilities and risks. This Checklist can be used by institutions in the tourism sector to guide actions	
Institutional Basis for Implementation	
Is there gender balance in the leadership committee responsible for resource allocation for disaster management in the sector?	
Does the tourism organization have a gender equality policy? A Gender Action Plan?	
Is there staff with technical capacity and time allocated to integrate gender sensitivity in CDM in the sector/ organization?	
Is there commitment to broad stakeholder participation in promoting CDM in the tourism sector? Example: Are organizations of women and vulnerable groups adequately represented in Disaster Risk Reduction programmes and strategies?	
Has sex-disaggregated data been collected and analyzed to identify the specific needs of men and women working in the sector, before there is a disaster as part of CDM programming?	
Risks and Enhanced Early Warning Systems	
Are women and men and vulnerable groups (e.g., persons with disabilities) involved in the design and development of early warning systems (EWS) to ensure they are responsive to their specific needs?	
Are men and women are equally involved in the development of risk and hazard maps for the tourism sector?	
Are evacuation plans for in place for employees and guests to address the specific needs of vulnerable groups (special needs of children, women, the aged, persons with disabilities, sick, isolated/homeless?)	
Preparedness and Response	
Are men and women working in the tourism sector adequately included in Comprehensive Disaster Management?	
Are there women's organizations in the sector? Are they integrated into the political and policy-making process? Are they encouraged to use their capacities and expertise to influence decisions in emergency management?	
Are women employed in the tourism sector /or organization, equally involved in disaster management committees and disaster response drills?	
Are women employed in the institution recognized as key change agents? Are they effectively included in disaster planning for the institution?	
Awareness & Public Education	
Are men and women employed in the institution included in the development of gender-sensitive CDM educational and training materials?	
Are women and men with disabilities consulted to guide the development, testing, and dissemination of CDM message testing?	
Are women's heavy domestic workloads considered when designing training and simulation exercises for employees in the tourism institution?	

CHECKLIST 2: Post Disaster Relief and Recovery

Gender-Sensitive responses to the needs of males and females and vulnerable groups are very important after a disaster. Knowledge of their capacities and coping strategies are key in effective disaster relief and recovery. Integrating gender-sensitivity in the post-disaster efforts should ensure disaster relief and livelihood support to both women and men. This is important as many women are single female heads of households. Alternative employment can restore or improve their pre-disaster livelihood strategies.

Gender-sensitivity in Relief: Meeting Basic Needs

Is there collaboration and coordination with emergency management and development agencies to address the concerns of vulnerable women, vulnerable men, and persons with disabilities?	
Are women and men equally involved in all aspects of disaster relief?	
Are there cultural norms and practices that affect the ability of women (or men) to contribute to and benefit from post-disaster assistance?	
Are women and men adequately represented in the teams involved in collecting and analyzing information for Disaster Needs Assessment?	
What are the immediate challenges that men and women face in any economic sector to enable them to return to employment-related activities?	
How are the livelihood needs of men and women employed in tourism considered in the post-disaster period?	

Gender-sensitivity in Shelter Management

Do hotels provide temporary accommodation for staff (and their families if needed) during a hurricane?	
Are measures in place to ensure the safety of women, girls, boys, vulnerable males, and persons with disabilities while in a temporary shelter, given the risks of gender-based violence, human trafficking, sexual violence, abuse of older women and men, etc.)?	
Are shelters equipped with bathrooms, ramps and other facilities for persons with disabilities?	
Have any of the vulnerable groups been involved in the design, layout and DRM programme of the sector?	

Gender-sensitivity in Relief Distribution

Are special arrangements made to provide employees with relief supplies after a disaster? Is data collected for a needs assessment to guide the distribution of relief supplies disaggregated, by sex?	
What gender can sensitive systems be established to ensure equity (fairness) and ease of access for vulnerable groups in the distribution of relief supplies for those working in the tourism sector?	
Do relief supplies organized for those working in the tourism sector, including dignity kits for women?	

Psychosocial care

Is psycho-social support arranged to address the differential emotional needs of male and female employees after a disaster?	
What actions can be used to address the stigma associated with male and female employees who may need to have access psycho-social support to cope with the aftermath of a disaster?	
Are organizations providing counseling included as part of the team of support services required to meet the needs of employees and community members? Are these organizations equipped to provide support to women who are victims of GBV?	

Gender-sensitivity in Relief Distribution

Is damage and needs assessment data, disaggregated by sex, age & socioeconomic status?	

NEXT STEPS

Policymakers and practitioners are encouraged to use this Manual with the Tourism Gender Strategy to develop an action plan to address needs and gaps. The Strategy provides details on how to establish a Gender Management System with a Gender Task Force or committee to lead the process; to appoint and train Gender Focal Points to support the process; to develop a Gender Action Plan to address gaps and integrate gender sensitivity in CDM and to draft and Implementation Plan.

