



Integrating Gender Issues in Recovery and Reconstruction Planning

This note on **Integrating Gender Issues in Recovery and Reconstruction Planning** is the fifth in a series of guidance notes on gender issues in Disaster Risk Management (DRM) in East Asia and Pacific Region. There are a number of key challenges that women face in different elements of post disaster reconstruction and recovery. This note addresses the following bottlenecks: (1) housing, land titling and property rights; (2) health and post disaster violence; (3) community services and infrastructure restoration; and (4) poverty reduction, livelihood restoration and economic development.

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.

RECOVERY AND RECONSTRUCTION PLANNING: WHERE DOES GENDER FIT?

Over the last decade there has been a concerted effort in the development community to capture the 'window of opportunity' and advance the 'build back better approach' turning post disaster adversity into opportunity by better understanding the vulnerabilities and increasing resilience, with an emphasis on enhancing participation and equity among affected societies.

Following a natural disaster, men's and women's roles are equally essential to the survival and growth of households, communities and societies. Yet too often, women are not effectively engaged and represented in post disaster recovery and reconstruction initiatives. Below are key reasons for incorporating gender aspects into post-disaster recovery programs, as well as a few key principles to bear in mind during the design and implementation of post-disaster recovery and reconstruction efforts.



REASONS TO ADVOCATE THE INTEGRATION OF GENDER ISSUES IN RECOVERY PROGRAMS (IRP 2009)

- By recognizing that men and women may have different recovery needs and assets, the response to the needs of individuals, families and communities can become more effective, and the provision of assistance can become more targeted to those in greatest need.
- By maximizing the contributions that both men and women make, the recovery can become more comprehensive and stronger.
- Advocating attention to gender issues is an opportunity to promote more equitable gender relationships after disasters.

PRINCIPLES FOR GENDER EQUITY IN RECOVERY & RECONSTRUCTION (ADAPTED FROM GENDER AND DISASTERS NETWORK 2008)

- **Remember** - Gender encompasses both women and men, girls and boys.
- **Think Big** - Gender equality and risk reduction principles must guide all aspects of a program, whether taking place immediately after a disaster or outside an emergency situation. For example, during the relief phase when urgent assistance is being provided to save lives, medical resources, water, food, shelter, and public safety, among others, need to be sufficiently flexible and consider women who are the primary caretakers in the family, especially for the most vulnerable - children, sick, and elderly.
- **Get the facts** - Gender assessment and analysis is an imperative to direct aid and plan for full and equitable recovery.
- **Identify and work with grassroots organizations** - These groups, if they exist in the affected location, have insight, information, experience, networks and resources vital to increasing disaster resilience. Where non-existent, the creation of these groups needs to be encouraged.
- **Resist Stereotypes** - Base all initiatives on knowledge of difference and specific cultural, economic, political, and sexual contexts, not on false generalities.
- **Take a participatory approach** - Participatory initiatives serve women and girls best when properly planned depending on the cultural context; for example, if culturally appropriate, to maximize participation in focus group discussions women and men may be interviewed separately to allow open exchange of ideas.
- **Respect and develop capacities of women** - Avoid overburdening women with already heavy workloads and family responsibilities which are likely to increase as a result of the disaster.

RECOVERY AND RECONSTRUCTION AND GENDER IN THE EAST ASIA PACIFIC REGION

Post-disaster assessment, reconstruction and recovery tend to be dominated by men, which can lead to a strong focus on male biased perspectives and the non-inclusion of females' needs and livelihood concerns during the allocation of limited recovery resources. There are several underlying reasons for this, including the shortage in many cases of women in elected bodies and decision making positions. Moreover, in many EAP countries, the role of providing care and daily emergency needs for family members after a disaster event is traditionally performed by women. This is a time consuming role that can prevent women from participating in discussions of recovery and reconstruction plans, programs and initiatives during post-disaster periods. By marginalizing the skills and knowledge of women, opportunities to harness the full capacity of the community to respond are missed. As a result, non-inclusive recovery and reconstruction efforts may cement the social inequalities between females and males in socially stratified societies.

The following section provides an overview of some of the main challenges that men and women face during post disaster reconstruction and recovery, with case studies to illustrate how these issues have been addressed in selected situations.

