

CHEMONICS INTERNATIONAL INC.



## **MAINSTREAMING GENDER IN DISASTER MANAGEMENT SUPPORT PROJECT**

A Report for The Women In Development IQC Task Order  
New and Expanded Opportunities for Vulnerable Groups in India

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## Executive Summary

**Challenges and opportunities.** The risk of natural disasters in India is extremely high. Because of its sub-continental characteristics and geography, the country is exposed to drought, flood, cyclone, earthquake, and landslides. Technological hazards also contribute to disaster risk in India. These hazards threaten millions of lives and can cause large-scale financial, infrastructure, crop, and productivity losses that seriously set back India's overall development efforts. Disasters and related risks and vulnerabilities have social as well as physical dimensions. Gender roles and relations shape the capacity of women and men to respond to disaster. The Indian government has embraced the new paradigm for disaster management as part of development and it plans to mainstream prevention, preparation and mitigation into all sectors. USAID/India's strategic objective for disaster management support (DMS) is one of the few, if not the only, U.S. bilateral agreements of its kind, particularly given its emphasis on vulnerable groups, including women.

**Gender and disaster in India.** Vulnerabilities and capacities of individuals and social groups evolve over time and determine people's abilities to cope with disaster and recover from it. Women are seldom represented on disaster management decision-making bodies and their needs and interests are rarely addressed. Their access to early-warning systems is often minimal. Women are responsible for the care of small children, the elderly, and the disabled, which adds to their vulnerability. Women are often last to receive space in safe areas and relief is usually issued to males. Relocation after disasters increases women's workloads, decreases their control over food and income, and disrupts their social support networks. At the same time, domestic violence and sexual exploitation increase. Women bring valuable management capabilities to the disaster context that are rarely tapped because people view them as weak and poor crisis managers. A few women and nongovernmental organization (NGO) programs have challenged these perceptions in recent disasters. Women's self-help groups are being integrated into disaster management strategies and women are increasingly represented on local governing bodies.

**Key areas and strategies for mainstreaming gender in disaster management.** There is a strategic window of opportunity at the national level to assist the Indian government in mainstreaming gender in the operations and information systems of the new National Disaster Management Framework. Three key strategies are gender mainstreaming within disaster management structures and policies; information management; and gender awareness and capacity-building.

**Gender mainstreaming within disaster management structures, institutions, and policies.** Under the National Disaster Management framework, the Ministry of Home Affairs (MHA) is the nodal agency for disaster management at the national level. Also involved are the ministries of health, water resources, environment and forestry, and agriculture. A National Emergency Management Authority is being established as well as disaster management authorities at the state level. Also envisioned as a part of the disaster management framework is the UNDP's Disaster Risk Management Program, which works in 169 districts in 17 states with a strong emphasis on gender equity. The representation of women within these disaster management

institutions is minimal, particularly at decision-making levels in the government. The traditional view is that disaster management is a man's job. As a result, few women have the proper technical qualifications to do it.

*Actions needed:* Offer technical assistance to mainstream gender into operational guidelines for disaster management; support recruitment, training, and retraining of a critical mass of women for on-site disaster response teams at all levels and in climate forecasting systems and earthquake-safety initiatives; encourage establishment of gender focal points in key disaster management institutions, the on-site disaster response teams, and the emergency operations centers; and support institutionalization of ties between gender experts and disaster management institutions.

**Gender and disaster information collection and management.** Most of the knowledge and experience on gender is based on work at the community level during the response and recovery phases. Less is known about gender issues during the national and state level preparedness and mitigation phases. Existing gender and disaster knowledge, lessons learned, and best practices have not been systematically compiled and organized. Little data is sex-disaggregated.

*Actions needed:* Establish a documentation center, potentially as a part of the National Institute of Disaster Management; develop a comprehensive tool kit for gender mainstreaming in disaster management; offer technical assistance to establish procedures for the sex-disaggregation of relevant data for the Incident Comment System and the emergency operating centers; and support applied research, monitoring and evaluation on gender and disaster management.

**Gender and disaster awareness and capacity building.** The MHA has issued a detailed plan to build capacity in institutions that make up the National Disaster Management Framework (state disaster management authorities, educational institutions, national and state training institutes, and civil society). Disaster management has been integrated into the secondary school curriculum.

*Actions needed.* Offer training and capacity building to mainstream gender throughout every aspect of the Indian government's disaster management training; develop sector-specific tools for gender and disaster management; use a consultative process to develop curricula and training materials on mainstreaming gender in disaster management.

# Mainstreaming Gender in Disaster Management Support Project

## A. Challenges and Opportunities

**Challenges.** The risk of natural disasters in India is extremely high. Because of its sub-continental characteristics and geography, the country is exposed to droughts, floods, cyclones, earthquakes, and landslides. Technological hazards also contribute to disaster risk in India.

India is one of the most hazard-prone countries in South Asia. Major rivers flood every year. Drought is a recurring phenomenon. Landslides are frequent, especially in the hill areas. Cyclones threaten most of the 6,083-km coastline. Northern India, especially the northeast, is in a high seismic risk zone. Out of the total surface area of 135.79 million square kilometers, 54 percent is susceptible to earthquakes, while 40 million hectares are susceptible to floods. Man-made risks include hazardous wastes, chemical spills, civil strife, and terrorism. These hazards threaten millions of lives and cause large-scale financial, infrastructure, crop, and productivity losses that seriously set back India's overall development efforts.

Disasters and related risks and vulnerabilities have social as well as physical dimensions. Gender roles and relations shape the capacity of women and men to respond to disaster, and place women and those in their care at much greater risk. The Indian government has embraced the new paradigm for disaster management as part of development and it plans to mainstream prevention, preparation, and mitigation into all sectors. USAID/India's strategic objective for disaster management support (DMS) is one of the few, if not the only, U.S. bilateral agreements of its kind, particularly given its emphasis on vulnerable groups, including women. These strategies, combined with the Indian government's strong policy for the empowerment of women, offer an ideal opportunity to mainstream gender into disaster management in India.

The risks and vulnerabilities that people face from natural disasters are as much a product of their social situation as their physical environment. Social networks, power relationships, knowledge and skills, gender roles, health, wealth, and location all affect risk and vulnerability to disasters and the capacity to respond to them.

### **"The Magnifying Glass"**

Disasters work like the magnifying glass of a society—they magnify what is good and what needs sincere help. Disasters do not affect everyone equally: Who you are and what you do, determines your fate. The strong and the weak stand out. This is true of gender as it is for other issues.

—Kiran S. Gupta, *civil servant in Sriqanqanaqar, Rajasthan*

Traditional gender roles and relations increase women's vulnerability. For example, more females died in an earthquake in the western state of Maharashtra because they were in their homes while men were harvesting crops, preparing for a festival, or working in other districts, and boys were attending school elsewhere. During a 1991 cyclone in Bangladesh, many women perished with their children at home because they had to wait for their husbands to return and decide whether the family would evacuate.<sup>1</sup>

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<sup>1</sup> World Health Organization. *Gender and Health in Disasters*, 2002

Both men and women act heroically during disasters while at the same time suffering severe trauma and dislocation. But gender relations severely limit the ability women to respond to disasters. In many ways, cultural norms inhibit women from obtaining relief services. Food distribution, for example, targets the male head of household, which marginalizes women. Women and girls are more vulnerable to sexual abuse in disaster situations and may be coerced into sex for basic needs. While women generally are most vulnerable during and after disasters, they also have skills to manage family and household affairs that they bring to all phases of the disaster-management cycle. Women often bear many responsibilities in disasters, particularly when men are absent. When women are absent, men may lack basic survival skills. Husbands separated from their wives by disaster can suffer poor nutrition because men don't know how to cook, as was the case in Ethiopian refugee camps.<sup>2</sup>

**Opportunities.** The international community has recognized the importance of the “relief-to-development continuum,” but its focus has tended to be on response and recovery. The new paradigm for disaster management is a cycle in which development goals guide disaster response-and-recovery strategies and interventions, while disaster prevention, preparedness, and mitigation goals inform development strategies and interventions.

The Indian government has embraced this new paradigm and approaches disaster management as integral to development. Disaster management—including prevention, preparation, and mitigation—will be mainstreamed into all sectors. The government is committed to gender integration and the inclusion of vulnerable groups in its disaster-management strategy. This commitment is reflected in its strong National Policy for the Empowerment of Women.

USAID/India's strategic objective (SO) for disaster-management support is one of the few USAID bilateral agreements providing capacity-building for disaster management. This SO, combined with the Indian government's commitment on gender, offers a unique opportunity to ensure that gender issues are taken into account and that vulnerable groups, including women, play a role in all phases of disaster management, particularly the establishment of institutional structures and the development of effective policies.

This report analyzes gender and disasters in India and presents strategies for mainstreaming gender into USAID's disaster-management support (DMS) program. To facilitate implementation of these strategies, the report includes tools that will assist USAID/India to address these challenges and build on the opportunities to strengthen DMS and development programs overall in India.

## **B. Assessment Tasks and Methods**

The scope of work for this assessment included three tasks (See Annex A for complete scope of work):

1. Conduct background analyses on gender and disasters in India: current levels of involvement of women and men in disaster mitigation and relief programs; why and to what extent gender relations change during and after extreme events, and how the changes can be sustained; coping strategies of vulnerable groups, including

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<sup>2</sup> World Health Organization. *Gender and Health in Disasters*, 2002.

experiences of local risk-management efforts; demographic and existing sex-disaggregated socioeconomic data on disaster occurrence; impact of natural disasters on employment of women and men in the formal and informal economies; the impact of disaster on violence against women and girls, including trafficking.

2. Design strategies and operational framework for mainstreaming gender in DMS, including the promotion of stakeholder awareness, gender integration in all DMS components, and improved data-collection monitoring and reporting.
3. Identify and document best practices and tools, including electronic resources, training materials, and assessment and evaluation tools.

The assessment team was made up of a specialist in gender and disasters and a specialist in gender and India. The assessment methodology included a literature review, interviews and group discussions in the field, and a synthesis of best practices and tools. Before starting the field work, the gender and disaster specialist reviewed literature on gender, disasters in India, and mainstreaming gender in disaster management in general. The team also examined existing tools and technologies, lessons learned and best practices in these areas.

The assessment team participated in a stakeholder meeting, organized by USAID/India, on approaches, challenges, and recommendations for mainstreaming gender in disaster management. Annex B provides a summary of the discussion at the meeting.

The team conducted field interviews and group discussions from January 9 to 23, 2004. This included one week in New Delhi and three days each in Rajasthan and Orissa. The selection of these sites was based on frequency and type of disasters. Rajasthan has periodic drought and Orissa periodic flooding. USAID has provided past support to drought relief in Rajasthan and supports disaster management programs in Orissa.

The assessment team interviewed more than 50 people during its two weeks of field work: central, state, and district government officials; block-level leaders, including members of local councils (*panchayats*) in Orissa and Rajasthan; members of village disaster-management committees and self-help groups (SHGs); male and female villagers; headquarters and field staff of United Nations agencies, and international and local NGOS; representatives of donor agencies and national- and state-level training institutes; and members of community-based organizations at the state, district, village, and block levels in Orissa and Rajasthan. The team also conducted four group discussion meetings in Orissa and Rajasthan. Additional interviews were conducted in Washington, D.C. (See Annex C, Persons Contacted.)