MODULE 3

REFERENCES

Baden, S., & Reeves, H. (2000). Gender and Development. Concepts and Definition, BRIDGE (Development-Gender), Briton, Institute of Development Studies, 23-65.

Baksh, R., & Associates. (2016). Country Gender Assessments Synthesis report. Barbados: Caribbean Development Bank. Available at: http://www.caribank.org/wp-content/uploads/2016/05 SynthesisReportCountryGenderAssessment.pdf

Barriteau, V. E. (1999). Theorizing Gender Systems and the Project of Modernity in the Twentieth Century Caribbean. Feminist Review. (9 (1). Palgrave Macmillan.

Bradshaw, S. (2013). Gender, Development and Disasters. Edward Elgar, Cheltenham

CDEMA Regional Disaster Strategy and Results framework Gender mainstreaming in CDM Comprehensive Disaster Management Framework 20014-2024.

Dunn, L. (2016). Integrating Men and Masculinity in Caribbean Disaster Risk Management. In E. Enarson and B. Pease. (Eds.). Men, Masculinities and Disaster. London: Routledge.

Dunn, H. S., & Dunn, L. L.(2002). People and Tourism: Issues and Attitudes in the Jamaican Hospitality Industry. Kingston: Arawak Publishers.

FAO. (2017). Gender Responsive Disaster Risk Reduction in the agriculture sector – Guidance for policymakers and practitioners. Available at: http://www.fao.org/3/b-i6096e.pdf

Faulkner, B., (2001) Towards a framework for tourism disaster management. Tourism Management, 22: 135-1

Ferdinand, C., (Ed.) (2001) Jobs, Gender and Small Enterprises in the Caribbean: Lessons from Barbados, Suriname and Trinidad and Tobago, SEED Working Paper 19. Women's Entrepreneurship Development and Gender in Enterprises (WEDGE). Available at: http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/documents/publication/wcms_113771.pdf

Hystad, P. W. and Keller, P.C., (2008) Towards a destination tourism disaster management framework: Long term lessons from a forest fire disaster. Tourism Management, 29: 151- 162.

IUCN (ND) Disaster and Gender Statistics. Available at: https://cmsdata.iucn.org/downloads/disaster_and_gender_statistics.pdf

Le Masson V and I Kelman (2011) Disaster risk reduction on sovereign islands: La Réunion and Mayotte, France. Natural Hazards, 56: 251-273

Lewsey, C., Cid, G., & Kruse, E. (2004). Assessing climate change impacts on coastal infrastructure in the Eastern Caribbean. Marine Policy, 28: 393-409.

Lopez-Claros, A., & Saadia, Z. (2005). Women's Empowerment: Measuring the Global Gender Gap. Geneva: World Economic Forum.

Neumayer, E., & Plümper, T. (2007). The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy. Available at: http://gsdrc.org/document-library/the-gendered-nature-of-natural-disasters-the-impact-of-catastrophic-events-on-the-gender-gap-in-life-expectancy/

Peterson, K. (2007). Reaching Out to Women When Disaster Strikes. Soroptimist White Paper. Available at: http://www.soroptimist.org/

Reddock, R., & Barrow, C. (2000). Caribbean Sociology: Introductory Readings/ Kingston: Ian Randle Publishers and Marcus Weiner, Princeton. Twentieth Century Caribbean', Feminist Review, 59, 186–210.

UN ORHLLS. (2015). Small Island Developing State in Numbers: Climate Change Edition 2015. Available at: https://sustainabledevelopment.un.org/content/documents/2189SIDS-IN- NUMBERS-CLIMATE CHANGE-EDITION_2015.pdf

UNISDR, UNDP, and IUCN. (2009). Making Disaster Risk Reduction Gender Sensitive – Policy and Practical Guidelines. Geneva.

UNWTO/UN Women. (2011). Global report on women in tourism 2010: Preliminary Findings. Available at: http://www2.unwto.org/sites/all/files/pdf/folleto_globarl_report.pdf

APPENDIX 1

SISTER CUTIE'S STORY[10]

'Betty Roberts', also known as Sister Cutie, rises at 4 a.m., and then puts an uplifting reggae, gospel or blues record on her player to begin her day in Spring Gardens, St. Thomas, Jamaica. Widowed 18 years ago, Sister Cutie raised six children in her home and now also helps to raise four grandchildren, all of whom live with her. "She is the best mom," says her son Shane, who works in construction. "She pushed us as kids." Outside, she feeds and 'waters' the chickens. When they grow to maturity, locals will buy them from her to cook jerk chicken. As the grandchildren wake up, she hurries them along, so they are not late for school. She carefully inspects their uniforms which she made for them on her sewing machine. "They may not have pretty clothes, but they have to go to school," says Sister Cutie.

