# EAST ASIA AND PACIFIC REGION
## Sustainable Development

Guidance Note **2**

65834

# Integrating Gender Issues in Disaster Risk Management Policy Development and in Projects

This note on **Integrating Gender issues in Disaster Risk Management Policy Development and in Projects** is the second in a series of guidance notes on gender issues in disaster risk management (DRM). The first part of this note looks at mainstreaming gender considerations into policy development. The second part focuses on the World Bank project cycle identifying entry points and providing practical advice and links to good practice examples.

Grounded in extensive field work in Lao PDR and Vietnam, and drawing on the significant amount of material already available, these guidance notes are intended to be first stop, practical documents that can be used to design and implement gender dimensions into disaster risk management work across the EAP region. The target audience is World Bank staff, clients and development partners active in the fields of gender and DRM.

## MAINSTREAMING GENDER INTO DISASTER RISK MANAGEMENT POLICIES

**Disaster risk management (DRM) projects are informed and draw heavily on existing government policies and strategies to determine how best to meet the clients' development needs.** Mainstreaming gender into the government's DRM policy and legal frameworks requires governments to create an effective enabling environment for gender equality and in cases where such environment already exists, identify and highlighting the policy entry points. Creating an enabling environment for gender equality often relies on a change in mindset and attitudes of many policy makers, which takes time. Improving information and awareness on gender and DRM, including existing policies, building the capacity of current and potential women policy makers, and providing more opportunities for women's participation in the DRM decision making process are some strategies that can be used to better address gender issues in Governments' DRM policies. These strategies are further elaborated in Table 1.

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## Table 1: Key issues and suggested actions for better gender mainstreaming into DRM policy

| Key Issues | Suggested actions |
|---|---|
| Lack of information on the benefits of integrating gender issues in DRM policy. | <ul><li>Review and draw on existing DRM policies and legal frameworks to identify and highlight entry points for addressing gender issues.</li><li>Develop and use advocacy material and guidance tools on gender issues and DRM, targeting key policy-makers (e.g. factsheets, policy notes, briefing session).</li><li>Focus on sensitizing a group of policy makers (women and men) about the benefits of integrating gender issues into DRM.</li><li>Collect sex-disaggregated data during needs assessments and in program M&E.</li><li>Include DRM in country gender analysis, strategy and programs.</li><li>Use lessons learned / data available on gender and disasters for policy making.</li></ul> |
| Lack of awareness and understanding of gender and DRM issues among World Bank staff and consultants. | <ul><li>Conduct capacity building exercises (workshops, trainings, study tours) targeting current and potential women leaders, with a focus on upgrading their skills to assume project management and monitoring tasks, as well as their understanding of gender issues in DRM.</li><li>Identify a high ranking "Gender and DRM Champion" (man or woman) within the Government to promote gender on the policy agenda.</li></ul> |
| Need to improve participation of women and women's groups in decision-making process. | <ul><li>Secure support from World Bank leadership and identify a gender champion within World Bank country offices.</li><li>Ensure appropriate gender and DRM expertise is available and deployed to support national governments.</li><li>Include gender terms and perspectives in project appraisal documents, Aide Memoires, and terms of references.</li><li>Conduct workshops / trainings for Bank and project staff and use advocacy material and guidance tools.</li><li>Ensure project or country-specific pots of funding are set aside for gender and DRM programming.</li><li>Create an accountability structure to ensure that DRM takes into account gender equality principles.</li></ul> |
| property rights; violence against women; community services and infrastructure restoration; and poverty reduction, livelihood restoration and economic development. | <ul><li>Identify and support government, unions, NGO and grassroots women's advocacy groups, where in place. If no such groups exist, identify strong individual women and try to work with them.</li><li>Adopt a pro–women employment policy for project staff and consultants and institutionalize skills upgrading and provision of knowledge on project management among women employees.</li><li>Set requirements for female participation in the policy consultation process.</li></ul> |

## Case study:
### Gender mainstreaming in Climate Change and DRM policy in the Philippines

In the aftermath of the devastating 2009 Typhoon Ondoy and Tropical Storm Pepeng, the Government of the Philippines passed two laws which establish a legal basis for gender mainstreaming in Climate Change and DRM policy. The 2009 Climate Change Act implicitly recognizes women as a vulnerable group and mandates a gender sensitive, pro-poor perspective for climate change plans and programs – calling for the establishment of a gender sensitive Framework Strategy and Program on Climate Change. This framework was submitted to the United Nations Framework Convention on Climate Change Secretariat in August 2010. The 2010 Philippine Disaster Reduction and Management Act states the government must "ensure that disaster risk reduction and climate change measures are gender responsive." The law also institutionalizes gender analysis in early recovery and post disaster needs assessment and requires the inclusion of the Gender and Development Office on newly formed Local Disaster Risk Reduction Management Committees. The implementation and funding allocations of these mandates is currently under review.