### **C. Analysis of Gender and Disaster in India**

Vulnerabilities and capacities of individuals and social groups determine people's abilities to cope with disasters and recover from them. This analysis focuses on the special vulnerabilities and capacities of women. These have not been adequately addressed, and women's potential contributions to disaster management have not been tapped. The findings that follow are an overview of the vulnerabilities and capabilities in India. The nation's extraordinary cultural and geographical diversity necessitates localized analysis for effective gender mainstreaming of disaster management in specific contexts.

## C1. Vulnerability Analysis

In India, where inequities permeate the social, economic, and political spheres, vulnerability cannot be viewed in generic terms. It has many facets, summarized in the box below.

Vulnerability is the cumulative product of a person's socioeconomic status, gender, age, and physical ability. Generally, women are more vulnerable than men, and poor women even more so. A poor, disabled, or aged woman head of household is extremely vulnerable, as are young girls whose family structures are shattered by disaster. For women, vulnerability also is determined by biology—pregnancy, lactation, and the reproductive cycle in general make them more vulnerable when disaster strikes. Gender inequality increases women's vulnerability before, during, and after disasters in many ways, depending on the type and location of a disaster, and the cultural and social context.

The vulnerabilities of women and men change as the disaster-management cycle proceeds. The following analysis is therefore organized according to these stages. This analysis highlights major areas of vulnerability; it does not cover all aspects for all women in all disasters in India. Nor does it cover every way in which women are more vulnerable than men.<sup>3</sup>

## C2. Before Disasters and During Disaster Preparation

Women are seldom represented on decision-making bodies before, during, and after disasters, and so their needs and interests are not taken into account. Women tend to be regarded as helpless victims who need to be protected and told what to do rather than potential resources. As a result, their transferable skills and potential roles in disaster mitigation—such as by drawing on social networks for early warning, or making and carrying out evacuation plans—appear to be overlooked and underused.

## C3. During Disasters

Women's access to early-warning systems for disasters is often minimal, leaving women especially vulnerable. Also, they often face restrictions on access to public spaces where such information—however limited—is disseminated. Men often control household communications devices such as radios and telephones. Cultural practices such as seclusion, which requires women to be accompanied by male relatives in public, may result in the loss of women's and their dependents' lives, if women delay escape until a male relative can decide whether to evacuate the family.

### Vulnerability Factors

*Economic*—lack of access to resources

*Social*—disintegration of social structures

*Ecological*—degradation of the environment and inability to protect it

*Organizational*—lack of strong national and local institutional structures

*Educational*—lack of access to information and knowledge

*Motivational*—lack of public awareness

*Political*—limited access to political power and representation

*Cultural*—constraining beliefs and customs

*Physical*—weak buildings or individuals

Source: SEEDS, *Report on Women, Children, Aged and Challenged* (2001); prepared for India's High-Powered Committee on Disaster Management.

<sup>3</sup> This vulnerability analysis is based on primary data (interviews and group discussions with community, government, and civil society representatives) as well as secondary sources (documents, electronic information) gathered for this assessment.



Women are responsible for the care of small children. A woman's responsibility for her children adds to her risk during disasters. Conversely, small children become even more vulnerable because they are near their mothers, who are vulnerable as women. The same is true for the elderly and the disabled, whose care also falls on women.

Women are less likely than men to have lifesaving skills such as swimming, climbing, knowledge of technology because cultural restrictions define gender roles and responsibilities. This puts them in danger during and after a disaster and prevents them from saving other lives. As a result, casualties are higher among women and girls during and after earthquakes and floods.

#### **C4. During Disaster Response and Recovery**

Women are often the last to receive space in safe areas, temporary shelters, and other forms of emergency relief. Little attention is paid to women's needs in emergency-relief provision in terms of privacy, personal hygiene, and sanitation, such as their need for sanitary napkins. These needs and women's responsibilities are rarely considered in the design and planning for safe areas and temporary shelters. The result is inconvenience and increased workloads for women.

In rural areas and among the urban poor, women are responsible for providing household fuel and water. In many cases, food and income also come mainly from women's work. All of these duties become more onerous during and after disasters. In addition, women's care-giving roles expand if immediate-family members or other relatives are injured or left homeless as the result of a disaster.

Most relief and recovery is delivered with assumptions that what is good for the household—usually controlled by a man—is good for women. Relief in the form of food, money, and other resources is sometimes issued to the male head of household, thus increasing women's vulnerability and reinforcing their already low status.

#### **C5. After Disasters**

Disasters that force relocation or destroy sources of livelihood often increase women's workloads and decrease their access to and control over food and incomes. This leads to a decline in their socioeconomic status and increased vulnerability to sexual exploitation. Relocation—whether planned or unplanned—often results in the loss of rural and urban women's networks of friends, relatives, and neighbors, on whom they depend for practical and psychological support. Such support may include small loans of cash or other goods, sharing of equipment, and sharing of child care and other forms labor. Women's indebtedness is likely to rise after a disaster because their borrowing increases.

Girls and young women are more likely than boys and young men to drop out of their learning institutions in the wake of a disaster. Their labor is needed in the household as the family's livelihood dwindles, and often they face increased insecurity, including risk of sexual assault.

The use of alcohol and drugs often increases at a disaster site, particularly when women lose control over income, and men become depressed about their inability to provide for their families. Alcohol and drug use deplete family resources and increase domestic violence, which is

already a serious problem in India. Anecdotal evidence suggests that trafficking of women and girls can increase in the aftermath of disasters as family incomes shrink.

Women and girls report more symptoms of post-traumatic stress than men. This may be partly the result of women's dramatically expanded care-giving roles during disasters. It may also reflect a greater willingness of women than men to report such symptoms.

## D. Capacity Analysis

### D1. Community and Household Capacity

Women are generally in charge of managing “internal affairs” during all phases of the disaster cycle at the household level. Household coping strategies that fall to women in times of distress may include rationing of food, livestock feed, water and cash, and taking small loans from neighbors, friends and relatives. In the household, men tend to be involved in decision-making that pertains to “external affairs,” such as migration, education, and marriage. Community-level decisions generally fall to men: identifying safe areas, overseeing relief distribution, arranging transportation, and negotiating with authorities.

Despite their important roles as internal household managers, gender role perceptions create obstacles for women's participation in disaster management. In India, women are widely viewed as poor crisis managers— even by women themselves. Similarly, both men and women assume that women lack the physical strength needed for any search-and-rescue operation, even women who work in agriculture and construction.

Some of these perceptions have been challenged by women who single-handedly saved lives during recent disasters. A number of innovative initiatives have trained women in search-and-rescue operations. UNDP's Disaster Risk Management activities at the village level have supported local NGO training for volunteers in such operations; in some villages, both women and men have been trained. Also, positive experiences training women to be masons and heavy-equipment operators, as well as supervisors or heads of village disaster-management decision-making bodies, have contributed to a new belief that women can be equal to men in all facets of disaster management when women have opportunities and a positive environment.

In the past two decades, recognition of the importance of gender has become an integral part of most development efforts in India. NGOs, activists, and academics have been the primary agents of the social movement and have succeeded in putting gender on the development agenda. One outcome of this movement has been the

#### Perception Problem

“Perception is perhaps the most important issue. If women are good at managing contingencies at home, why do we feel they cannot play a serious role in the contingency-planning process at the district, block, or state level?”

—Orissa State Disaster Mitigation Authority and Oxfam GB, *Disaster Management in Orissa: Practices and Challenges*, proceedings of April 28-30, 2002, workshop, Bhubaneswar

strengthening of women's groups in villages and poor urban areas. Many of these groups have become self-help groups (SHGs) that obtain microfinance and maintain microbusinesses. These groups also address issues of women's exploitation and gender-based violence.

More recently, SHGs have become part of the Indian government's poverty-alleviation strategy.<sup>4</sup> One of the main contributions of SHGs and other women's groups has been the mobilization of a critical mass of women who advocate for, or have the potential to advocate for, women's interests, concerns, and rights. These groups are now being integrated into disaster-management strategies by NGOs and the government.

Another positive development at the community level is the representation and participation of women in local government—the *panchayats*. Some *sarpanchs* (ward or committee-member posts) have been reserved for women. However, it has been more difficult to ensure that women actually take part in ward and committee decision-making. Efforts to promote women's participation include capacity-building activities targeting women representatives and advocacy initiatives carried out by SHGs and other women's groups.

## D2. Capacity at the National and State Levels

The Indian government in 2001 adopted the comprehensive and well-crafted National Policy for the Empowerment of Women. The policy, prepared by the Department of Women and Child Development of the Ministry of Human Resource Development, aims to foster gender equity in all areas of life through equal access to education, health care, and public office, and equal wage and employment opportunities.

The policy's "prescriptions" include making the legal-judicial system more gender-sensitive and responsive by paying special attention to violence against women, and amending laws, such as those that relate to women's property rights. Women are to be represented in all bodies that make decisions—legislative, executive, judicial, and corporate. All macroeconomic and development policies and programs are to be gender-mainstreamed. In particular, policies and programs in education, health, and agriculture are to be made more gender-sensitive and gender-responsive.

### India's National Policy for the Empowerment of Women

- i. Creating an environment through positive economic and social policies for full development of women to enable them to realize their full potential;
- ii. The *de jure* and *de facto* enjoyment of all human rights and fundamental freedoms by women on an equal basis with men in all spheres—political, economic, social, cultural, and civil;
- iii. Equal access to participation and decision making by women in the social, political, and economic life of the nation;
- iv. Equal access of women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public office, etc.;
- v. Strengthening legal systems aimed at the elimination of all forms of discrimination against women;
- vi. Changing societal attitudes and community practices by active participation and involvement of both men and women;
- vii. Mainstreaming a gender perspective in the development process;
- viii. Elimination of discrimination and all forms of violence against women and the girl child; and
- ix. Building and strengthening partnerships with civil society, particularly women's organizations.

(Paragraph 1.11)

<sup>4</sup> In some communities, savings associations in the form of chit-fund groups have existed for decades and are supported by the government. But these have been primarily economic ventures rather than self-help initiatives by today's definition.

The policy stresses the importance of gender sensitivity and responsiveness in policies and programs for education, health, and agriculture.

In addition, the policy advocates greater involvement of women in science and technology, housing policy, and planning for housing complexes and shelters. Notable among its prescriptions are those related to women in difficult circumstances, including natural disasters:

*“In recognition of the diversity of women’s situations and in acknowledgement of the needs of especially disadvantaged groups, measures and programs will be undertaken to provide them with special assistance. These groups include women in extreme poverty, destitute women, women in conflict situations, women affected by natural calamities, women in less-developed regions, disabled widows, elderly women, single women in difficult circumstances, women heading households, those displaced from employment, migrants, women who are victims of marital violence, deserted women and prostitutes.”*  
(Paragraph 6.12)

In the context of this broad policy, all central and state ministries are required to prepare action plans with timelines; strengthen institutional mechanisms; and provide financial, human, and material resources. They also must review existing laws, rules and regulations; enhance women’s participation in all spheres; develop partnerships with civil society groups; and expand international, regional, and sub-regional cooperation.