HOUSING, LAND TITLING AND PROPERTY RIGHTS

In the post-disaster period, housing reconstruction, land titling and ownership claims bear important gender dimensions. Women often spend more time managing the households and therefore have important views on housing design and household needs, which should be included in the consultative process. Additionally, the design and placement of a home often have both physical and food security implications. Separate fora may need to be allotted for women during post-disaster consultations to provide them with a free space to voice their concerns and preferences. Concerns such as legal ownership, affordability, accessibility and security issues for women and children need to be prioritized. These issues should be discussed in relation to addressing the differential social status of women, diverse needs of women involved in home-based enterprises, security concerns of boys and girls, and accessibility to support social services, such as health facilities, schools and markets. In addition, when designing projects it is essential to factor in also the needs and perspectives of land-less people, renters, ethnic minorities, nomads (such as herder communities) and disabled people.

Countries prone to disasters can benefit from ensuring the implementation of inheritance rights to help women in recovering from losses and contribute to resilience to disasters. Prior registration of houses and land ownership taking into consideration both the male and female owners is an indispensable step further in helping with relocation or asset compensation processes. The World Bank has been helping women in a number of countries to better understand their rights and secure clear land title to their properties (WB, 2011a). Examples of recent WB operations in land titling include Honduras (WB, 2011b) and the Philippines (World Bank, 2011c) In the case of a disaster, clear land titling rights help to protect women from losing assets due to lacking documentation or administrative insecurities.

In Indonesia, in areas where land titling has been carried out, registration data from 1998 shows that 28% of titles are in women's names. The Indian Ocean Tsunami that struck Indonesia in 2004 affected over 800 km of coastline and destroyed up to 53,795 land parcels. A World Bank study (2010), based upon experience from the Reconstruction of Aceh Land Administration System (RALAS) project to support reconstruction of housing and communities in post-tsunami Aceh and North Sumatra, finds that the tsunami disaster put women on the verge of losing livelihoods and assets, as women's land and property rights were not acknowledged uniformly, and that affected women found it difficult to register and secure a title certificate for inherited claims.

In India, the recovery program designed in Tamil Nadu state following the 2004 Indian Ocean Tsunami presented an opportunity in the affected states to further improve women's property ownership. More details are provided in the case studies below.

Case Study: Gender Impacts of Land Titling in Post-Tsunami Aceh, Indonesia:

The objectives of the Reconstruction of Aceh Land Administration System (RALAS) project, which was supported by the Multi-Donor Trust Fund for Aceh and North Sumatra, were to: (a) recover and protect land ownership rights of the people in Tsunami-affected areas; and (b) to rebuild the land administration system. The project included a Community-Driven Adjudication (CDA) process to land titling, utilized community land mapping and community consensus on land parcel boundaries and inventory of land ownership. These elements were then used by the government in its land titling process. After four years of implementation, the project supported the issuance of 222,628 land title certificates to tsunami disaster survivors, their heirs or adjoining land owners. A total of 63,181 titles, about 28% of all titles distributed, were distributed to female owners, individually or as joint owners with their spouses.

Source: World Bank (2010b) Study on Gender Impacts of Land Titling in Post-Tsunami Aceh.

Case Study: Gender Impacts of Titling in Men's and Women's Names in Post-Tsunami Tamil Nadu, India.

The recovery program designed in Tamil Nadu state following the 2004 Indian Ocean Tsunami presented an opportunity in the affected states to further improve women's property ownership. The general absence of land titles in some areas before the tsunami, both for men and for women, made it easier to incorporate gender considerations in assigning land and house ownership. In Tamil Nadu state, new property titles have been jointly registered in the name of the female and male heads of the family in projects that were financed with World Bank credit, while resale was not permitted to avoid the forcing of spousal signatures. The same practice was encouraged in the Pondicherry state.

Source: World Bank Institute (2011), Distance Learning Series: Gender Aspects of Disaster Recovery and Reconstruction – Case studies.

HEALTH AND POST-DISASTER VIOLENCE

While the World Bank does not get directly involved in relief efforts, it is important for teams to consider some of the gender dimensions of the early relief as they tie in to the longer term recovery phase. Women's health is an important issue to address in a post disaster situation. Women have distinct health needs such as reproductive health and increased risk of violence. And as a primary household carers, women's health is often essential to overall family well being.