*References: Philippine Climate Change Act 2009; Philippine Disaster Risk Reduction and Management Act 2010.*

## MAINSTREAMING GENDER INTO DISASTER RISK MANAGEMENT OPERATIONS VIA THE WORLD BANK PROJECT CYCLE

**Effective integration of women's and men's different needs, constraints and opportunities into** DRM projects requires systematic consideration of gender dimensions at the earliest possible stage of project development and throughout the remaining stages of the project implementation and completion. Each part of the cycle offers important entry points for ensuring that gender dimensions are integrated into all aspects of a development project.

This part of the note identifies entry points and provides practical advice on gender mainstreaming for World Bank staff and clients.

Figure 1 summarizes the main steps of a standard World Bank project. Table 2 identifies a series of actions that can be taken by World Bank staff, clients and development partners within existing processes of the project cycle.

**Figure 1: The World Bank Project Cycle**



1. Country Assistance Strategy
2. Identification
3. Preparation, Appraisal and Board Approval
4. Implementation, Supervision & Completion
5. Evaluation

## PROJECT PREPARATION –
## ENSURING MAINSTREAMING OF GENDER ISSUES

**There are a number of key issues that task teams and Government policy-makers have to consider** when integrating gender aspects into different phases of DRM project preparation, implementation and monitoring and evaluation, including:

• How are women, men, girls and boys included in the design and planning process?
• How are women, men, girls and boys affected by natural disasters in the project area?
• What are the key community and social norms concerning the roles of men and women in government, wider public and the local community?
• What are the implications of the questions listed above for disaster risk management in terms of needs, access to assistance and contribution to community efforts?
• How does the project address these gender issues in project design with respect to: a) aims, objectives and indicators; b) project components; c) institutional and implementation arrangements; d) M&E framework; and e) proposed strategy and guidance documents?

**Guided by those questions, a comprehensive gender mainstreaming of DRM projects can include:**

• The conduct of participatory gender analysis to understand the different impacts, needs and capacities of govern ment and local women and men.
• The development of engendered strategies, action plans and programs with targeted actions and performance indicators, based on gender analysis, that adopt a participatory approach and address  participation and empowerment of women and girls; and gender balance in implementing agencies / structures.
• Ongoing Monitoring and Evaluation of the projects performance and continued refinement of strategies and actions, and targeted implementation support when needed.
• The establishment of gender equity project goals, set by women and men in all levels of government planning bodies, that promote and protect the rights of women, girls, boys and men.

**Many World Bank operations have successfully integrated gender issues into project development** and have achieved substantial additional value to the design and implementation of their projects. Below is an example from the Infrastructure Reconstruction Financing Facility project carried out in Aceh, Indonesia after the 2004 Indian Ocean Tsunami. During project preparation gender aspects were highlighted in the Environmental and Social Safeguards Framework during project preparation.

## PROJECT IMPLEMENTATION -
## GENDER ACTION PLANS

**At the program and project level, gender sensitive strategies and action plans are critical to providing an overall framework for project implementation.** The World Bank is well-positioned to advocate gender to be implicitly considered in DRM and to work with the client to incorporate gender dimensions in project objectives and key performance indicators, components, beneficiaries, institutional and implementation arrangements. The project cycle offers a number of entry points to effectively integrate gender aspects in the development policy. Table 3 provides examples of different gender actions at the project level. This example combines strategies from two existing World Bank Projects: the Urban Poverty Program in Indonesia, which was leveraged to facilitate community-level recovery efforts following the 2006 Yogyakarta earthquake; and the Infrastructure Reconstruction Financing Facility, Indonesia, used to fill financing deficiencies for public infrastructure reconstruction in the communities most impacted by the 2004 Tsunami.