The major players guiding the policy’s implementation are the central and state women and child development departments and the national and state Commissions for Women<sup>5</sup>. They will identify measurable goals achievable by 2010, identify and commit resources, assign specific responsibilities for implementation, establish structures and mechanisms for monitoring and review, and introduce a gender perspective into the budgeting process.

There is, therefore, a strong foundation on which to build when mainstreaming gender into any disaster-management activities undertaken by these organizations. Gender is a part of the development agenda of all stakeholders, not just academic institutions.

USAID and these other major players in gender policy and programs in India have an excellent opportunity now to guide and support the effective integration of gender into national disaster-management policy, and its implementation. A National Plan on Disaster Management and Preparedness has been prepared, and a Disaster Management Act is being formulated. The states will issue policies as well. Maharashtra, Uttaranchal, and Gujarat have passed disaster management acts, while Orissa is in the process of formulating one.

## **E. Key Areas for Mainstreaming Gender in Disaster Management**

Approaching disaster management from the perspective of a development paradigm, the analysis of gender and disaster in India revealed three key operational areas requiring action to effectively mainstream gender in USAID/India’s DMS and strengthen the other programs:

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<sup>5</sup> The Commission’s mandate is to review the legal and constitutional safeguards for women; recommend remedial legislative measures, redress grievances, and advise the government on all policy matters affecting women.

1. Gender mainstreaming of disaster management structures, institutions, and policies
2. Enhancing gender and disaster information collection and management, including monitoring and evaluation,
3. Gender and disaster awareness training and capacity building

Action in these areas at the national, state, and local levels by USAID, NGOs, counterpart donors and other partners—is important to achieve and sustain the intermediate results of USAID/India’s DMS program: 1) increased community preparedness to mitigate and manage disasters; and 2) improved capacity of public and private partners to meet critical needs of vulnerable groups in disaster situations.

Disaster management approached from the perspective of a development paradigm focuses on long-term development as well as short-term lifesaving goals. This paradigm requires understanding the opportunities and constraints that occur as a result of a disaster vis-à-vis development goals. This understanding guides the design of synergistic relief and recovery interventions and development projects.

Following the earthquake in Gujarat in January 2001, Elaine Enarson wrote:

*The “window of opportunity” for social change after an earthquake or other disaster slams shut quickly in the absence of strategic long-term planning. The rush to reconstruct “normalcy” is difficult to resist but is manifestly a false start, as just these routine political, economic, social, and gender arrangements put people in harm’s way. The rebuilding of Gujarat can reflect and promote the status quo ante (sic), or, alternatively, realize a new vision of the future, which creatively integrates post-disaster rehabilitation, vulnerability reduction, and sustainable development goals. As women are key social actors before, during, and after disastrous events, the reconstruction of homes, livelihoods, and futures across Gujarat cannot succeed without their full engagement at all levels and across all sectors.*

Gender awareness, gender analysis, and gender-informed policy and program planning are essential for effective disaster management and development. Capacity building is crucial to building and maintaining skills and support for gender mainstreaming. Also important is strategic gender-information management. Gender analysis is an effective tool for understanding how communities work in ordinary and extraordinary circumstances. It provides a means to monitor the changing differential effects of disasters on men and women in different socioeconomic groups. It also offers opportunities for targeting effective strategies that would otherwise be missed, through gender analysis of vulnerabilities, capabilities, and risks. Gender analysis provides a useful guide for improving accountability regarding effects and impacts of interventions for results-based management.

This section presents an analysis of the current status of gender mainstreaming in these three key operational areas: structures and policies, information management, and awareness and capacity-building.

## **E1. Mainstreaming Gender in Disaster Management Structures, Institutions, Policies, and Programs**

### **E1a. Disaster Management Policies and Programs**

Under India's National Disaster Management framework, the Ministry of Home Affairs is the central government's nodal agency for disaster management. Other national-level ministries that are involved include Health, Water Resources, Environment and Forestry, and Agriculture. At the state level, disaster management departments are being created; at the district level, disaster management committees are being formed. Under the UNDP's Disaster Risk Management Program, 28 districts will be assisted in the development of village-based disaster management committees and teams, which will be made up of local volunteers.

The Indian government's National Disaster Management Program, as it exists today, stems from the findings of the High-Powered Committee on Disaster Management (HPC), which was formed in 1999. Initially, the HPC's mandate was to analyze India's vulnerability to natural hazards. Later it was expanded to include both natural and manmade disasters. The committee's report is a comprehensive document that proposes a model National Calamity Management Act, state disaster management acts, possible structures and locations for key institutions, guidelines for state and district disaster management plans, and contents for the National Disaster Response Plan. The HPC's recommendations emphasize building in a "culture of preparedness, quick response, strategic thinking, and prevention." It also proposes a system of linked structures and processes for implementing this comprehensive system.

An important recommendation of the HPC was to take into account "equity interests of all stakeholder groups ... with consideration of special needs of the more vulnerable groups" in vulnerability assessments. The HPC commissioned a special study on "Women, Children, Aged and Challenged" (the SEEDS report).

Based on the recommendations of the committee and further deliberations, responsibility for disaster management was shifted to the Ministry of Home Affairs (MHA) in 2002. This also involved a shift in focus from relief and rehabilitation to prevention, preparedness, and mitigation. According to one key source, the MHA has carried out a comprehensive review of all existing disaster management policies, mechanisms, and capabilities. All Indian states were advised to enact disaster management laws and to convert their relief codes into disaster management codes. A National Emergency Management Authority is being established and disaster management bodies are being created at the state level. Numerous activities—information management, institution-building, capacity-building, infrastructure development, and procurement of state-of-the-art technologies—are all part of this ambitious effort to revamp and strengthen disaster management throughout India.

A National Disaster Management framework prepared by the MHA outlines the structures to be involved, their roles and responsibilities, and linkages between them. The comprehensive, holistic approach of the framework offers an opportunity to weave in a gender perspective.

The Indian government is examining various national models for disaster management and considering the establishment of a new agency similar to the U.S. Federal Emergency Management Agency, with potential added elements from other models as well. Establishment of

a national emergency management agency offers a chance to work with the Indian government in mainstreaming gender into the new agency's structures and policies.

Given this opportunity, it is an important time to solidify and clarify linkages between disaster management structures and key institutions and departments working on gender issues in India. For example, the Department of Women and Child Development and the National Commission on Women can provide valuable expertise and resources to support gender mainstreaming in the structures and systems for implementing the disaster management strategy at the national and state levels.

It is also important to keep in mind that gender policies issued from the top of disaster management agencies rarely reach down to the people implementing them in communities, particularly Indian government staff. Some high-ranking government officials in charge of disaster management have a comprehensive understanding of and commitment to gender integration, which should create an opportunity to sensitize the district and block-level workers on gender awareness and skills training.

#### **Gender Equity in Disaster Preparedness and Mitigation**

Certain groups, such as women, disabled people, and children, are more vulnerable in a disaster and require special attention. The Indian government's Disaster Risk Management Program will aim to strengthen the abilities of these groups to respond to catastrophes. Vulnerability and risk assessment in all the multi-hazard-prone districts would place special emphasis on women and children. Adequate representation of women in disaster management committees and teams will ensure their participation in decision making in all stages of the disaster continuum. This would result in formulation of gender equitable and sustainable community plans for disaster preparedness. Special training will be provided to women for enhancement of their capacities to carry out the activities effectively. Capacity building of women's groups will include skill upgrading in use of the latest know-how for effective response and sustainable recovery in disaster situations.

Source: *Ministry of Home Affairs and UNDP, 2002. Disaster Risk Management Program (2002-07). "Community-Based Disaster Reduction and Recovery Through Participation of Communities and Local Self-Governments."*

Gender mainstreaming of Indian government disaster management policies and structures will be strongly supported by the clear commitment to gender in the UNDP Disaster Risk Management Program, which is envisioned as a part of the national framework (see box above).

The UNDP Disaster Risk Management Program operates in 169 districts in 17 of India's 26 states. It focuses on awareness, education, training, and capacity-building related to mitigation and preparedness. Its goal is enhanced disaster-risk management at the community, district, and state levels. The program, which is funded by multiple donors, supports the central government's efforts in selected states and localities for mainstreaming disaster-risk management at all levels. USAID is funding the program in 20 districts in five states—Assam, Gujarat, Orissa, Uttaranchal, and West Bengal.

One of the program's goals is to develop and strengthen state and district disaster management information centers for effective early warning and for use as emergency operations centers for coordinating disaster response. The program uses a community-based approach and works closely with *panchayats* at the district, community, and block levels. Objectives include preparation of state and district disaster management plans, disaster preparedness, and response plans at various levels. They also include organization of disaster management teams and

committees at all levels, with adequate representation of women and capacity development of those teams. Other objectives include training in cyclone- and earthquake-resistant construction and reinforcement methods, and the integration of disaster management with the development plans of local governments.

USAID and other donors contributing technical and financial support to the Indian government and the UNDP for disaster management are committed to gender mainstreaming. The documentation relating to USAID's DMS program specifies that:

*The DMS project will promote equity across all project-funded activities including increased participation of women and other marginalized segments of society in planning for and management of disaster situations of all kinds. It will promote a better understanding of gender and age-based differences related to all aspects of a disaster situation. It will work to enfranchise all segments of the society so that they can play a fundamental role in decision making related to disaster preparedness and response.<sup>6</sup>*

### **E1b. Women's Representation and Participation in Disaster Management Structures**

At present, the representation of women in the existing disaster management agencies is low, particularly at decision-making levels in the government. Representation of women in the "technical" fields of disaster management, such as climate forecasting and earthquake preparedness, is minimal. The notion that these are "men's fields" pervades all levels—including among international organizations. Increasing women's representation in disaster management institutions, structures, and related professions is difficult, particularly given the paucity of technically qualified women. One informant noted that even the few who are recruited are not all retained because the organizational culture of disaster-response agencies is generally not friendly to women.

At the community level, women's representation is not a major issue. Thirty percent of *panchayat* seats are reserved for women. At present, the UNDP program is also attempting to ensure 50-percent representation of women on disaster management task forces at the village level. In the village of Ketrupal in Orissa's Jaipur district, the team found that women made up half of most of the task forces. These task forces included information dissemination, food distribution, health, sanitation, damage assessment, evacuation, counseling, and shelter management. The women reported that they are reasonably prepared to carry out their responsibilities when the village is flooded.

But participation may be an issue. The team was not able to determine the extent of women's participation relative to men's, or of vulnerable women's participation relative to other women's participation. A number of women in the group discussions expressed low confidence in their disaster management skills because of lack of practice using those skills in an actual disaster, brevity of the training received, and the length of time since the training. The need for periodic retraining was noted by several informants, either because of turnover in task force membership or because knowledge and skills are forgotten if not used and refreshed regularly. Regardless of the cause, lack of confidence generally results in reluctant participation.

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<sup>6</sup> USAID. 2002. New Activity Document: Disaster Management Support Project, p. 367. Attachment to USAID Mission Order 2001.