However, Sister Cutie's day is just beginning when she sends her last grandson off to school. As a full-time fruit and vegetable farmer, her days are also filled with hours of weeding, planting, and picking. Up the road, she climbs a hill to get to her farm, with her weed wacker and machete in hand. She branches away from the road onto a path that is slippery from overnight rain and at times treacherous, as it winds through dense forest cover. It takes much effort to climb to her hillside plot of farmland, but the beauty of the view over the valley is a warm morning greeting. The small island of Jamaica is experiencing a severe drought. The droughts have become more frequent and severe over the past two decades as a result of climate change. In June 2015, Sister Cutie's parish received just 6 percent of normal rainfall for that month; and crop yields had declined by as much as a quarter in recent years.

Nine months ago, there was not a banana to harvest, nor a cucumber or tomato to pick on her 3.5-acre farm. One-third of her 2,600 banana trees had collapsed to the ground as her land grew drier and drier. Sister Cutie tried to quench her plants by retrieving water one bucket at a time—making the 10 to 15-minute trek to the local gully as many as 20 to 30 times a day with heavy loads on her head. However, it was not enough to save her plants. Sister Cutie wondered how she was going to pay her light bill or school fees for her grandchildren. She began sewing curtains and crocheted colorful tams—Jamaican hats worn by Rastafarians—to supplement her income, but this did not match the income she was earning before the drought. "With the drought, we do not have the money to send her to college," said Sister Cutie of how she has been unable to support her daughter's ambition to become an engineer.

Questions for Reflection

1. What changes took place in Sister Cutie's house when her husband died 18 years ago?

2. Given Sister Cutie's caregiving role and responsibilities, what control does she has over her earnings?

3. How can Sister Cutie obtain resources to prepare for disasters such as a drought?

4. Does Sister Cutie have access to training to enable her to adapt her livelihood?

APPENDIX 2

CASE STUDY: A GENDER IMPACT ASSESSMENT OF HURRICANE IVAN IN GRENADA – MAKING THE INVISIBLE VISIBLE[11]

Context

Grenada has one of the highest total dependency ratios in the OECS region (94.8 percent) and a relatively high elderly dependency ratio of 31.8 percent. This means that almost one-third of the population is older and are dependent on those who are working (aged 15-65 years). Women and men have different roles and responsibilities in the family. Traditionally women are responsible for the care of the very young and the elderly, family members who are sick and have a disability. People over 65 years of age account for 16.3 percent of the population. Grenadian women also begin childbearing at a young age (10-19 years old) and have many children. This fertility pattern is most pronounced among the poorest[12] Data show that one-fifth of the population had their first child in this age range. It is estimated that women head 48 percent of households, and this proportion reached 52 percent among poor people. After Hurricane Ivan, it was reported that many women felt increasingly overwhelmed when they tried to meet the household's basic needs.

The Grenada Agricultural Census (1995) indicated that among persons with land holdings of at least 0.05 hectares of land, there were more males than females (3,989 were females and 7, 818 were males). However, the farm population was comprised of more females (23 436 females and 19 964 males).[13] According to the 2000 Population Census of Grenada, out of the 3,734 persons employed in agriculture and fisheries, the majority were men (2,533 or 68% were men, and 1,201 or 32% were women.[14]

The Impact and Aftermath of Hurricane Ivan

After the disaster, both men and women working in the agriculture sector lost the means of livelihood for their households. These included persons working in the nutmeg industry. The OECS (2004) estimated that some 30,720 persons were directly or indirectly dependent on the nutmeg industry at the time of the hurricane. Before the disaster, as typical for Caribbean countries, men and women had different opportunities and skills to access the job market. After the hurricane, women became even more marginalized and put Grenada's reconstruction efforts at a severe disadvantage. The construction sector experienced a boom and men typically involved in agriculture or tourism could easily move to this sector, while this was not possible for women. Many efforts were made to involve women in reconstruction work, which required both time and changes in cultural attitudes so that they could be accepted. Women's limited participation in construction slowed rebuilding efforts. This increased the burden of responsibility on the State, as the pool of labor needed to kick-start and sustain the economy had to be drawn from men in the labor market. With fewer women employed there was increased need for social protection programmes to support the poorest people.

Women in rural and semi-rural environments

Women grow crops in their backyard gardens and agricultural plots. Their agricultural produce reaches the table of many households, and this played a significant role in national food security. Research showed that most women with backyard gardens had been doubly hit: they could no longer produce to ensure food

security for their families nor they were able to access the extra income gained by selling the excess produce in the market. For survival, many women reported that they supplemented their income as domestic workers or produced small craft items for sale (knitting or making doilies). These possibilities for earning an income no longer existed.