**Example: Infrastructure Reconstruction Financing Facility (IRFF) in Aceh, Indonesia**

The Infrastructure Reconstruction Financing Facility (IRFF) in Aceh, which aims to fill financing deficiencies for public infrastructure reconstruction in the communities most impacted by the 2004 Indian Ocean Tsunami, included gender issues as part of its design. The project's Environmental and Social Safeguards Framework (WB 2006) includes an annex titled, "Framework for Mainstreaming Gender in Infrastructure." The framework indicates how the project will deal with existing and potential gender issues, such as HIV/AIDS, contract marriage, land rights, and unfair balance of gender roles. Specifically, the framework:

• attempts to set gender considerations in infrastructure projects as a precedent by requiring men and women of varying economic standing to have equal participation in the consultation process; and
• targets potential gender problems specific to infrastructure reconstruction, informed by strong analysis of the socio-economic situation, local traditions, and the ways men and women are affected by disasters.

The framework also establishes governance arrangements for overall framework development, implementation, monitoring and reporting. The project closes in December 2011.
World Bank (2006) Aceh Infrastructure Reconstruction Financing Facility (IRFF) Implementation Status & Results, *http://www-wds.worldbank.org/external/default/main?pagePK=64193027&piPK=64187937&theSitePK=523679&menuPK=64187510&searchMenuPK=64187283&siteName=WDS&entityID=0000A8056_2011032905093026*

| Table 2: Key Entry Points for Gender Mainstreaming in the World Bank Project Cycle | | |
|---|---|---|
| **Cycle part** | **Entry Point** | **Action** |
| 1. Country Assistance Strategy | • Country gender assessments / analysis of key gender issues | • Draw on analysis that identifies the key gender issues facing the country.<br>• Ensure that the consultative process includes women and men's voices.<br>• Advocate gender to be explicitly considered in key support areas (e.g. governance, social inclusion, natural resource management, and DRM).<br>• Ensure sex-disaggregated indicators are incorporated into the strategy.<br>• Include gender issues in the results matrix. |
| 2. Project Identification and initial design | • Preparatory studies and draft proposals<br><br>• Project Concept Note (PCN)<br><br>• Project Information Document (PID)<br><br>• Integrated Safeguards Data Sheets (ISDS) | • Consider key challenges and recommended approaches to gender mainstreaming in DRM projects (see Guidance Note #1) and address these in relevant preparatory studies.<br>• Include gender mainstreaming questions in consultant / study terms of references.<br>• Ensure a participatory and gender informed consultative process in the project development process.<br>• Incorporate gender dimensions in project objectives and key performance indicators (see Guidance Note #3), components and beneficiaries, and institutional and implementation arrangements, as relevant.<br>• Ensure that gender issues are specifically considered by safeguard specialists in the social assessment of the project.<br>• Ensure budget includes sufficient and targeted funds to address gender components. |
| 3. Project Preparation, Appraisal and Board Approval | • Beneficiary and stakeholder consultation<br><br>• Safeguards Framework Development<br><br>• Bank assessment of capacity of implementing agencies | • Ensure relevant gender-disaggregated information is collected and available (see Guidance Note# 3).<br>• Ensure gender equal participation and include organizations with knowledge of gender issues in DRM.<br>• Ensure that safeguard studies specifically address gender dimensions.<br>• Conduct gender analysis and ensure a social baseline is established with gender disaggregated data and extending women's membership in data gathering and analysis. |

| Cycle part | Entry Point | Action |
|---|---|---|
| | • Project Appraisal Document<br><br>• Program Document policy framework (for Development Policy Operations) | • Develop a gender strategy and framework for project implementation and evaluation, with specific elements for addressing women's and children's participation and needs.<br>• Assess institutional capacity constraints for gender mainstreaming of the implementing agency.<br>• Include women, men, and organizations with experience in integrating gender issues in DRM in the implementing arrangements.<br>• Gender capacities and experience, roles and responsibilities clearly defined in terms of references.<br>• Review gender aspects linked to Poverty and Social Impact Assessments, as appropriate. |
| 4. Implementation, supervision, monitoring, evaluation and completion | • Monitoring and Evaluation Framework<br><br>• Implementation support missions | • Develop a gender action plan for the project, with associated implementation plan and resources.<br>• Highlight gender aspects as part of social safeguards supervision.<br>• Include gender specialists in program implementation as needed.<br>• Undertake participatory M&E with women, men, girls and boys against established gender indicators.<br>• Assess implementation of gender strategy and framework and provide technical assistance to support implementation where required.<br>Report on gender issues in the Aide Memoire, and raise gender issues with management. |