## E2. Gender and Disaster Information Collection and Management

India has an impressive number of people with expertise and experience in gender-sensitive programming, so it is not surprising that those in development organizations and academic institutions have recognized the links between gender and disaster. Local and international NGO personnel and academics have conducted case studies, some of which have been published in journals or as book chapters. Some lessons learned and best practices have been generated by disaster management projects with gender mainstreaming as well as by a few with a gender focus. (See the two boxes below.) Most of this knowledge and experience has come from work at the community level and has concentrated on the response and recovery phases of the disaster management cycle.

Given India's enormous cultural and social diversity, the NGOs working at the community level have access to a wealth of gender information that would be valuable to disaster management personnel and other government decision makers. Therefore, it is important to build strong ties

### Experiences from CRS' OFDA-Supported Drought Response Project

Catholic Relief Services (CRS) responded to the Rajasthan drought of 2002-2003 with the support of USAID's Office of Foreign Disaster Assistance (OFDA). The joint project was implemented in 58 villages through local partners and reached more than 10,000 families.

The project included land development activities as part of drought relief. An innovative feature of this was the active involvement of women's groups in agricultural land development. This enabled women to work on their own farms and in return receive wages for about 25 days during the drought relief period. Borrowing from a traditional method, the groups have managed to create bunds that serve the purpose of water retention in agricultural fields. In Mahatgaon, a village the USAID gender mainstreaming team visited, 37.5 out of 75 hectares of agricultural land have been developed in this way by women's groups as part of drought work. Because of the benefits stemming from this effort, the groups have decided to work on their own to cover the entire agricultural area.

among NGOs, national and state bodies, and other stakeholders. The examples of best practices and lessons learned in gender integration in disaster management come from two drought management projects in Rajasthan described in the boxes below. These, among many other experiences, could inform more effective disaster management through an institutionalized information-collection and management initiative.

There is little sex-disaggregated data related to disasters. Socioeconomic surveys conducted during and after disasters have not been disaggregated by sex. The gender information that does exist tends to be qualitative, rather than quantitative, and much of it is anecdotal. Information related to gender differences in vulnerability and risk is minimal in the agencies concerned with the highly technical aspects of disaster management. The formation of the new disaster management agency, the adoption of the new disaster paradigm, and the gender policy provide a strong rationale for assisting the Incident Command System and the emergency operations centers to develop systems for the collection of gender data as a part of standard operating procedures.

There is less knowledge and experience related to mainstreaming gender in disaster management at the national and state levels and during the preparedness and mitigation phases of the cycle. In addition, the knowledge that does exist has not been compiled, catalogued, or organized in any central location. NGOs and other organizations have made some efforts at information-sharing

through conferences and other forums, and have published proceedings and other materials, but dissemination has been inconsistent.

#### **Experiences from the ECHO-Supported Drought Response Project**

- Women *meths* (work site supervisors) were employed in some villages in western Rajasthan as part of the drought relief project. In many cases, such as in the village of Urmul Setu, where CARE was working, initial opposition from male workers required the mediation of the concerned NGO. In general, record maintenance was better organized where women were employed and women workers felt much more comfortable discussing issues. Women *meths* were also able to resolve disputes congenially. The decision to include women *meths* has enabled women to enter a conventionally male domain and has facilitated the growth of new women leaders.
- All agencies made provisions for shade and drinking water at the work sites. Save the Children Fund (SCF) additionally provided for a *balwadi* at each work site. One village woman was trained to run the *balwadi*. Though the *balwadis* were temporary and located at the work sites, they were equipped with play and educational materials and nutritious food for the children. Many such materials are not available in the village (*anganwadi*). When the work was finished, the *balwadis* were closed and SCF donated the materials to the *anganwadi*. The village of Odhania in Pokhran block merits special mention for its creation of a rest area for the workers, for the *balwadi*, and for its use of local material. With little orientation and supervision, the workers developed a high-quality functional space. The *balwadis* enabled lactating mothers to bring their infants to work and to leave their children without anxiety. Special *anganwadis* were opened by the government in some villages for the drought period. SCF has instructed its local NGO partners to ensure children's entry into the government-run *anganwadis* after the closure of its drought work.
- All agencies arranged for special support to the most vulnerable households, which were unable to participate in drought work for various reasons. A large number of the supported households were headed by women, particularly young widows with small children. Such women are totally dependent on neighbors and relatives as they are not able to go out to earn a living, to look after their farmland, or to find other means of income. The elderly are another vulnerable group. Most often, old parents are left to fend for themselves once their children marry and start their own families. Though moral support is easily given, material support is often scarce. The support to such households consisted either of free food (and cash) packages or involvement in less strenuous jobs.

Source: *Report on project evaluation by Binoy Acharya and Geeta Menon*

Note: *This project was implemented by local NGOs through Action Aid, CARE, Danish Church Aid, Churches Auxiliary for Social Action, Oxfam, Save the Children Fund, and Wells for India.*

The National Institute of Disaster Management is an organization that could play a major role in gender and disaster information management. Within the institute is a clearly articulated commitment to work in the field of gender and disaster, and it will be developing modalities for doing so. The institute has considerable gender capacity. Transferring that capacity to disaster management staff would not require significant new resources. The Gender Studies Unit (GSU) of the Lal Bahadur Shastri National Academy of Administration (LBSNAA) is another option.

### **E3. Gender and Disaster Awareness and Capacity-Building**

Although there is tremendous gender expertise in India in almost all development sectors, the knowledge of gender-based vulnerabilities and capacities is not widespread among those working on disasters. Some agencies and individuals are highly aware of and committed to addressing gender concerns. These are drawn disproportionately from some segments of civil society—national, regional, and international NGOs; some donors and academics; and individual experts. In addition, some high-ranking government officials in charge of disaster management have tremendous gender-related capacity and are highly committed to gender integration.

The MHA has issued a detailed plan that includes capacity building for existing and potential institutions that will be part of the national disaster management system at the state, district and community levels. This capacity-building will include state disaster management authorities, educational institutions, national and state training institutes, and members of civil society, including mass media outlets and NGOs.

This new capacity-building program provides an excellent opportunity to work with the MHA to develop training curricula and materials related to gender integration in disaster management. A gender review of existing modules and resources was beyond the scope of the present assessment,<sup>7</sup> but it will be necessary for gender mainstreaming this capacity-building program.

Integration of disaster management in school curricula has also been initiated. Disaster management has been incorporated in the Central Board of Secondary Education syllabus at the Class 8 level.<sup>8</sup> This offers another opportunity to work with the Indian government to integrate gender into education, along with UNICEF's Meena project. Meena is a popular mass media program promoting the value of the girl child to the family and community in South Asia. A gender-integrated curriculum combined with Meena offers tremendous opportunities to foster gender and disaster awareness among children and adolescents.

## **F. Strategies for Mainstreaming Gender in Disaster Management**

### **F1. Strategic Interventions**

Identifying the most strategic level or levels of intervention is a critical decision for any initiative to mainstream gender in disaster management. Given the fact that the Indian government administers 80 percent of the resources available for disaster management, it is clearly necessary to focus on the government as the primary and nodal agency for mainstreaming gender in disaster management. Identifying which level or levels of the government to focus on, and in what sequence, is much more challenging.

Some informants insisted that the most effective means to ensure gender mainstreaming is to get commitment at the highest levels of government. One person said, "If the order comes from the top, it will be followed." Others said the focus of government disaster management is at the state level, therefore the state should be targeted for mainstreaming gender into disaster management. It can also be argued that decisions made at the state level are more likely to be based on knowledge of local context and, therefore, more appropriate for that context.

The analysis presented in this report points to a strategic window of opportunity, at the national level, to assist the Indian government in mainstreaming gender into the operational guidelines for the new disaster management framework, the new agency for disaster management and the capacity-building plan that the MHA is developing for training all government and other bodies that are part of the framework. This will require building awareness and capacity at the national level. USAID can play a critical role by supporting the integration of gender in the disaster management training of officers in the Indian Administrative Service (IAS) and other key

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<sup>7</sup> The team was, however, able to provide some gender training resources to one of the team members from the U.S. Forest Service who was assisting the Indian government in adapting training to support the Incident Command System.

<sup>8</sup> CBSE. 2003. *Together, Towards a Safer India: An Introduction to Disaster Management for Class 8*. Central Board of Secondary Education, New Delhi.

decision makers. This will maximize the impact of the training, since IAS officers also make decisions at the state and district levels. For example, district collectors, the highest authority at the district level, are IAS officers.

Recognizing that gender mainstreaming policies and gender awareness rarely trickle down to the grass roots, it will also be important to encourage and support partners working on disaster management locally to use gender analysis and promote gender awareness in their work on an ongoing basis. The UNDP's gender-equitable Disaster Risk Management Program will play an increasingly important role in this effort.

## **F2. Actions for Mainstreaming Gender in Disaster Management**

The key areas for gender mainstreaming, discussed in the previous section, provide the framework for the proposed strategies for mainstreaming gender in disaster management in USAID/India's DMS program:

- Mainstreaming gender in the structures, institutions, and policies for disaster management
- Enhancing gender and disaster information collection and management
- Gender and disaster training and capacity building

The following recommendations specify critical actions needed to mainstream gender in disaster management in each of these key areas. Of highest priority is for USAID to mainstream gender into its current disaster management intermediate results and the projects it supports through the Federal Emergency Management Agency (FEMA), the U.S. Forest Service, the National Oceanic and Atmospheric Administration (NOAA) and the U.S. Geological Survey (USGS), in collaboration with the Indian government and other partners.

Actions that require a multiple-partner approach recognize that no one donor or organization can do everything. The multiple-partner approach also recognizes that different organizations have different mandates and constraints. Finally, a multi-sector approach to mainstream gender in disaster management through existing USAID development strategies and programs recognizes that resources are limited and that programs must be designed and implemented in such a way that their impacts are maximized for cross-cutting objectives. For example, although DMS might not have funds to support training for women in the scientific and technological aspects of disaster management, existing programs that support the education of the girl child might be designed to promote girls' achievement in the fields of science and technology.

The recommendations for action directly support USAID/India's DMS intermediate results: 1) increased community preparedness to mitigate and manage disasters, and 2) improved capacity of public and private partners to meet critical needs of vulnerable groups in disaster situations.

## **F3. Mainstreaming Gender in Disaster Management Structures and Institutions**

### **Key actions for USAID:**

- Offer technical assistance to integrate the government's gender policy into the operational guidelines of the new disaster management agency and the institutions operating under the disaster management framework.

- Provide support for the recruitment, training and retraining of a critical mass of women for on-site disaster response teams at all levels (search-and-rescue teams, medical teams, etc.).
- Provide support for the recruitment, training, and retraining of a critical mass of women professionals and technicians for agencies involved with the national climate forecasting systems and earthquake-safety initiatives.
- Encourage the establishment of gender units or gender focal points in key disaster management institutions at the national and state levels, such as the national disaster management agency that is being established.
- Encourage the inclusion of a gender focal point on the on-site disaster response teams and among personnel of emergency operations centers.
- Support the institutionalization of linkages between women's bureaus and departments, such as the Department of Women and Child Development and the National Commission on Women, and disaster management bureaus and departments.