Protection risks to women, children, older persons, persons with disabilities, and other at-risk groups increase as access to basic needs decreases. Studies have shown that following a disaster, incidents of sexual assault can increase. A case study by UNFPA in Aceh, Indonesia has shown that post 2004 Tsunami, there has been an increase of women's vulnerability to gender-based violence, including trafficking, sexual violence and sexual harassment (UNFPA, 2005:11).

There is a clear need to provide a safe environment for women and girls during relief operations. Even if women have access to emergency or temporary shelters, they face difficult situations when these shelters fail to secure a 'female-friendly' environment with separate space for women to care for their children or sanitary facilities. As a result, women in the shelters may become subject to threat of harassment and sexual violence, especially in the absence of a male relative. Furthermore, women's lack of physical assets may create pressures to migrate to urban areas for work where family security and social networks are minimized, which could increase their vulnerability to violence. These considerations should be translated from the relief to the recovery phases, as longer term shelter and housing, access to basic services and other programs are designed.

COMMUNITY SERVICES AND INFRASTRUCTURE RESTORATION

Best practice planning for restoration and reconstruction of lifeline infrastructures takes into account the specific needs of both women and men. For women, these may include access to schools; location of transport hubs; access agricultural livelihood production systems and local markets; livestock and crafts production; communication infrastructure development and local social services; community health and sanitation; and water supply provision. It is important that women are involved in decision making around land-use planning and in terms of setting physical plans and rules and guidance in the formulation of building codes, zoning laws and community infrastructure development.

POVERTY REDUCTION, LIVELIHOOD RESTORATION AND ECONOMIC DEVELOPMENT

There are a number of key gender dimensions about the role of women that need to be considered in livelihood and economic development planning. Women's informal roles in terms of small income earning, subsistence production and in unpaid household responsibilities are often not recognized or poorly understood. Increased workloads in the wake of a disaster often prevent women from participating in public meetings which allocate resources for post-disaster recovery and reconstruction program planning and implementation. Women's small-scale livelihood systems are often at higher risk and more prone to hazards, such as floods and cyclones. When women's informal economic activities are ruptured, there is often no financial aid from government sources to restore them as they are not categorized among the formal and major extractive industries and economic activities. Traditional norms about the role of men as the primary income earners also prevent women from accessing income opportunities generated through paid reconstruction work.

Where female headed households are food insecure, children – girls and boys – are more likely to search for employment opportunities (including illegal employment). Additionally, in many cases women allocated greater proportions of their income to family-centered spending, in particular, food, health and education, and the correlation between education and social progress is well demonstrated. Too many of economic recovery initiatives targeting women tend to support opportunities for employment in the informal economy, where wages are typically lower and protections from abuse are absent. It is important that women are integrated into both formal and informal job creation schemes.



Case Study: Empowerment of Female Heads of Households, Indonesia

The Female Heads of Households Empowerment Program or PEKKA (Program Pemberdayaan Perempuan Kepala Keluarga) evolved from the idea to document the lives of widows in the conflict areas of Aceh, and give them access to resources in order to help them overcome their economic problems and trauma. The program now operates in 8 provinces across Indonesia. PEKKA's mission is to improve women head of households' welfare; organize and facilitate access to various resources; raise awareness about women's rights and enable active participation in household and community development decision making. The program is fully supported by the Government of Indonesia and is viewed as a best practice example of female household head led poverty reduction. PEKKA programs are funded by the Japan Social Development Fund through the World Bank and include:

1. Widows and Poverty in Indonesia project to support economic and social rehabilitation of widows;
2. Education for Very Poor Children aimed at improving primary and junior secondary school enrolment and performance in very poor communities;
3. Support for Female Headed Households in Conflict Areas II to reverse the downward poverty spiral that affects female-headed households in conflict areas;
4. Support for Female Headed Household during Aceh Reconstruction; and
5. Poverty Reduction and Women's Leadership: The "PRIME" Project to develop a mechanism to promote sustainable grassroots capacity development for vulnerable women in poor villages.

Source: World Bank Indonesia Website - [Empowerment of Female Heads of Households \(2011\)](#).



