

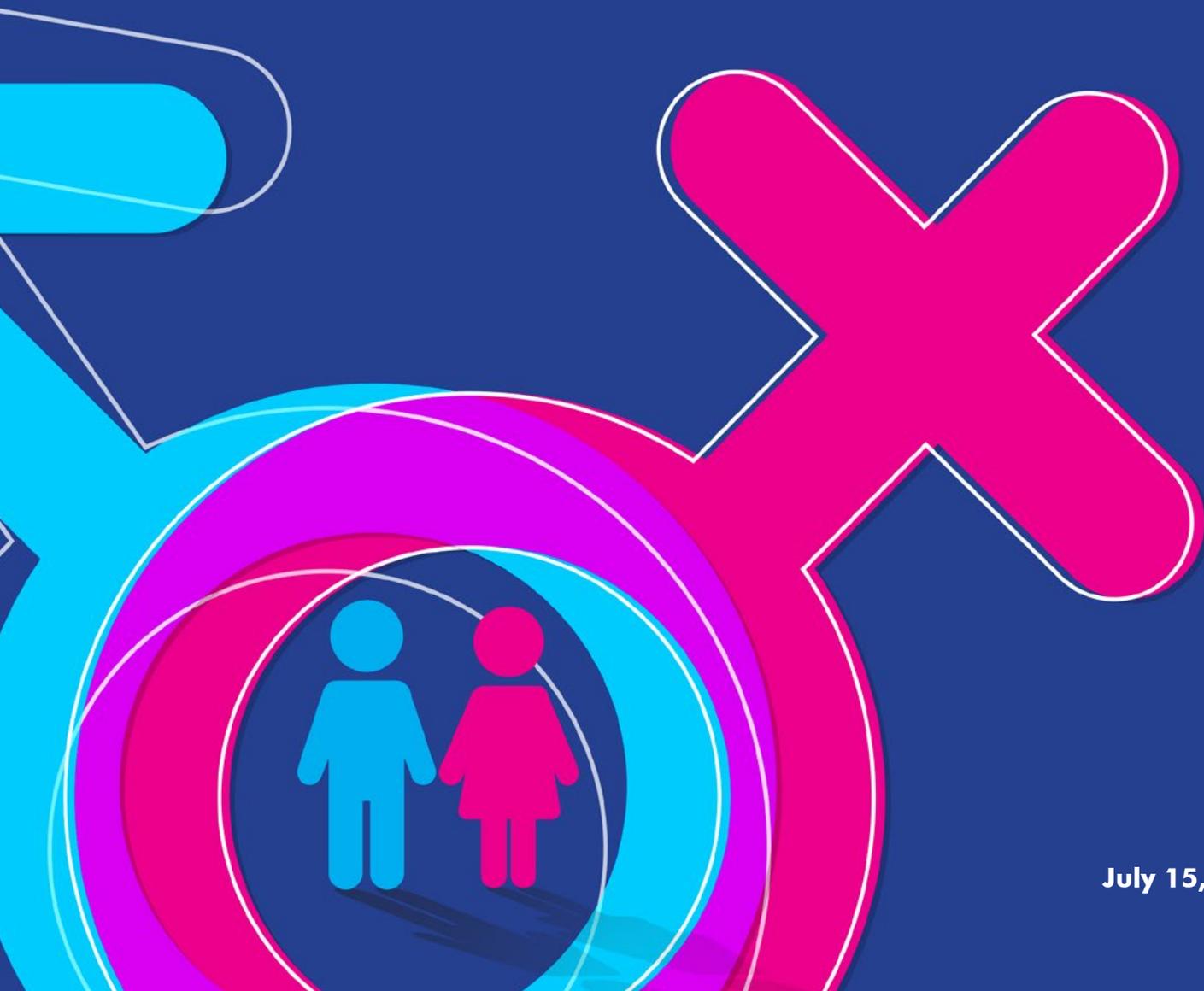


# GENDER MAINSTREAMING for Natural Disaster Risks and Climate Change

A Guide for Shelter and Deputy Shelter Managers

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**Gender Mainstreaming for Natural Disaster Risks and Climate Change**

A Guide for Shelter and Deputy Shelter Managers



## ABOUT THE TRAINING GUIDE

This training guide was developed as part of a webinar series focused on gender, vulnerable groups, climate change and natural disaster management. The webinar series formed part of a programme of activities under the Community Disaster Risk Reduction Fund (CDRRF) a multi-donor trust fund, which is managed by the Caribbean Development Bank (CDB). The purpose of CDRRF is to finance, through the provision of grant funding, Disaster Risk Reduction (DRR) and/or Climate Change Adaptation (CCA) initiatives at the community level across CDB Borrowing Member Countries. The overall objective of the webinar series was to build the capacity of shelter managers and deputy shelter managers to address the specific gender related issues faced by vulnerable groups in times of disasters and from climate change impacts.