USAID's support to FEMA, the U.S. Forest Service, NOAA and the USGS, at a time when new disaster management institutions and policies are being developed, offers unprecedented opportunities to mainstream gender at all levels of disaster management. However, this requires a change in the traditional male-dominated organizational culture of disaster management.

One of the ways to change the organizational culture is to involve more women in disaster management at all levels, particularly at the highest levels and in the most specialized fields. A critical mass of women with decision-making authority is needed to have an impact on the organizational culture, policies, programs, and practices of disaster management. USAID needs to actively promote among its partner organizations the hiring, training, and promotion of women. It is also important to help them develop strategies for recruiting and retaining women, and to identify funding sources for training to increase the number of technically qualified women. Strong support from organization leaders is essential for gender mainstreaming. This includes leaders' ongoing communication with staff at all levels about the importance of gender in disaster management; gender awareness and gender analysis; the participation of women and other vulnerable groups in disaster management; and the integration of gender requirements into operational guidelines.

Good intentions are not enough to have an impact on policies, programs, and practices. Both women and men, throughout disaster management organizations, need gender-awareness training. To build the skills needed to mainstream gender, disaster management personnel also need training in specific techniques in gender analysis, gender programming, and gender-disaggregation of data. Organization-wide gender awareness and knowledge of techniques for gender mainstreaming are necessary to have an impact on programs and policies. It is essential that men buy into the importance of gender in disaster management and promote it among other men.

USAID needs to encourage and assist the disaster management institutions in the Indian government and the government's implementing partners to introduce a gender unit or a gender

focal point to “champion” the integration of gender in its policies, programs, and practices. This will be easier in India than in other countries because of the possibility of “piggybacking” on existing gender capacities within most of the institutions that are now expanding into disaster management. Establishing linkages between disaster management departments and the gender experts in the same and other institutions, such as the Department of Women and Child Development and the National Commission on Women, can foster gender integration. Links can be forged through cross-training. Technical assistance in setting up specific mechanisms and procedures for information sharing and monitoring gender integration is also important.

#### **Actions by multiple partners (government and others):**

- Support a gender review of central and state disaster management policies to strengthen the application of the National Gender Policy.
- Support recruitment and retention of personnel with gender expertise at all levels and develop mechanisms for professional accountability for gender issues, through, for example, terms of reference and performance evaluations.
- Encourage the government to recruit, train, and engage a critical mass of women for on-site disaster response teams from the security forces—or to recruit, train, and deploy a certain number of women’s battalions.
- Encourage the government to develop mechanisms to enhance the representation and participation of women from vulnerable social groups as full and equal partners in community-based disaster preparedness and mitigation initiatives.

#### **F4. Enhancing Gender and Disaster Information Collection and Management**

##### **Key actions for USAID:**

- Support the establishment of gender and disaster documentation centers for data collection and dissemination at the central and state levels.
- Support development of gender and disaster-management analytical tools and implementation guidelines for use by disaster management organizations and departments and agencies, including on-site disaster response teams and emergency operations centers.
- Support the development of tools and techniques for monitoring and evaluating gender mainstreaming in disaster management to ensure that gender components are actually implemented.
- Offer to provide technical assistance to incorporate the collection of relevant sex-disaggregated data in the standard operating procedures of the Incident Command System and the emergency operations centers.
- Support data collection and studies of the differential impacts of disasters on women and men.

- Support applied research to identify the short-term needs and long-term interests of women compared with men in disaster-prone areas and develop strategies to address them.
- Support action research to develop best practices in mainstreaming gender in disaster management in different types of disasters and contexts. This might include assessments, interventions, evaluations, etc. (See the Tools Section.)

A documentation center for gender and disaster information at the national level would be a major contribution. The National Institute of Disaster Management (NIDM) appears to be well placed to assume this responsibility for two reasons: It can be a focal point for policy-oriented research for the government, and it can serve as an information clearinghouse for gender and disaster for NGOs and other organizations involved in disaster management. Subsequently state level documentation centers might be established and supported.

There is an urgent need to develop a comprehensive tool kit for gender mainstreaming in disaster management, including analytical tools and implementation guidelines. Existing tools for mainstreaming gender in response and recovery at the micro level can be incorporated. However, it will be necessary to develop tools for gender mainstreaming in the preparedness and mitigation at the macro level. Most of the tools developed for gender and development in the various sectors can be adapted for disaster management. The Tools section contains examples of resources and tools.

It is also important to support information collection and research. While there is a growing literature on gender and disaster for South Asia, it has not been collected, catalogued, and synthesized in a way that is useful to policy makers and most practitioners. There remains much to be learned and transmitted about why it is important to mainstream gender in disaster management and how to go about it. It is also critical for USAID's partners to use gender analysis and sex-disaggregation of relevant data in hazard mapping, vulnerability analysis, rapid assessments of health status and health needs, and evaluations of USAID preparedness, recovery, and mitigation programs and to share the findings widely through electronic media and dissemination events.

## **F5. Gender and Disaster Training and Capacity-Building**

### **Key actions for USAID:**

- Mainstream gender in disaster management training across the board—LBSNAA, state administrative training institutes, state institutes of rural development, and other agencies involved in disaster management.
- Mainstream gender in Indian Administrative Service and state administrative training institute disaster-management training curricula.
- Build on existing gender expertise through cross-training on disaster management for gender specialists, particularly those working in specific sectors, such as agriculture, health, water and sanitation, and other sectors pertinent to disaster management.

- Provide training for USAID strategic-objective teams in mainstreaming disaster management in development and in disaster management. Such training may be accomplished by including a module on gender and disaster in broader gender training or in regular disaster management training.
- Encourage the selection of women engineers, scientists, and technicians to receive training in the use of new disaster management technologies and in Search and Rescue (SAR).

The most far-reaching contribution USAID can offer in training and capacity-building is to ensure that gender is mainstreamed throughout every aspect of the government's disaster management training. The MHA capacity-building plan appears to be a good starting point given its extensive reach. Ideally, such an activity would involve Indian gender specialists, including government gender specialists from the gender units in institutions such as the Institute for Public Administration, the Indian Administrative Service training academy, individuals responsible for the overall training, the U.S. Forest Service, NIDM, and people with international experience mainstreaming gender in disaster management training.

Immediate next steps would be the identification and analysis of current disaster management tools, curricula, and other materials with an emphasis on preparedness and mitigation at the national and state levels. This would include tools for all of the sectors involved in disaster management, such as health and agriculture and with resources for each level, each phase of disaster, and each type of disaster. Annex E contains examples of such tools. The analysis will incorporate: 1) materials already available in gender and disaster, such as the implementation guidelines listed in the bibliography; 2) existing gender tools from the development sectors; and 3) a consultative process with disaster, gender, and technical experts from relevant development sectors to develop additional tools.

The consultative process will result in the development of context-specific tool kits and curricula and materials through a collaborative and iterative process involving key stakeholders. They will constitute a steering committee or task force that will meet over a specified period of time to contribute to, review, pilot, and revise the tool kits and the curricula and materials. Once developed, these materials need to undergo a similar process to adapt them for use in specific departments, agencies, or institutions involved in disaster management.

### **Multi-sector actions to mainstream gender and disaster management into USAID/India's portfolio:**

- Identify areas of common concern with USAID and partner disaster managers, health sector personnel, agriculture sector personnel, legal experts, social scientists, and gender experts, and develop joint strategies.
- Provide incentives for disaster managers to participate in existing gender working groups and establish gender and disaster working groups that involve technical and sectoral personnel.
- Support education of women and girls in the scientific and technical fields required for disaster management as part of education and employment programs.



- Train women in non-traditional skills required in disaster management, such as masonry, as part of employment and income-generation programs.

An example of multi-sector gender and disaster work that USAID/India is already planning is a study of gender issues that are exacerbated by disasters, such as increased trafficking of women and girls and domestic violence, to guide the allocation of resources and collaborate with existing programs in disaster-prone areas. The training of strategic-objective teams on mainstreaming gender and disaster management, noted under capacity-building, will also contribute to the multi-sector action agenda.

## F6. Operational Recommendations Table

Key Actions	Implementation Means	Key Actors	Timeframe
<b>Structures and Institutions</b>			
Offer technical assistance to integrate the government's gender policy into the policies and procedures of the new disaster management agency and the institutions operating under the disaster management framework.	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target institutions</li> <li>• TA for analysis and synthesis of policies and procedures for different institutions</li> <li>• Ongoing monitoring of policies and procedures in disasters</li> <li>• Ongoing revision of policies and procedures based on ongoing monitoring</li> </ul>	USAID, GoI disaster management agency and GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Six months to complete development of policies and procedures for each institution and organization</li> <li>• Ongoing monitoring and revision over two years</li> <li>• Results can be evaluated based upon the handling of future disaster situations</li> </ul>
Provide support for the recruitment, training and retention of a critical mass of women for on-site disaster response teams at all levels (search-and-rescue teams, medical teams, etc.).	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target organizations</li> <li>• TA for development of targets and action plans</li> <li>• Leverage funds to support the positions or their activities</li> </ul>	USAID, UNDP, FEMA, USFS, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Ongoing consultation and support over two year period</li> <li>• Results can be evaluated based upon the handling of future disaster situations</li> </ul>
Provide support for the recruitment, training and retention of a critical mass of women professionals and technicians for agencies involved with the national climate forecasting systems and earthquake-safety initiatives.	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target organizations</li> <li>• TA for development targets and action plans</li> <li>• Leverage funds to support the positions their activities</li> </ul>	USAID, UNDP, NOAA, FEMA, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Ongoing consultation and support over two year period</li> <li>• At least one year to obtain results</li> </ul>

Key Actions	Implementation Means	Key Actors	Timeframe
Encourage the establishment of gender units or gender focal points in key disaster management institutions at the national and state levels, such as the national disaster management agency that is being established.	<ul style="list-style-type: none"> <li>• USAID facilitation of coordination meeting with target organizations</li> <li>• TA for coordination and development of the terms of reference for focal points and/or gender units</li> <li>• TA for developing action plans</li> <li>• Leverage funds to support the positions or units and their activities</li> </ul>	USAID, UNDP, NCW, WHCD, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Six months to establish the positions</li> <li>• At least obtain year to get results</li> </ul>
Encourage the inclusion of a gender focal point on the on-site disaster response teams and among personnel of emergency operations centers.	<ul style="list-style-type: none"> <li>• USAID facilitation of coordination meeting with target organizations</li> <li>• TA for coordination and development of the terms of reference for focal points and/or gender units</li> </ul>	USAID, UNDP, FEMA, USFS	<ul style="list-style-type: none"> <li>• Start up within a month</li> <li>• Six months to establish the positions</li> <li>• At least one year to obtain results</li> </ul>
Support the institutionalization of linkages between women's bureaus and departments, such as the Department of Women and Child Development and the National Commission on Women, and disaster management bureaus and departments	<ul style="list-style-type: none"> <li>• USAID facilitation of coordination meeting with target organizations</li> <li>• TA for coordination and development of the terms of reference for linkage focal points</li> <li>• Leverage funds to support training of women-focused institutions' focal points in disaster management and gender and disaster management</li> </ul>	USAID, UNDP, GoI disaster management institutions, GoI women-focused institutions	<ul style="list-style-type: none"> <li>• Start up within a month</li> <li>• Six months to establish the linkages and focal points</li> <li>• At least one year to obtain results</li> </ul>
<b>Information Collection and Management</b>			
Support the establishment of gender and disaster documentation centers for data collection and dissemination at the central and state levels.	<ul style="list-style-type: none"> <li>• Consultations with GoI to develop scopes of work (SOWs) for centers</li> <li>• TA to develop action plans</li> <li>• Support staffing and equipping of centers at central and state levels</li> <li>• Support research and documentation activities</li> <li>• Leverage funds to support the centers, positions in them, and their activities</li> </ul>	USAID, UNDP, NIDM, GoI national and state disaster management and training institutions	<ul style="list-style-type: none"> <li>• Start up in six months</li> <li>• One year to have centers staffed, equipped, and operating</li> <li>• Two years to show results of research and documentation activities</li> </ul>