*Sources: IASC 2006, WB 2011*

## Table 3: Example of Gender Actions at the Project Level

| Introduction, objectives, approach and implementation framework | Aspects to be included in this section |
|---|---|
| Background | • Provide background to the impacts of disasters on women in the project area and specifically in the sector (i.e. infrastructure) drawing from gender analysis.<br>• Outline government legal and policy mandate for gender equality. |
| Gender Analysis | • Understand differences between women's and men's livelihood conditions and disaster experiences.<br>• Undertake participatory assessment with women, girls, boys and men.<br>• Use information to guide program / project development. |
| Objectives and indicators | • Outline gender-disaggregated information and specific objectives for gender equality including equal access and participation.<br>• Develop realistic targets linked to project objectives. |
| Socialization and dissemination at each level | • Explain and discuss to decision making- and project implementation bodies how important women's participation is for poverty reduction.<br>• Explain gender goals of project within the overall project objectives.<br>• Undertake initiatives that ensure women at all levels receive the same information as the men, using whatever media and language is appropriate.<br>• Regular rapid evaluations to identify the effectiveness of the materials used and those that are not receiving information so that new initiatives can be introduced. |
| Consultants and facilitators, community organizations / implementation groups | • Encourage / actively source women to apply in advertisements for project staff.<br>• Adopt and make aware equal opportunity for women during selection process.<br>• Require at least one third of consultants and facilitators per province to be women.<br>• Provide maternity leave according to current laws and budget in the social costs of contracts with consultants and facilitators.<br>• Include gender-related issues in training program (meeting techniques, timing, facilitation, specific culture local women identification etc). |
| Simple gender manual | • Identify local specific and acceptable ways to i) ensure women can participate in all aspects of the program; and ii) to disseminate information to women and men to institutionalize gender-sensitivity and gender education. |
| Focus Group Discussion - poverty identification and local institution analysis | • Hold special focus group discussions for women (separately from men).<br>• Ensure that gender sensitive approaches/methods are used that match local conditions (place, timing, facilitation techniques). |

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|---|---|
| Participant selection for community self survey / household survey and participatory planning. | • Ensure during socialization and training that 50% of participants are women.<br>• At least one third of the survey team members should be women.<br>• Ensure that women participate in survey results analysis which is crucial for project planning. |
| Establishment of government management / oversight committees | • Adopt and make aware equal opportunity for women during selection government management / oversight committees.<br>• At least 30% of members should be women.<br>• Training: include gender-related issues (meeting techniques, timing, facilitation, specific culture local women identification etc). |
| Community / Local sub project / grant proposal writing | • Ensure that women's proposals are written by themselves (with assistance from community committee / facilitator if required).<br>• Ensure females who propose can come to meetings (i.e. be careful with place and timing of meetings to allow women to participate given their local conditions).<br>• Give priority to women's proposal if they meet criteria according to verification team. |
| Monitoring and evaluation formats | • Ensure M&E collect information on women's participation in all aspects of the project<br>• Disaggregate regular data by gender.<br>• Give women responsibility for monitoring use of funds.<br>• Use participatory methods for monitoring which include women and men and institutionalize training and skills upgrading to pave the way and institutionalization of project leadership by women. |

*Source: IRFF Framework for Mainstreaming Gender in Infrastructure (World Bank, 2005); and UPP Strategy to Ensure Gender Mainstreaming and Equality (World Bank, 2006)*

## Resources

• WBI **Distance Learning: Gender Aspects of Disaster Recovery and Reconstruction** includes presentations (view link), readings (view link) and a number of case studies (view link)
Case Study: Tsunami Recovery and Reconstruction in Thailand (download pdf)
Case Study: Gender in Tsunami Recovery and Reconstruction in Tamil Nadu (download pdf)
• **Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines**, UNISDR, UNDP, and IUCN (2009), http://www.preventionweb.net/files/9922_MakingDisasterRiskReduction-GenderSe.pdf
• **Gender Sensitive Disaster Management: A Toolkit for Practitioners**, Earthworm Books for Oxfam America, NANBAN Trust (2008), http://www.preventionweb.net/files/7792_GndersensitivedisastermanagementToolkit.pdf
• **International Recovery Platform, United Nations Development Program** (2008) Guidance Note on Recovery: Gender And Knowledge for Recovery Series: Info Kits.

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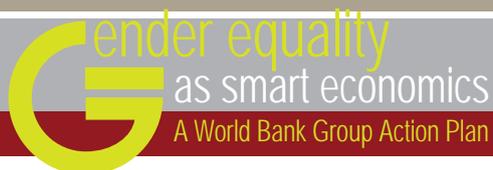*Photo Credits: p.1 Evangeline Pe; inside back cover (second bottom left) Jerome Ascaño*

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**Gender equality as smart economics**
A World Bank Group Action Plan

**GFDRR**
Global Facility for Disaster Reduction and Recovery