The training guide, which was designed as part of the learning resources for the webinar, was prepared by Dr. Natasha Mortley<sup>1</sup> (Gender and Development Consultant) with assistance from Ms. Stacy-Ann Gavin<sup>2</sup>. The guide was edited by Mrs. Indi Mclymont-Lafayette. It was intended for the training of participants comprised of emergency shelter management teams from Belize, the British Virgin Islands, Jamaica and St. Vincent and the Grenadines and focuses on gender dynamics and mainstreaming gender in a changing climate and natural disaster setting. Upon completion of the training series, the manual was updated to take into account feedback from participants. It thus represents a useful guide for broader dissemination and future training sessions by CDB.

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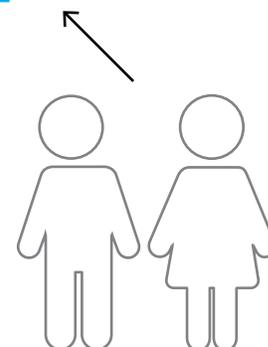
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## ACRONYMS

<b>AIDS</b>	Acquired Immunodeficiency Syndrome
<b>CARICOM</b>	Caribbean Community and Common Market
<b>CCA</b>	Climate Change Adaptation
<b>CDB</b>	Caribbean Development Bank
<b>CDRRF</b>	Community Disaster Risk Reduction Fund
<b>DFATD</b>	Department of Foreign Affairs, Trade and Development
<b>DRR</b>	Disaster Risk Reduction
<b>EU</b>	European Union
<b>GHGs</b>	Green House Gases
<b>HIV</b>	Human Immunodeficiency Virus
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>OECS</b>	Organisation of Eastern Caribbean States
<b>SDGs</b>	Sustainable Development Goals
<b>SIDS</b>	Small Island Developing States
<b>SLR</b>	Sea Level Rise
<b>UN</b>	United Nations
<b>UNISDR</b>	United Nations Office for Disaster Risk Reduction
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change



## KEY CONCEPTS

### Adaptation

Adjustments to natural or human systems in response to actual or expected climatic stimuli or impacts to climate change that moderates harm or exploits beneficial opportunities (UNFCCC, 1992).

### Climate Change

A change in the state of the climate that can be identified by changes in the mean and /or the variability of its properties and that persists for an extended period typically decades or longer. Climate change may be due to natural internal processes or external forcings or to persistent anthropogenic (man-made) changes in the composition of the atmosphere or in land use (IPCC, 2014).

The United Nations Framework Convention on Climate Change (UNFCCC) defines climate change as “a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods”.

*Comment: For disaster risk reduction purposes, either of these definitions may be suitable, depending on the particular context. The UNFCCC definition is the more restricted one as it excludes climate changes attributable to natural causes. The IPCC definition can be paraphrased for popular communications as “A change in the climate that persists for decades or longer, arising from either natural causes or human activity.”*

### Disability

The Jamaica Disabilities Act (2014) defines a person with a disability (PWD) as one who has a long-term physical, mental, intellectual or sensory impairment which hinders his/her full and effective participation on an equal basis with other persons.

### Disaster

Severe alterations in the normal functioning of a community or a society due to hazardous physical events interacting with vulnerable social conditions, leading to widespread adverse human, material, economic or environmental effects that require immediate emergency response to satisfy critical human needs and that may require external support for recovery (IPCC, 2014).

*NOTE: When a natural hazard event actually occurs and has harmful effects on human beings we call it natural disaster*

### Disaster Risk Reduction

The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (UNISDR, 2009).

### Gender

The range of ‘socially constructed’ roles, behaviours, attributes, aptitudes and relative power associated with being female or male in a given society at a particular point in time. ‘Socially constructed’, means that these are not ‘given’ or ‘natural’ but are constructed by society. As such, they can also be modified or changed (Brody et al, 2009).