Key Actions	Implementation Means	Key Actors	Timeframe
Support development of gender and disaster management analytical tools and implementation guidelines for use by GoI disaster management organizations and implementing partners, including on-site disaster response teams and emergency operations centers.	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target institutions</li> <li>• TA for analysis and synthesis of analytical tools and implementation guidelines for different institutions</li> <li>• Ongoing monitoring of tools and guidelines in disasters</li> <li>• Ongoing revision of tools and guidelines based on ongoing monitoring</li> </ul>	USAID, UNDP, NIDM, GoI national and state disaster management and training institutions, implementing partners	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Six months to complete development of tools and guidelines for each institution and organization</li> <li>• Ongoing monitoring and revision over two years</li> <li>• Results over one to two years</li> </ul>
Support the development of tools and techniques for monitoring and evaluating gender mainstreaming in disaster management to ensure that gender components are actually implemented.	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target institutions</li> <li>• TA for analysis and synthesis of monitoring and evaluation tools and techniques for different institutions</li> </ul>	USAID, UNDP, NIDM, GoI national and state disaster management and training institutions, implementing partners	<ul style="list-style-type: none"> <li>• Start up within six months</li> <li>• Six months to complete development of tools and guidelines for each institution and organization</li> <li>• Ongoing monitoring and revision over two years</li> <li>• Results over one to two years</li> </ul>
Offer to provide technical assistance to incorporate the collection of relevant sex-disaggregated data in the standard operating procedures of the Incident Command System and emergency operations centers	<ul style="list-style-type: none"> <li>• TA to work directly with USG and GoI institutions developing Incident Command System and emergency operations centers</li> </ul>	USAID, UNDP, FEMA, USFS, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start in one month</li> <li>• Six months to establish mechanisms for collection of sex-disaggregated data</li> </ul>
Support data collection and studies of the differential impacts of disasters on women and men.	<ul style="list-style-type: none"> <li>• TA to support documentation centers with research</li> <li>• Support conferences to disseminate findings</li> <li>• Publish and distribute documentation</li> <li>• Leverage funds to support research activities</li> </ul>	USAID, UNDP, NIDM, GoI national and state disaster management and training institutions, implementing partners	<ul style="list-style-type: none"> <li>• Start in six months</li> <li>• Results over one to two years</li> </ul>

Key Actions	Implementation Means	Key Actors	Timeframe
Support applied research to identify the short-term needs and long-term interests of women compared with men in disaster-prone areas and develop strategies to address them.	<ul style="list-style-type: none"> <li>• TA to support documentation centers with research</li> <li>• Support conferences to disseminate findings</li> <li>• Publish and distribute documentation</li> <li>• Leverage funds to support research activities</li> </ul>	USAID, UNDP, NIDM, GoI national and state disaster management and training institutions, implementing partners	<ul style="list-style-type: none"> <li>• Start in six months</li> <li>• Results over one to two years</li> </ul>
Support action research to develop and disseminate lessons learned and best practices in mainstreaming gender in disaster management in different types of disasters and contexts.	<ul style="list-style-type: none"> <li>• TA to support documentation centers with research</li> <li>• Support conferences to disseminate findings</li> <li>• Publish and distribute documentation</li> <li>• Leverage funds to support research activities</li> </ul>	USAID, UNDP, NIDM, GoI national and state disaster management and training institutions, implementing partners	<ul style="list-style-type: none"> <li>• Start in six months</li> <li>• Results over one to two years</li> </ul>
<b>Training and Capacity Building</b>			
Mainstream gender in disaster management training across the board—GoI disaster management institutions, security forces, implementing partners, and other organizations involved in disaster management.	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target institutions</li> <li>• TA to support mainstreaming of training curricula and materials</li> </ul>	USAID, UNDP, FEMA, USFS, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Ongoing consultation and support over two year period</li> <li>• At least one year to obtain results</li> </ul>
Mainstream gender in Indian Administrative Service and state administrative training institutes' disaster management training curricula (existing and/or as they are being designed).	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target institutions</li> <li>• TA to support development of training curricula and materials</li> </ul>	USAID, UNDP, FEMA, USFS, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up in one month</li> <li>• Training curricula and materials ready in six months</li> <li>• Completed training and results in one year</li> </ul>
Build on existing gender expertise through cross-training on disaster management for gender specialists, particularly those working in specific sectors, such as agriculture, health, water and sanitation, and other sectors pertinent to disaster management.	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target institutions</li> <li>• TA to support development of training curricula and materials</li> </ul>	USAID, UNDP, GoI disaster management institutions	<ul style="list-style-type: none"> <li>• Start up in one month</li> <li>• Training curricula and materials ready in six months</li> <li>• Completed training and results in one year</li> </ul>

Key Actions	Implementation Means	Key Actors	Timeframe
<p>Provide training for USAID strategic-objective teams in mainstreaming disaster management in development, and mainstreaming gender in disaster management. Such training may be accomplished by including a module on gender and disaster in broader gender training or in regular disaster management training.</p>	<ul style="list-style-type: none"> <li>• USAID DM and gender staff to develop training curricula and materials</li> <li>• USAID DM and gender staff to conduct series of trainings for SO teams.</li> </ul>	<p>USAID</p>	<ul style="list-style-type: none"> <li>• Start up in one month</li> <li>• Training of SO teams completed in six months</li> <li>• Results in six months</li> </ul>
<p>Encourage the selection of women engineers, scientists, and technicians to receive training in the use of new disaster management technologies and in Search and Rescue (SAR)</p>	<ul style="list-style-type: none"> <li>• USAID facilitation of consultation workshop with target organizations</li> <li>• TA for development targets and action plans</li> </ul>	<p>USAID, UNDP, FEMA, USFS, NOAA, GoI disaster management institutions</p>	<ul style="list-style-type: none"> <li>• Start up within one month</li> <li>• Ongoing consultation and support over two year period</li> <li>• At least one year to achieve results</li> </ul>

## ANNEX A

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### Scope of Work

#### **Mainstreaming Gender in Disaster Management Support Project Social Scientist (Mid-Level)**

##### **I. Background**

*“Disasters work like the magnifying glass of a society. They magnify what is good and what needs sincere help. Disasters do not affect everyone equally. What you are and what you do, determines your fate. The strong and the weak stand out. This is true for the gender issues as much as for other issues.”*

—Kiran S. Gupta, civil servant in Sriganganagar, Rajasthan

People’s vulnerability to disasters is a function of their social situation as well as the physical environment. Lack of resources increases vulnerability. Culture, class, age, gender, education, economic, and health status all influence a person’s ability to cope with disaster and thus affect her/his capacity to respond. Gender relations also shape and differentiate the disaster related vulnerabilities and capacities of women and men.

Examining disaster through a gender lens reveals significant differences in the ways women and men respond to hazards and unexpected catastrophic events as well as the survival challenges after disasters. In India and elsewhere, women and girls face violence in the aftermath of disasters. When households lose livelihoods, many young girls and women become easy prey for traffickers.

Natural disasters may force women and men to take on new roles and responsibilities to ensure survival of their families. There is little knowledge of why, how, and how extensively gender relations change during and following disasters. Often, disasters are times of opportunity for women, who can and do emerge as agents for social change in their efforts to meet basic family needs. The challenge lies in supporting women, helping them to keep the positive roles they gained, and ensuring that changes within the community are sustained over time.

**USAID/India Disaster Management Support (DMS) program.** The mission’s DMS program works with government agencies and donors to build capacity for long-term disaster mitigation. Effective disaster management promotes a process whereby citizens and government cooperate through participation of all affected residents and organizations in community-based development.

The DMS program understands that gender and social relations within the household and the community affect people’s resilience and vulnerability to disasters. DMS will ensure that appropriate tools and analyses will be used to promote gender equity in design, implementation, and evaluation of the DMS interventions. The program will promote, information-based planning, practical action, and results that are gender sensitive, development-driven, and mitigation-oriented.

Many of the official channels related to disaster management are male dominated. Few women are represented in the emergency organizations primarily because few women are trained in disaster management. Many of the organizations do not understand the relationship between gender and disaster mitigation and management. The DMS program will ensure that training and capacity-building activities incorporate an understanding of the different roles and needs of both women and men in disasters and emergencies at the local, state, and national levels. The programs will strive for gender equity and equal participation of women officers in the mission and in its organizational and implementing partners.

**The Chemonics DMS gender assessment team.** Chemonics International and its subcontractor the Centre for Development and Population Activities (CEDPA) will provide technical assistance in support of USAID/India's gender integration and mainstreaming efforts in DMS. CEDPA has a regional office in Delhi that will serve as a base for implementation of this and other activities under the New and Expanded Opportunities for Vulnerable Groups in India task order. This allows for direct access to CEDPA's expertise, networks, partners, training facilities, and other resources. The project director, a gender specialist with years of experience in project management, is a member of the CEDPA/Delhi staff. The senior social science analyst will provide overall leadership for conducting analyses and providing practical recommendations for mainstreaming gender in the DMS program. A local consultant will assist with data collection and compilation. The social science analyst will be backstopped by CEDPA in Washington and by logistical support from CEDPA/India. She will report to the CEDPA/India project director. Chemonics International, as the prime contractor, will be responsible for the quality of the final product submitted to USAID/India.

## II. Required Tasks

**Conduct background analyses.** Analyses will inform recommendations for gender mainstreaming in the DMS program. This will be based mainly on literature review, interviews and focus-group discussions with key informants and stakeholders. With assistance from a local consultant, the analysis will involve extensive interaction with the United Nations Development Programme and government agencies at the central and state levels. It will also include visits to Uttranchal and Orissa.

Issues to be addressed in the background analyses are:

- The current level of involvement of women and men in disaster mitigation and relief programs
- Why and how extensively gender relations change during and after extreme events, and how the changes can be sustained over time
- Coping strategies of different vulnerable groups, including different experiences of local-level risk management, demographic and sex-disaggregated socioeconomic data on disaster occurrence
- Impact of natural disaster on the employment of women and men in the formal and informal sectors
- The impact of disaster on violence against women and girls, including trafficking

**Design strategies and an operational framework for mainstreaming gender in DMS.** We will develop strategies to promote understanding of the relationship between gender and disaster



mitigation and management among stakeholders by reviewing existing and planned DMS strategies for gender integration and mainstreaming. We will make recommendations and draft action plans for integrating and mainstreaming gender in DMS and suggest tools, methods, and processes for improved data collection, monitoring, and reporting on gender mainstreaming in the DMS program.