ENTRY POINTS IN POST-DISASTER RECOVERY AND RECONSTRUCTION

Table 1 provides a checklist for ensuring gender is integrated into post-disaster recovery and reconstruction (PDRR) activities

Table 1: Gender checklist for Post-disaster recovery and reconstruction activities

Action	Sub-action	Methods / Tools
Gender priorities are considered in goals and objectives	Develop high level gender equality goal / statement.	<ul style="list-style-type: none"> • Draw on national and World Bank policy and strategy documents and gender analysis. • Key Question: What do you want to achieve with this policy or program? How might the objective fit into the stated commitments to social, political and economic equality, and international obligations?
	Develop gender objectives and achievable target indicators.	
Mainstream gender in disaster recovery institutions and organizations	Develop gender-sensitive disaster recovery policies and programs. Use gender analysis tools to review develop and refine.	<ul style="list-style-type: none"> • Ensure that policies and programs are informed by gender analysis and gender differentiated data. • Key Question: Who will be affected? In what ways does each option have different consequences on women's and men's social, political and economic situations?
	Increase representation of women in post disaster decision making.	<ul style="list-style-type: none"> • Informed by gender analysis on current policies and practices, existing resource/capacity and entry points to strengthening involvement. • Focus on government and community resources. Draw on external women's groups, grassroots organizations, NGOs and individuals when appropriate. • Establish targets for women's involvement. HR policies; budget and training should be provided.
	Raise awareness of what gender means and its importance to R&R.	<ul style="list-style-type: none"> • Conduct gender training to raise awareness of policy planners across sectors. • Ensure qualified trainers participate. Collaborate with government entities and NGO specializing in gender equality.
	Sustain an enabling and positive environment for gender mainstreaming.	<ul style="list-style-type: none"> • Ensure resources and political will to progress organizational workplace culture for mainstreaming gender. • Create incentives (e.g. salary bonus) to ensure gender integration into R&R programs continue.
Identify gender specific recovery needs	Ensure gender specific data are available.	<ul style="list-style-type: none"> • Identifying the wide range of existing tools for gender-aware assessments (pre- and post-event). • Engage with agencies / organizations tasked with post-disaster needs assessment. Ensure methodologies and surveys are adapted to ensure gender disaggregated data is collected.

		<ul style="list-style-type: none"> • Key Questions: What types of data and statistics are available with respect to women? What other types of gender-specific and sex-disaggregated data are available regarding other designated minority groups: ethnic minorities, persons with disabilities etc.?
	Ensure women's engagement in defining needs.	<ul style="list-style-type: none"> • Perform due diligence of disaster needs assessments to identify how well women have been engaged.
	Develop gender-sensitive information sharing mechanisms.	<ul style="list-style-type: none"> • Develop / support existing mechanisms which facilitate flow of info between communities and assistant providers • Conduct assessments which promote information sharing and facilitate communication amongst and between women and men. • Identify communication media that are sure to reach both women or men.
Engage women in recovery activities	Develop women's capacity to be recovery leaders.	<ul style="list-style-type: none"> • Recognize 'less visible' yet essential contributions women make to family and community recovery and provide means to support this. • Promote women's contributions in community. Increase confidence and provide training to improve expand their roles.
	Engage with and support women's collectives and organizations.	<ul style="list-style-type: none"> • Identify and promote inclusiveness of women's groups as stakeholders in recovery initiatives. • Provide training, resources and authority to these organizations to engage in recovery efforts.
	Rebuild Community Spaces where women meet.	<ul style="list-style-type: none"> • Identify and restore formal and informal spaces where women meet to encourage women to collectively identify common issues, solutions and the means to carry them out.
	Create gender-specific communications forums.	<ul style="list-style-type: none"> • Identify and utilize forums which provide access to information, exchange of ideas and community organizing. • Key question: How are women and men using media in this region? How can important recovery and risk reduction information be integrated into these communication networks?
	Develop the capacity of local women leaders.	<ul style="list-style-type: none"> • Harness opportunities created by disasters (when demands override social norms) to identify local women leaders. • Work with women leaders to help them recognize their own potential, identify roles they can play in recovery, and provide support and training.