The complex systems of personal and social relations through which women and men are socially created and maintained and through which they gain access to, or are allocated, status, power and material resources within society, (Eudine Barriteau, 1994).

### Gender Analysis

A critical examination of how differences in gender roles, activities, needs, opportunities and rights/

entitlements affect men, women, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other (UNICEF, 2017).

#### Gender and Climate Change

Climate change is an environmental issue with complex impacts that affects the environmental and social aspects of life. Gender and climate change together is important to highlight the differences of groups, their roles, responsibilities, and their ability to mitigate and their capacity to cope with climate change, (Gavin, 2017). In analyzing gender and climate change the following are also assessed:

- Different groups and how they contribute differently to climate change.
- How mitigation and adaptation can affect the roles people play before, during and after a disaster
- Identifying skills, knowledge and resources of different social groups

#### Gender Equality

Refers to both men and women having the same opportunity to develop their personal abilities and make choices without the limitations of social barriers such as stereotypes, gender roles, or prejudices. It does not mean that men and women have to become the same, but that their rights, responsibilities and opportunities should not depend on whether they are born male or female (Enarson, 2009).

#### Gender Equity

The fairness of treatment and opportunities for women and men according to their respective needs. This may include equal treatment, or treatment that is different but considered equivalent (Enarson, 2009).

#### Gender Mainstreaming

Gender Mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects (UNWomen, 2020).

#### Risk

The potential for consequences where something of value is at stake and where the outcome is uncertain, recognizing the diversity of values. Risk is often represented as probability or likelihood of occurrence of hazardous events or trends multiplied by the impacts if these events or trends occur (IPCC, 2014).

#### Disaster Risk Management

The application of disaster risk reduction policies and strategies, to prevent new disaster risks, reduce existing disaster risks, and manage residual risks, contributing to the strengthening of resilience and reduction of losses.

#### Sex

Sex is the biological characteristics that define humans as either male or female. These biological characteristics are not always mutually exclusive, as there are some individuals who possess both male and female characteristics (Enarson, 2009).

#### Sex Disaggregated Data

Data that is cross-classified by sex, presenting information separately for men and women, boys and girls. When data is not disaggregated by sex, it is more difficult to identify real and potential inequalities (UNICEF, 2017).

**Shelter**

A shelter is defined as a habitable covered living space providing a secure and healthy living environment with privacy and dignity (UNHCR, 2015).

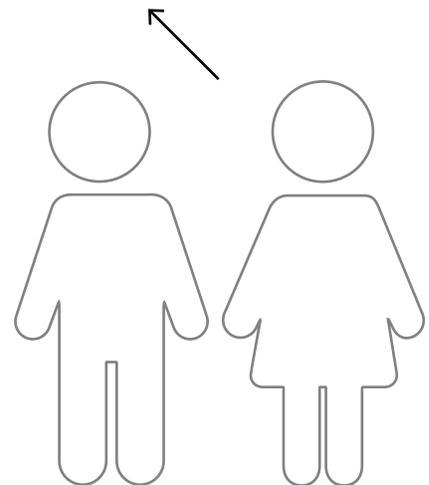
**Vulnerability**

The propensity or predisposition to be adversely affected. Vulnerability encompasses a variety of concepts and elements including sensitivity or susceptibility to harm and lack of capacity to cope and adapt (IPCC, 2014).

**LEARNING OBJECTIVES**

At the end of this webinar/workshop, participants should be able to:

- Identify the gender dimensions of natural disasters and climate change
- Understand the gender analysis and gender mainstreaming processes
- Mainstream gender into shelter plans and interventions for natural disaster management to ensure greater resilience among Caribbean communities
- Lead dialogue and increase awareness among key partners on climate change, disasters, gender dynamics, and resilience on a national level.



## INTRODUCTION

This guide is intended to inform a webinar series focused on gender, vulnerable groups, climate change and natural disaster risk management. The series is organized by the Community Disaster Risk Reduction Fund (CDRRF) and will target Shelter Managers and key team members across several Caribbean countries. It is intended to help participants to effectively mainstream gender into disaster risk management strategies. By conducting a thorough gender analysis and using gender-sensitive and inclusive approaches, Shelter Managers and key team members will play a pivotal role in assisting vulnerable groups to prepare for, respond to, and recover from natural disasters.