**Identify best practices and tools.** We will compile electronic resources (training materials, assessment tools, guidelines, and evaluation tools) related to mainstreaming gender in disaster management to be tailored or adapted for USAID/DMS in India. We will document best practices vis-à-vis tools, methodologies, and experiences for factoring gender analysis into local-level disaster management in India.

### III. Deliverables

The final report on the integration of gender into USAID/India's Disaster Management Support program which will include:

- Strategies and operational framework to mainstream gender within each component of the DMS program
- Strategies for promoting understanding among stakeholders of the relationship between gender and disaster mitigation and management
- Tools, methods, and processes for improved data collection and reporting
- Recommendations for follow-up analyses

The first draft will be due on or about January 5, 2004; the second, on or about January 30, 2004. The report will incorporate analyses prepared by one or more local consultants in collaboration with the senior social science analyst.

### IV. Timing and Level of Effort

The field visit is tentatively scheduled to begin November 12-November 30, 2003. The estimated level of effort for the senior social scientist is 18 to 24 days. We anticipate that a local consultant will be hired to assist in data collection and compilation under the guidance of the senior social science analyst for an estimated 5 to 15 days.

### V. Location

The social science analyst will be housed in the CEDPA/Delhi office while in India on short-term assignment and in CEDPA headquarters in Washington, D.C., when working on final deliverables.

### VI. Qualifications

The senior social science analyst will have an M.A. or equivalent in one of the social sciences or related fields, a minimum of eight years of international development experience and at least five years of experience in the design of programs and projects dealing with gender and disaster management. Strong expertise in training and technical assistance in the integration of gender issues into USAID programs and projects is required.

## **ANNEX B**

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### Persons Contacted

#### **New Delhi**

Nina Minka  
Senior Humanitarian Assistance Advisor  
Office of Social Development  
USAID/India

Nick Bridger  
Technical Assistant, South Asia Office  
ECHO

Mithali Sen Gavai, IAS  
Director, Emergency Prevention and Mitigation  
National Disaster Management Authority  
Ministry of Home Affairs

Dr. Rajan Gengaje  
Professor and Head, Centre for Disaster Management  
Yeshwantrao Chavan Academy of Development Administration

Saroj Kumar JHA, IAS  
Assistant Resident Representative  
Vulnerability Reduction and Sustainable Environment  
United Nations Development Programme

P. V. Krishnan  
Coordinator  
SPHERE India  
Oxfam India Trust

Santosh Kumar, Ph.D.  
Professor, Policy Planning and Community Issues  
National Institute of Disaster Management

Vinod Menon  
Emergency Program Head  
UNICEF/India

M. Madhavan Nambiar  
Executive Director  
National Institute for Disaster Management

N. M. Prusty  
Director, Emergency and Rehabilitation  
CARE India

Cherian K. Mathews  
Deputy Country Representative  
Oxfam India Trust

Anshu Sharma  
SEEDS

Deanne Shulman  
Emergency Management Specialist  
USDA Forest Service, International Programs

**Participants in Stakeholders Meeting, New Delhi, January 14, 2004:**

Abrar A. Khan, CEDPA  
Amar Vaid, CARE  
Anshu Sharma, SEEDS  
Cathriona McCauley, Handicap International  
Deanne Shulman, U.S. Department of Agriculture, Forest Service  
Didier Trebuca, UNDP  
Madhumita, CARE  
Mohammed Babiker, Indian Red Cross Society  
N.M. Prusty  
Nandita Baruah, UNIFEM  
Pankaj Mishra, Indian Red Cross Society  
R.N. Yadav, SoS CVI  
Rajeev Issar, UNDP  
Soumitro Ghosh CRS  
Vinod Menon UNICEF  
Nina Minka USAID  
John Smith-Sreen, USAID  
Mamta Kohli, USAID  
Balaji Singh, USAID

**Rajasthan**

Rajeev Tewari  
State Representative  
Catholic Relief Services

Debarati Datta  
Program Executive  
Catholic Relief Services

Dr. Snigdha Chakraborty  
Disaster Management Coordinator  
Catholic Relief Services

Father John Carvallo  
Roman Catholic Diocesan Social Service Centre  
Muhami, Ajmer

Om Prakash  
Gramin Nav Yuvak Mandal  
Laporiya, Ajmer

Village Focus Groups in Rajasthan: Women's Self-Help Group—Mahatgaon, Ajmer, Rajasthan  
Women's Self-Help Group and Elders—Muhami, Ajmer, Rajasthan

## **Orissa**

Dr. Sanjoy K. Bandyopadhyay  
Officer-in-Charge  
UNDP/Orissa

Hari Kumar  
Program Coordinator  
Urban Earthquake Vulnerability Reduction  
UNDP

Kalika Mohapatra  
Senior Programme Associate  
Vulnerability Reduction and Sustainable Environment  
UNDP/Orissa

Dr. Deepa T. M.  
Programme Associate  
UNDP/Orissa

N. Sanyal, IAS  
Managing Director  
Orissa State Disaster Mitigation Authority

Col. Sudhakar Satpathy  
State Project Coordinator  
Disaster Risk Management  
UNDP/Orissa

Dr. Reuben Samuel  
WHO Liaison for Orissa  
UNDP Health and ICT Coordinator

Prafulla Mishra  
Programme Officer  
Oxfam India Trust

Mamta Sahu  
Catholic Relief Services, Bhubaneshwar

Mili Mishra  
Catholic Relief Services, Bhubaneshwar

Rajnikanta Dey  
District Collector  
Jaipur District, Orissa

Amiyakuman Mohanty  
Emergency Officer  
Jaipur District, Orissa

Focus Group: Local NGOs, Orissa

Sudhir Updhayay, CULP, Jaipur  
Sanjay Sahu, REEDS, Balasore  
Madhusmit Pati, Nature's Club, Kendrapara  
Pradeep Kuman Dash, SPEED, Balasore  
Subash Chandra Mahanty, ASRA, Balasore  
Anil Kumar Pradhan, Gramin Unnati, Balasore  
Samir Ranjan Das, AWARD, Jagatsinghpur  
Trilochan Giri, LIFE-V.O, Balasore  
Sukanr Chhotaray, Bhairabi Club, Khurda  
Sanatana Mohanty, Vishwa Jeevan Seva Sangh, Khurda  
NIRMATA, Ganjam  
CASD, Jagatsinghpur  
Abani Ray, CSRD, Cuttack  
Orissa Institute of Medical Research and Health Science, Cuttack  
OMRAH, Cuttack  
Biswambar Sahoo, Netaji Jubak Sangh, Bhadrak

Dharmasal Block Focus Group in Orissa

BDO, Dharmasal Block, Jaipur  
Panchayat Samitis, Dharmasal Block  
NGOs working in Dharmasal Block

Ketrapal Village Focus Group in Orissa

Task Force members and *panchayat* representatives

### **Washington, D.C.**

Janet Kennedy  
Program Specialist  
Federal Emergency Management Agency

## ANNEX C

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### References

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Oxfam. "Practices and Challenges: Disaster Management in Orissa." Oxfam GB workshop proceedings. Bhubaneswar, India, April 2002.

Schwoebel, Mary Hope. "Unsung Heroines: Women and Natural Disasters." *Gender Matters Information Bulletin*, No. 8, 2000 (January), U.S. Agency for International Development.

United Nations Development Programme. "Reducing Disaster Risk: A Challenge for Development."

## ANNEX D

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### Tools for Mainstreaming Gender in Disaster

This section includes tools and resources related to mainstreaming gender in disaster management that are relevant to India.

**Tool 1, Gender Diagnosis and Action**, provides an example of a framework that lists the goals, needs, and issues involved in different phases of disaster management.

**Tool 2, Gender Analysis and Assessment**, includes critical questions to be included in a disaster management gender analysis.

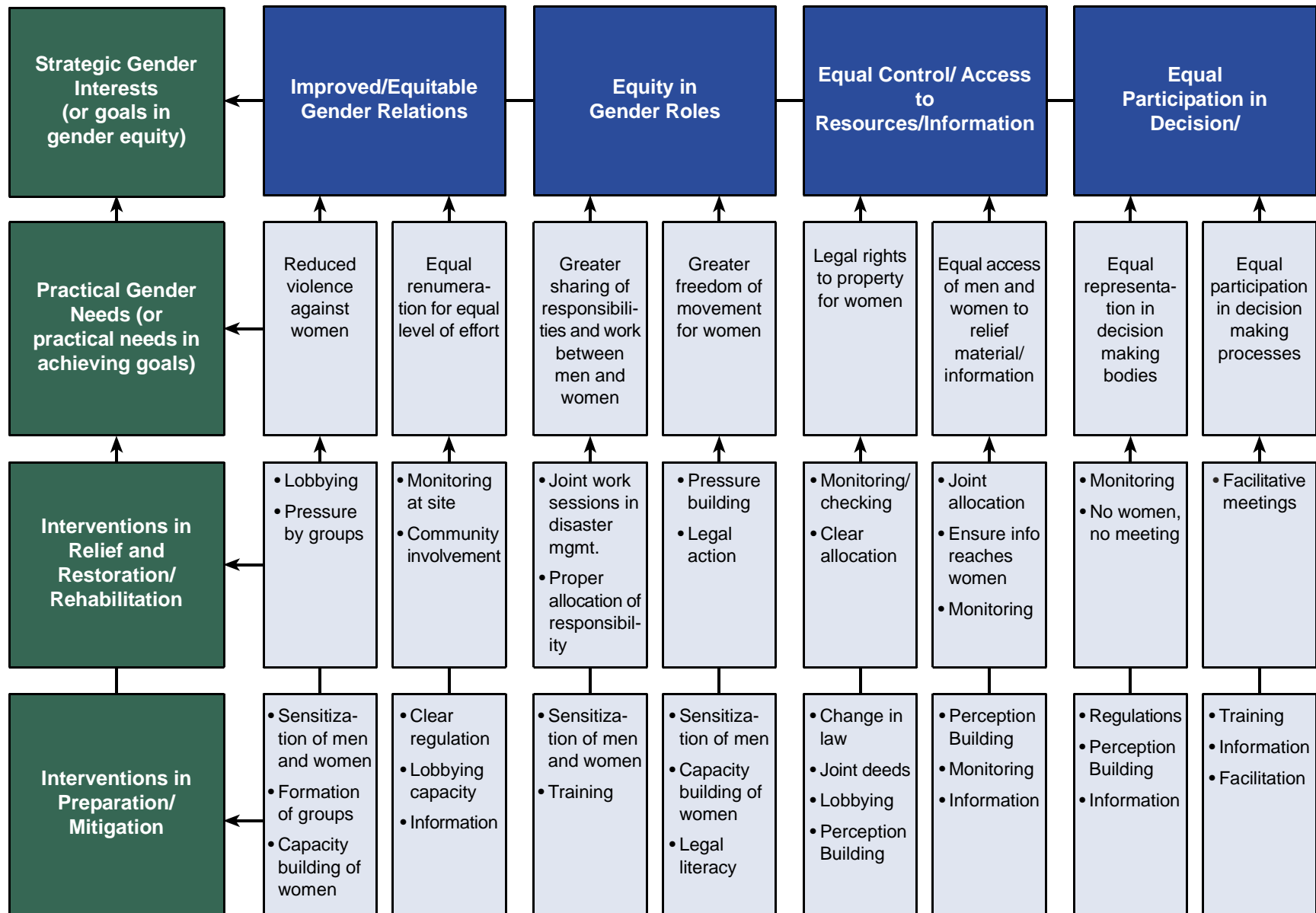
**Tool 3, Monitoring and Evaluation**, provides a list of possible indicators for mainstreaming gender in disaster management and key questions for choosing indicators that could be adapted for disaster management.