Women in rural and semi-rural settings and those working in agriculture felt forgotten. Those working in the nutmeg industry, either gathering nutmegs in the community for sale to the board, such as in Clozier, or involved in the nutmeg pools as in Gouyave, felt particularly threatened by the impact of Hurricane Ivan on this industry. Women who had been engaged in the nutmeg pools for many years, who had few other skills or limited education which would enable them to move to other areas of work, were the most disadvantaged. It was estimated that the nutmeg pools implied three months of work. Alternative plans were required to provide them with an alternative source of livelihood.

Women who collected nutmegs in the community were also involved in farming products such as citrus, bananas, flowers and other fruits. After Ivan, they reported that now "they had nothing to live by." Many female farmers reported that they did not have the wherewithal to clear land or pay for extra labor to prepare land for planting. Women who harvested cinnamon bark and other spices suffered reduced income due to tree destruction and struggled to continue their trade. Based on their local knowledge, women suggested agricultural diversification such as investing in bananas as an early cover crop in replanting the nutmeg trees. The women indicated that they had not been consulted. Some women considered replanting nutmegs as pointless since it would take many years to realize a crop. Instead, farmers preferred cash crops. Others were involved in commercial production of flowers (50 percent were women) and other agricultural activities. The latter included banana farming, rearing chickens, minding goats or working in the fisheries sector, which was also severely affected.

Initiatives undertaken by the Government of Grenada

The agriculture sector was targeted for interventions and farmers were identified as a vulnerable group in the population. Some 310 persons prequalified for housing assistance. However, data were not disaggregated by sex, type of farmer or size of holding and therefore it was not clear what proportion of those affected or to benefit were male or female farmers. For this reason, it was not possible to determine whether persons in the informal, agricultural sector were considered within this category.

To improve data collection, focus group discussions were organized, and a gender analysis of the data was conducted. This gender-sensitive research served to identify the specific needs of women and men in the informal agricultural sector. For example, analysis of data in the Après Tout community showed that women who earned an income from harvesting cinnamon bark lost their source of livelihoods since most trees had either been uprooted or severely damaged. The research also highlighted other issues. For example, how childcare responsibilities, lack of skills, and low educational status prevented many women from finding alternative means of earning a livelihood. Research also showed that in the agricultural community of Clozier, many women earned a livelihood and supported their families by harvesting and selling nutmegs to the Nutmeg Cooperative. However, analysis of data disaggregated by sex and other factors showed that assistance for rebuilding mainly benefitted male farmers with relatively large holdings and not the most vulnerable. In Clozier, the needs assessment analyzed by sex and age showed that among women working in the informal agricultural sector, there were significant differences in the needs identified among women of different ages. For example, younger women identified training as a priority, while this was not considered relevant by older women who had been in the sector for 20-30 years or more.

Questions for reflection to support gender mainstreaming in CDM

1. What lessons does the case study provide on gender as a tool of analysis for disaster preparation, and recovery and reconstruction?

2. What valuable information did data disaggregated by sex and age in the population census provide for CDM generally?

3. What insight does the pre-impact data in the case study reveal about gender issues in Grenada in the general population?

4. What socially constructed roles are suggested for the work carried out by men and by women in the agriculture sector in Grenada, before the hurricane Ivan?

5. How did the gender division of labor affect job opportunities for women and men?

6. How did gender stereotypes in occupations affect access to paid work during the post-disaster reconstruction and recovery period?

7. What gender aspects could be considered in the recovery process for the agriculture sector to ensure that both women and men can have access to jobs to support their families?

8. Why would child care be considered important to increase women's access to jobs?

THE EKACDM INITIATIVE

The Enhancing Knowledge and Application of Comprehensive Disaster Management, EKACDM) Initiative is a five year project which was implemented in the Caribbean region from September 2013 to December 2018 by the Disaster Risk Reduction Centre, the Institute for Sustainable Development, the University of the West Indies.This Initiative seeks to establish an effective mechanism and programme to promote an integrated approach to Comprehensive Disaster Management knowledge in the Caribbean region, to fast track the implementation of the CARICOM Enhanced Comprehensive Disaster Management (CDM) Strategy and Frameworks (2007 - 2012 and 2014 - 2024).

The ultimate outcome of the EKACDM Initiative is to reduce the impact of natural and technological hazards and the effects of climate change on men, women and children in the Caribbean region. It seeks to position the region with greater knowledge and practical solutions to strengthen climate adaptation, and other sustainable practices that will make the region more resilient and sustainable.

For further information:

http://www.uwi.edu/EKACDM/index.aspx
http://uwi.edu/drrc/
http://www.uwi.edu/isd/