While the gender-sensitive and gender-inclusive approaches referred to throughout the guide address the wide-ranging needs of communities during times of natural disasters, it will focus specifically on the needs of women and other vulnerable groups. Greater focus is placed on addressing the needs of women and other vulnerable groups because women and children are normally disproportionately affected due to gender norms and gender biases and their challenges are further amplified in disaster situations especially when they are single, divorced, widowed, elderly or disabled.

Climate change is one of the greatest challenges of the modern era and a great concern for small island developing states (SIDS). It has therefore become an important area of policy intervention in the Caribbean. The Caribbean Development Bank (CBD), Department of Foreign Affairs, Trade and Development, Canada (DFATD), and the European Union through the ACP-CDB-EU programme, in a multi-donor partnership, have adopted, through the Community Disaster Risk Reduction Fund (CDRRF), integrated approaches to climate change to ensure a structured and comprehensive approach to contribute

to global efforts to protect the environment and vulnerable communities and groups.

Natural disasters and environmental phenomenon like climate change affect people differently based on their biological and social pre-dispositions such as their sex, gender, age, socioeconomic status and disability. These pre-dispositions shape individuals' levels of preparedness and access in times of disasters. They also impact their experiences in the emergency shelters and their ability to mitigate, adapt and cope with impacts of natural disaster risks and climate change. Shelter Managers and their teams who are aware of these socio-cultural pre-disposition challenges are better equipped to make effective decisions for greater response and resilience.

Gender analysis and gender mainstreaming in climate change decision-making, are thus important prerequisites for inclusive and sustainable development. Gender-responsive approaches are efficient in disaster risk management because they ensure that the needs of marginalised and vulnerable groups within shelters and by extension within society are effectively met.

## NATURAL DISASTER RISKS AND CLIMATE CHANGE IN THE CARIBBEAN

Caribbean countries are vulnerable to natural disasters caused by climate change because they are small, coastal countries with much of their livelihoods dependent on resources such as tourism, agriculture and fishing. Climate change related disasters such as storms, hurricanes, floods, and droughts have increased and have contributed to devastating effects on SIDS in the Caribbean, directly and indirectly impacting the ecological, economic and social infrastructure (UNCTAD, 2014). As disasters increase



Access to water increasingly is an issue as climate impacts such as drought get more frequent.

in their intensity and frequency, the Caribbean faces greater challenges to recover from the impacts.

Over the last twenty years, the Caribbean experienced damages on average of US\$1.6 billion per annum as a result of natural disasters <sup>3</sup>(World Bank, 2018). The 2017 Atlantic Hurricane Season had two Category

5 hurricanes (Irma and Maria) within two weeks, which caused severe damages to SIDS. This further highlighted the importance of establishing strategies that can address disaster risk management (DRM) in the Caribbean. Natural disasters have affected Caribbean populations as most of the population live along the coastline. The coastal areas that are predominantly flatlands are often affected by floods and disruptions in the socio-economic systems, leading to a massive displacement of persons, loss of livelihoods and loss of lives. Since 1997, an estimated

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<sup>3</sup> Natural disasters due to meteorological hazards (hurricanes, tropical storms, droughts, floods and landslides) and geological hazards (earthquakes, volcanoes and landslides).

1.2 million people in the Caribbean have been directly affected (World Bank, 2018) by natural disasters from the onset of climate change. See table below illustrating natural disasters experienced in the Caribbean as a result of climate change:

**Table 1: Climate Change Events in the Caribbean Over the Past 25 Years**

<b>Climate Change Events</b>	<b>Caribbean Experiences</b>
<b>Hurricanes</b>	<ul style="list-style-type: none"> <li>• There has been an increase in the intensity and distribution of hurricanes in the Caribbean recorded since 1995. The number of Category 4 and 5 hurricanes in the North Atlantic have also increased from 16 in the period of 1975-1989, to 25 in the period of 1990-2004 or 1.6 per year, a rise of 56% (Webster et al , 2005)</li> <li>• 2000- 2009 was the decade with the most recorded Category 5 hurricanes. Eight Category 5 hurricanes were recorded.</li> <li>• 2016-2019 were consecutive years that experienced Category 5 hurricanes (most Category 5 hurricanes reached their intensities in the Western Caribbean)<sup>4</sup>.</li> <li>• Based on a range of models, IPCC suggests that future hurricanes of the north tropical Atlantic are likely to become more intense, with larger peak wind speeds and heavier near storm precipitation.</li> </ul>
<b>Temperatures</b>	<p>The Caribbean has experienced impacts of global warming over the past decades as evidenced by increasing average annual maximum and minimum temperatures (UNCTAD, 2014). Studies have revealed that the Caribbean’s numbers of hot days (temperatures at or above the 90th percentile) are increasing, and the number of cool nights (temperatures at or below the 10th percentile) is decreasing.</p> <p>Projections for mean annual temperature change show that:</p> <ul style="list-style-type: none"> <li>• By 2050, mean temperatures are expected to rise between 1.52°C and 2.64°C above the base period average, with a mean increase of 1.78°C for the sub-region.</li> <li>• By 2070, temperatures would have risen by an average of 2.78°C across the sub-region.</li> <li>• By 2090, the sub-regional mean annual temperature is expected to increase by an average of approximately 3.55°C.</li> </ul>

<sup>4</sup> Six storms that reached Category 5 between 2016-2019 - [Matthew](#), [Irma](#), [Maria](#), [Michael](#), [Dorian](#), and [Lorenzo](#).

## Gender Mainstreaming for Natural Disaster Risks and Climate Change

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Climate Change Events	Caribbean Experiences
<b>Precipitation</b>	<p>The projections for mean annual precipitation change are calculated on the basis of the mean of the ECHAM4 and HadCM3 model<sup>5</sup> projections.</p> <ul style="list-style-type: none"> <li>• By 2030, a mean precipitation decline of 3.05% across the sub-region;</li> <li>• By 2090, the mean precipitation change is forecast to decline in most countries, with the sub-region projected to experience an overall drastic decline in rainfall of about 25.33% on average.</li> <li>• The Caribbean is projected to experience progressive declines in the total annual rainfall.</li> </ul>
<b>Sea Level Rise</b>	<ul style="list-style-type: none"> <li>• Continued growth of GHG emissions and associated global warming could well promote sea-level rise (SLR) of 1m-3m in the 21st Century with the possibility of a 5m increase if there is an unexpectedly rapid breakup of the Greenland and West Antarctic ice sheets (Dasgupta et al, 2007).</li> <li>• In the RECCC studies, an estimated SLR of 2m corresponds to the high emissions scenario and a SLR of 1m corresponds to the low emissions scenario.</li> </ul>
<b>Greenhouse Gas Emissions</b>	<ul style="list-style-type: none"> <li>• Data for carbon dioxide (CO<sub>2</sub>) emissions for selected Caribbean countries show that Trinidad and Tobago is the largest per capita contributor.</li> <li>• A significant year recorded for average per capita emissions for the Caribbean was in 2001. The contribution for that year exceeded that of both South and Central America. (A look at the emissions for individual countries suggests that emissions are much lower than either world averages).</li> <li>• Many Caribbean countries are seeking to increase the sources of renewable energy in the overall energy mix for the reduction of GHG levels.</li> </ul>

Source: Information adopted from Wong, S., 'Can Climate Finance Contribute to Gender Equity in Developing Countries?' Journal of International Development 28, no. 3 (2016), pp. 428–444.

<sup>5</sup> The ECHAM climate model has been developed from the ECMWF atmospheric model (therefore the first part of its name: EC) and a comprehensive parameterization package developed at Hamburg therefore the abbreviation HAM) which allows the model to be used for climate simulations. HadCM3 (abbreviation for Hadley Centre Coupled Model, version 3)

Table 2: High Risk Hazards of Belize, British Virgin Islands, St. Vincent and the Grenadines and Jamaica