**Tool 4, Participatory Action Research**, lists steps for conducting research on village preparedness.

**Tool 5, Range of Techniques in Participatory Methodologies**, is a table that contains the principal tools for participatory rural appraisals (PRAs), beneficiary assessments (BAs) and self-esteem, associative strength, resourcefulness, action planning and responsibility.

**Gender and Disaster Resources** is a list of multimedia resources on disaster and gender broken into different types of disasters and media types.

### Tool 1. Gender Diagnosis and Action





## **Tool 2. Gender Analysis and Assessment**

*(adapted from Geeta Menon WB tool kit)*

### **Basic demographics, facilities and assets**

- Gender disaggregated information on number of men, women, girls, and boys among the population affected. How many are married, unmarried, widowed, separated?
- Prevalent household type: nuclear, joint.
- Coverage of assets owned and maintained by men and women: movable and immovable, including livestock.
- Coverage of type and structure of house, easy exit facilities in the house. Safe zones.
- What are the safe areas/locations/structures easily accessible to women and men of vulnerable communities?
- Location of different sections of the house, availability of facilities for daily ablutions for men and women.
- Availability of drinking water, electricity, road connection, and other facilities.
- Means of transport.
- Distance to market, mode of transport of women and men.

### **Sources of survival and indulgences**

- Main sources of survival, including food, fuel, fodder, water, medicines. What are the roles of men and women, boys and girls in these. Where do these come from? How far are the sources of these situated?
- Is food available throughout the year? What are the difficult months for different groups?
- Income earned by men and women, boys and girls.
- Prevalence of migration, who migrates, for what, for how much time, how much is earned by men and women, boys and girls, remittance pattern.
- What items are marketable and who produces them. What are the roles of men and women in these?
- Trends in alcoholism and gambling. What are the sources of these?

### **Skills and capacities**

- Existing skills of men and women within the household in agriculture, labor, petty trade, other areas of work.
- Education levels of men, women, boys, and girls. Trends in dropping out from school. Who drops out? At what age and for what reasons?
- Information on existing formal employment among men and women.

### **Income and expenditure**

- Who earns how much?
- Expenditure pattern: what are the main items on which money is spent?
- Who controls (decides) household finances? Who controls expenditure outside the house?

- Whose earning goes towards what? – household expenses, education, others.
- Pattern of indebtedness: if it is common to take loans, what are the main reasons, from whom are loans normally taken by women and men, what are the modes of repayment?
- Trends in alcoholism and gambling. Whose incomes goes towards this?

### **Patterns of inheritance and other entitlements**

- Inheritance pattern: entitlements of sons and daughters.
- Prevalence of dowry, brideprice, and other forms of marriage entitlements.
- Prevalent age at marriage of girls and boys.
- Marriage pattern and entitlement under special arrangements such as Ghar Jamai.

### **Incidence of discrimination and violence**

- Incidence of physical violence related to alcoholism and habitual violence
- Food distribution within household: is there a preference shown to men, women, boys and girls in any item?
- Incidence of abandonment, divorce, and other forms of harassment of women.

### **Social support systems**

- Where does the main social support for women come from?

### **Work pattern and leisure time**

- How many days and hours do women, men, boys, and girls work in different seasons?
- What are the leisure hours and days for men, women, boys, and girls?

### **Vulnerabilities**

- What pockets/areas in the village are most vulnerable to disasters?
- Which households are most vulnerable? Why? Within these households, who is most vulnerable? How?
- What are the basic instincts and first steps taken by men, women, and children when disaster strikes?
- What are the immediate factors impeding safety?

### **Information and sharing**

- Who receives first information of approaching disaster within the village? How is it shared/spread? Does it reach vulnerable households, men and women? When?
- What are the existing mechanisms for early warning? How is it ensured that information reaches women and men?

## Capacities

- What are the existing capacities in rescue and relief work among men and women?  
Do these capacities exist among the vulnerable groups?

## Decision making

- What are the decisions taken by men and women on the course of action when disaster strikes?

## Tool 3. Monitoring and Evaluation Indicators

The following tool lists possible monitoring indicators in one important gender mainstreaming goal in DMS, i.e., increased awareness of gender issues. The indicators are not exhaustive and will have to be adapted to suit the situation and the level at which the monitoring is conducted.

### Monitoring focal points:

- Level of awareness among DM practitioners and village communities of how gender affects men and women in a disaster situation at different levels.
- Methods for sharing/enhancing this knowledge and information on a regular basis.
- Extent to which gender disaggregated data and information are readily available.

### Impact indicators:

- Number of DM practitioners (men and women) at different levels aware of how gender operates in disaster situations.
- Number of community members aware of gender issues at work
- The level of awareness of both above.
- Gender issues discussed at community level – village, panchayats.
- Gender issues that are discussed and integration strategies worked out at regular intervals – meetings, reviews, and workshops within and across institutions.
- Number of networks on gender in DM at different levels.
- Number of institutions working on gender that are part of these networks.
- Gender issues discussed/shared/projected on DM networks.
- Number and type of research work on gender issues in DM.
- Quality of such research work – issues picked up, level of analyses.
- Number of institutions that have gender-based information available at each level.
- Type and quality of information.
- Type and quality of gender training materials designed and used.
- Number of resource persons on gender in key institutions.
- Their level of awareness.
- Number of persons using gender resource materials in key institutions
- Quality of such material.

### **Process indicators:**

- Number of gender-integrated trainings at each level, different types of bodies.
- Gender in training needs assessments.
- Trainer awareness on gender at all levels.
- Tools and resources used in trainings.
- Methods and sources used in designing materials and resources.
- Time allocated to gender in trainings.
- Training evaluations.
- Gender policies.
- Methods used for gender integration in work – key institutions.
- Number of meetings and reviews on gender integration in key institutions.
- Gender in performance evaluations (of staff, programs).
- Gender in agenda at meetings and workshops at different levels.
- Time allocated to discussion of gender issues at such events.
- Processes and methods of preparing minutes and reports of such events.
- Use of conclusions and discussions that emerge.
- Methods used in gender integration in DM networks.
- Methods of involving representatives in networks.
- Methods of dissemination of information.
- Methods of designing information centers.
- Access to such centers for users (user-friendliness).
- Methods used in gender research.

The “Guide to Gender-Sensitive Indicators” (CIDA 1995) explains why gender-sensitive indicators are useful tools for measuring the results of development initiatives. It concentrates on projects with an end-user focus and shows how gender-sensitive indicators can and should be used in both gender integrated and WID-specific projects, and in combination with other evaluation techniques. It also introduces basic concepts and reviews the techniques for choosing and using indicators at the project level. Key questions addressed are:

- What are gender-sensitive indicators?
- Why should they be used?
- What are the types of such indicators?
- What are their limitations?
- How can they be used at the branch and region/country levels and in particular in projects with an end-user focus?

### **Tool 4. Participatory Action Research**

The following could be the attempted approach in participatory action research for village preparedness:

1. Select a village vulnerable to disasters to study
2. Conduct participatory resource mapping
3. Analyze along with a group of women (mixed) what the village would ideally look like if it were to be risk-free in terms of disasters: what would be situated where, who would



## **Existing Guidelines Relating to Gender and Disaster**

Clifton, D. et al. "The Sphere Project: Humanitarian Charter and Minimum Standards In Disaster Response--A Gender Review." 1999.

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*South Asian Women: Facing Disaster, Securing Life*. Profiles women in Bangladesh, Nepal, Pakistan, and Sri Lanka responding to armed conflict, displacement, epidemics, and natural disaster. Produced by Duryog Nivaran, an alternative disaster and development agency in Sri Lanka with a strong gender focus, and available for purchase through their website:

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## ANNEX E

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### Glossary<sup>1</sup>

**Disaster** -- damaging events due to the actualization of pre-existing risk conditions. A serious disruption of the functioning of society caused by natural, social, or technological hazards. Consequent widespread human, material, or environmental losses exceed the ability of the affected society to cope using only its own resources.

**Gender** -- the economic, social, political, and cultural attributes and opportunities associated with being male and female.<sup>2</sup>

**Preparedness** -- educational, organizational, planning, and logistical activities developed in the context of existing risk scenarios that attempt to reduce possible loss during and after the onset of a damaging event. These activities aim to prevent the appearance of secondary or derived risk variables (e.g., malnutrition, lack of potable water, violence).

**Prevention and mitigation** -- activities that attempt to eliminate or reduce primary risk variables in a society whether they are of the hazard or vulnerability type.

**Risk** -- the probability of an expected level of loss (of lives, persons injured, damage, and economic activity disrupted) due to the effects of a hazard for a given area and reference period.

**Risk reduction** -- the sum of activities leading to positive changes in the levels of risk in society and environment prior to a damaging, hazardous event.

**Vulnerability** -- a combination of existing factors that determine or predispose the degree of loss to which someone's life and livelihood are exposed by a discrete and identifiable event in nature or society.

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<sup>1</sup> The definitions related to disaster are taken from Graham, Angus. "Gender Mainstreaming Guidelines for Disaster Management." Prepared for the UN/DAW/ISDR expert Group Meeting on "Environmental Management and the Mitigation of Natural Disasters: a Gender Perspective." 2001.

<sup>2</sup> *OECD/DAC Guidelines for Gender Equality and Women's Empowerment in Development Cooperation*, 1998.

## ANNEX F

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### Acronyms

CRS	Catholic Relief Services
DMS	Disaster management support
ECHO	European Union's Humanitarian Aid Office
FEMA	U.S. Federal Emergency Management Agency
GoI	Government of India
HPC	High-Powered Committee on Disaster Management
IAS	Indian Administrative Service
LBSNAA	Lal Bahadur Shastri National Academy of Administration
MHA	Ministry of Home Affairs
NCW	National Commission for Women
NGO	Nongovernmental organization
NIDM	National Institute of Disaster Management (India)
NOAA	U.S. National Oceanic and Atmospheric Administration
OFDA	Office of Foreign Disaster Assistance
SAR	Search and Rescue
SCF	Save the Children Fund
SHG	Self-help group
TA	Technical assistance
UNDP	United Nations Development Programme
USAID	U.S. Agency for International Development
USFS	U.S. Forest Service
USGS	U.S. Geological Survey