Permanent and temporary housing, land titling and property rights	Provide safe and secure shelter for women, girls, boys and men.	<ul style="list-style-type: none"> • Ensure women and men are both involved in design, construction and retrofitting of local housing and facilities. • Priorities safety (adequate lighting, provisions for privacy). • Provide space and services for post-operative and newly disabled survivors and their care-givers.
	Ensure equal ownership of permanent housing.	<ul style="list-style-type: none"> • Establish program to ensure names of wives and husbands are jointly included.
	Target highly vulnerable women through the housing program.	<ul style="list-style-type: none"> • Target single mothers, widows, below-poverty and unemployed women, socially marginalized women and others identified at the local level by knowledgeable women.
	Ensure women are involved in monitoring and evaluation of reconstruction.	<ul style="list-style-type: none"> • Partner with women's grassroots organizations to evaluate and monitor the process of housing reconstruction in every affected city, town, and village.
Physical and Mental Health	Address women's reproductive health needs.	<ul style="list-style-type: none"> • Include antenatal and postnatal care and nutritional supplements for pregnant and lactating women. • Ensure that mobile health services include a full range of reproductive and family planning health services. • Integrate post disaster public health outreach with existing community-based health systems and informal health care providers.
	Address increased risk of sexual / and or domestic violence.	<ul style="list-style-type: none"> • Incorporate knowledge about women's increased risk of violence into post disaster public health education. • Provide training for mental health providers on gender-specific factors in post-traumatic stress.
Facilitate the economic recovery of men and women	Address gendered division of labor.	<ul style="list-style-type: none"> • Ensure that roles of men and women are understood during gender analysis. • Raise awareness of invisibility of women's unpaid responsibilities within the household and community and issues with securing income in post disaster environment.
	Address gender bias in paid reconstruction work.	<ul style="list-style-type: none"> • Develop policies for the inclusion of women in post disaster reconstruction income earning roles. • Use disaster situation and work within society norms to challenge assumption that men are or should be primary/sole income earners. Collect data to reveal growing importance of women in the workforce. • Ensure women participate in decision making.

Strengthen existing income-earning activities.

- Develop federations or cooperatives for men and women to strengthen knowledge, information and practices; allow for sharing of productive assets; and increase access to financial services and new markets.
- Ensure financial recovery programs (e.g. food for work or cash for work) are targeted equally at women and men.

Provide gender equitable financial services.

- Micro finance institutions develop tailored financial services to help women recommence livelihood activities.

Source: This table has been adapted from the Guidance Note on Recovery: Gender, prepared by the International Recovery Platform and UNDP (2008); and Guidelines for Planning Gender-sensitive post disaster reconstruction (source IRP 2009)

ADDITIONAL RESOURCES

- World Bank, [A Practical Guide for Addressing Gender Concerns in Land Titling Projects](#), and World Bank, [Toolkit for Integrating Gender-Related Issues in Land Policy and Administration Projects](#).
- [Guidelines for Planning Gender-sensitive post disaster reconstruction](#) (source IRP 2009) These guidelines provide a series of recommendations to consider when planning post disaster reconstruction and recovery programs in specific areas including: 1) Livelihoods; 2) Temporary and Permanent Housing; 3) Training and Education; 4) Physical and Mental Health; and 5) Empowerment.
- [Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings](#) (2010) by Gender-based Violence Area of Responsibility Working Group provides practical strategies to prevent gender-based violence during and the post disasters.
- UNHABITAT (2007), [Gender and post-Crisis Reconstruction – A Practitioners Handbook](#) (draft).
- IASC, 2006. [Protecting Persons Affected by Natural Disasters: IASC Operational Guidelines on Human Rights and Natural Disaster](#). Geneva, The UN Inter-Agency Standing Committee's (IASC's) Protection Cluster has identified a number of vulnerability and protection risks that can arise as a result of disasters, including unequal access to assistance, forced relocation, sexual and gender-based violence, loss of documentation, unsafe or involuntary return or resettlement, and issues of property restitution.
- SEEDS, 2005, [Women's Participation in Disaster Relief and Recovery](#). Yonder, Ayse, with Sengul Akcar and Prema Gopalan.
- [Case Studies in Planning Gender-sensitive post disaster reconstruction](#) (source IRP 2009). A large number of global case studies and from the East Asia region are presented together with analysis of key lessons. These are useful for advocacy tools and provide ideas for program design.





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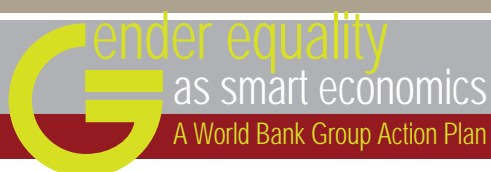
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