Countries	High Risk Hazards
<b>Belize</b> <sup>6</sup>	<ul style="list-style-type: none"> <li>The United Nations Framework Convention on Climate Change identifies Belize as one of the most vulnerable countries to climate change.</li> <li>Belize’s population and economic activity are largely concentrated within and just outside the low-lying coastal zone. The Belizean society and economy are therefore highly sensitive to climatic and disaster-related shocks.</li> <li>Heavy rainfall, hurricanes, and tropical storms are the principal natural hazards affecting Belize. These events bring recurrent floods and storm surges that incur severe economic losses.</li> </ul>
<b>British Virgin Islands</b> <sup>7</sup>	<ul style="list-style-type: none"> <li>Hurricane is the natural hazard that is considered to be the greatest threat to the BVI economy. Hurricanes Irma and Maria caused significant damages to property and livelihoods in 2017 and caused delayed recovery because of the intensity of the hurricanes and the frequency experienced<sup>8</sup>.</li> <li>Seismic research indicates that the northeastern Caribbean has the potential to experience an earthquake of between 7.5 to 8.5 magnitudes.</li> <li>The BVI primary hazards are Hurricane and storms, Landslide, Earthquake and Coastal Floods.</li> </ul>
<b>St. Vincent and the Grenadines</b> <sup>9</sup>	<ul style="list-style-type: none"> <li>Rainfall patterns, terrain slope, geology, soil, land cover and (potentially) earthquakes make localized landslides a frequent hazard phenomenon.</li> <li>Climate modeling projections for SVG predicts an increase in the average atmospheric temperature, reduction in the average annual rainfall, increase in Sea Surface Temperature (SST) and the potential for an increase in the intensity of tropical storms.</li> <li>Climate change is likely to increase droughts as precipitation decreases. The Grenadines has no rivers and depends on rainwater harvesting. A severe drought was experienced in 2009- 2010 causing the dry spell to be declared the worst in a decade and the government declaring a drought alert in March.</li> <li>SVG primary hazards are landslides, hurricane and storms and floods.</li> </ul>

6 <https://www.gfdr.org/en/belize>

7 <https://thinkhazard.org/en/report/39-british-virgin-islands-u-k/CF>

8 <https://repositorio.cepal.org/bitstream/handle/11362/43446/1/FOCUSIssue1Jan-Mar2018.pdf>

9 <http://dipecholac.net/docs/files/789-cd-svg.pdf>

<b>Countries</b>	<b>High Risk Hazards</b>
<b>Jamaica</b> <sup>10</sup>	<ul style="list-style-type: none"> <li>• The third most exposed country in the world to multiple hazards.</li> <li>• High exposure is attributed to the country’s location in the Atlantic Hurricane Belt, the geophysical orientation of its low-lying coastal zones, and its mountainous topography.</li> <li>• The Jamaican territory is also crossed by five major fault lines, including the Plantain Garden Fault Zone, which triggered the 2010 Haitian earthquake.</li> <li>• Predicted impact by increased frequency of catastrophic natural events because of heightened surface temperatures and global sea level rise.</li> <li>• Over 96 percent of the country’s GDP and population at risk from two or more hazards.</li> <li>• Primary risks are linked to hazards including hurricanes, floods, droughts, earthquakes, storm surges, and landslides.</li> </ul>

Source: See footnotes 6 to 10 above

## THE CARIBBEAN RESPONSE

The CDRRF finances projects that are geared towards reducing the risks of natural disasters and supporting climate change adaptation efforts in communities across the Caribbean. The CDRRF was established by the Caribbean Development Bank (CDB) and financed through grant financing from the Department of Foreign Affairs, Trade and Development, Canada (DFATD), the European Union through the ACP-EU-CDB programme. The CDRRF is a response to build the capacities of communities in the Caribbean that are severely affected by climate change and extreme weather events. CDRRF assists with financing to address vulnerability risks associated with natural disasters and measures to adapt to a changing climate that have been identified by stakeholders in CDB’s borrowing member countries. Below are examples of the eight interventions being financed by CDRRF:

**Table 3: The CDRRF Funded Activities in Belize, British Virgin Islands, St. Vincent & the Grenadines and Jamaica.**

<b>Country</b>	<b>Community-Based DRR and CCA Initiatives</b>
<b>Belize</b>	Building Adaptive Capacity and Resilience to Climate Change in Toledo, Southern Belize
<b>British Virgin Islands</b>	Establishing Flood-Resilient Smart Communities through Non-Governmental Organisation Partnerships
<b>St. Vincent and the Grenadines</b>	Volcano-Ready Communities in St. Vincent and the Grenadines Project

<sup>10</sup> <https://www.gfdr.org/en/jamaica>

Country	Community-Based DRR and CCA Initiatives
Jamaica	Building Resilience and Adaptation to Climate Change and Reducing Disaster Risk in Peckham and Surrounding Communities, Clarendon  Jeffrey Town Integrated Disaster Risk Reduction Project, St. Mary  Llandewey/Ramble Environment and Disaster Mitigation Project, St. Thomas  Trinityville Area Integrated Land Management and Disaster Risk Reduction Project, St. Thomas  Climate Change Adaptation and Risk Reduction Technology and Strategies to Improve Community Resilience (CARTS) Project, Westmoreland

Source: [www.caribank.org/community-disaster-risk-reduction-fund](http://www.caribank.org/community-disaster-risk-reduction-fund)

## NATURAL DISASTER RISK REDUCTION, GENDER AND THE SUSTAINABLE DEVELOPMENT GOALS

The international community, under the guidance of the United Nations (UN), agreed on 17 Sustainable Development Goals (SDGs) in 2015 and committed to pursuing these goals globally and nationally until 2030. The SDGs are the blueprint to achieve an inclusive and more sustainable future for all. They address the global challenges we face, including those related to poverty, inequality, climate change, environmental degradation, peace and justice (UN, 2015). Not only is gender equality a key Goal in its own right, but it is also a cross-cutting theme among the remaining Goals. SDGs 5, 10 and 13 seen below, thus underscore the importance of mainstreaming gender in disaster management and climate change to ensure the equality and empowerment of women and other vulnerable groups so that no one is left behind:

- **Goal 5:** Gender Equality – Upholding the rights of women and girls.

- **Goal 10:** Reduce Inequalities – Increased support for the marginalised and disadvantaged
- **Goal 11:** Sustainable Cities and Communities
- **Goal 13:** Climate Action – Act to reduce the onset and impacts of climate change

Further, under SDG 13: Climate Action, the following is a key target:

*“Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalised communities”*

Women are powerful agents of change and continue to make significant contributions to sustainable development, despite existing structural and sociocultural barriers. In most Caribbean countries not only are the majority of households female-headed, but women make considerable contributions to livelihoods, family well-being, natural resource management, biodiversity conservation, health and food security. Furthermore, a growing body of evidence establishes that gender equality and

women's empowerment lead to productivity gains and environmental sustainability across sectors. Involving women and men and drawing on their distinct experiences in communities and households will increase the effectiveness and sustainability of climate responses (UNDP, 2016)<sup>11</sup>. Alternatively, when policy makers and development planners overlook women's roles, capacities and potential, climate responses deprive nations of half of the available expertise and resources that would otherwise have made critical contributions to adaptation and mitigation action.

The above listed Goals also underscore the importance of gender sensitive DRR to sustainable communities and sustainable development. DRR and gender are issues cutting across socio-economic development sectors. UNISDR thus provides a checklist of priority areas to make DRR gender sensitive in technical, political, social, developmental and humanitarian processes.<sup>12</sup>

## GENDER AND DISASTER RISK REDUCTION

Gender refers to the socio-cultural attributes acquired during socialization and differentiates the roles and expectations of men and women within a particular context or social setting (Mortley, 2019).<sup>13</sup> Some of the key dimensions of gender include:

- Gender norms and gender roles
- Sexual division of labour
- Gender relations and power dynamics

Loss of life, livelihoods, and the destruction of economic and social infrastructure caused by natural

disasters must be viewed with a gender lens since these affect men, women and other vulnerable groups differently. Gender-based inequalities in law and in practice, gender-defined roles in society and socio-cultural constraints render women disproportionately vulnerable to climate change. Disaster reduction policies that are gender sensitive and gender inclusive thus ensure a decrease in vulnerabilities among populations and facilitate more equitable responses and outcomes. The gender sensitive approach recognizes that disasters affect men and women differently and puts mechanisms in place to address those differences so that no one gets left behind. Under the gender sensitive approach:

- Gender is NOT about women only
- Gender also looks at disadvantaged/vulnerable groups
- Such disadvantaged groups include - women and girls who are at risk because of gender practices, the elderly, those with certain diseases or disabilities, children and young people in difficulty such as orphans, refugees, displaced persons and people of a particular sexual orientation.

The needs of vulnerable groups should thus be integrated into risk reduction plans and procedures from both perspectives of persons as beneficiaries and as decision-makers. The setting up of shelters and safe spaces in light of natural disasters must therefore incorporate gender sensitivity to help reduce the impact of disasters on vulnerable groups.

Relationships between privileged and vulnerable groups are driving forces in every culture. These relationships define:

- Differences in the roles and responsibilities of persons belonging to different groups.
- Who has access to resources?
- Who controls resources?
- Who makes decisions over resources?

11 UNDP, 2016. Training module on linkage between gender and climate change. Empowered Lives, Resilient Nations

12 Available at: [https://www.unisdr.org/files/42360\\_20point-checklistforgendersensitized.pdf](https://www.unisdr.org/files/42360_20point-checklistforgendersensitized.pdf)

13 Mortley, N. 2019. Gender Analysis for Development Policy and Planning (GEND6502) Lecture, IGDS – RCO, UWI.

The combined effect of these differences and inequalities means that women and girls, and men and boys, disabled and able-bodied, elderly and young, face different types and levels of exposure and vulnerability to natural hazard risks and disaster impacts. Natural disasters and environmental phenomenon like climate change affect people differently based on their natural and social pre-dispositions such as their sex, gender, age, disability, and ethnicity. These pre-dispositions shape the disaster experience and their ability to mitigate, adapt and cope with these impacts.

Traumatic situations such as disasters further exacerbate existing inequalities by strengthening discrimination and stigma against vulnerable groups (Gavin, 2017). In times of disaster, vulnerable groups are at higher risks because they are normally less prepared and they recover at a slower pace.

To mainstream gender into disaster planning, preparation and response, therefore is essential. Gender mainstreaming ensures that social inequalities that would normally facilitate exclusion and protection risks are limited in times of a disaster and informs the responses needed for vulnerable groups to increase their resilience before, during and after a disaster.

#### Gender and Vulnerable Groups in Disaster

Gender in DRR extends beyond the relationship between women and men but includes sub-groups and intersects of different vulnerable groups. As it relates to climate change and disasters, such vulnerable and disadvantaged groups include: women and girls who are at risk because of gender practices, the elderly, those with certain diseases or disabilities, children and young people in difficulty such as orphans, displaced persons, people of a particular sexual orientation, and members of minority groups. See diagram below:

Figure 1: Most Vulnerable Groups during Disasters



## Gender Mainstreaming for Natural Disaster Risks and Climate Change

### A Guide for Shelter and Deputy Shelter Managers



Based on gender roles, men would be the ones expected to undertake more risky tasks such as putting out fires.

#### Gender impacts levels of vulnerability in various ways:

##### **(a) Economic Barrier**

Poverty contributes to vulnerability because resources are needed to prepare for and/or respond to the impacts of natural disasters and climate change. For instance, the poor are often unable to access the resources, information or capacity needed to mitigate or recover from the effects of climate change. Persons experiencing poverty, houses are oftentimes less structurally sound to withstand weather events such as hurricane or is built in an environment that is prone to flooding. Poorer persons therefore are more likely to evacuate to a shelter because of their increased risks and their ability to prepare for disasters. Persons living in extreme poverty oftentimes receive less education and are not involved in civic or advocacy groups and

so they are less likely to be included or represented in disaster risk reduction strategies for their communities and household (Gavin, 2017).

Gender becomes a factor because the economic marginalisation of women and wage pay gap between men and women mean that women have fewer assets and a smaller resource base than men to effectively respond to the effects of climate change. In some countries, women still face gender-based discrimination on ownership of land, access to natural resources and credit (FAO 2011).

##### **(b) Socio-cultural Barrier**

Gender differentiated impacts of climate change are also largely dependent on different roles and responsibilities of men and women at the household

and community levels. Social norms and values often lead to increased vulnerability to climate change for women and girls. Culture oftentimes limits women's abilities to make quick decisions in disaster situations as the men are the ascribed decision makers. In some religious circumstances, women are given prescribed dress codes and responsibilities in the household and society, in some cases, the clothes women wear and/or their responsibilities in caring for children can hamper their mobility in times of emergency (Wong 2016; IDS 2008). Also, because of how society dictates acceptable behaviors of girls and boys, and which skills each should possess survival skills needed in a disaster, such as tree climbing and swimming, are often taught only to boys. These skills can save lives in times of disasters. It is believed that women and children are 14 times more likely to die than men during disasters because of their inability to climb and swim (Brody et al. 2008). Men and boys on the contrary, are more likely to refuse evacuation and also participate in greater risk taking in cases of emergencies such as staying at home to protect the dwellings and assets or going outside during a storm.

#### **(c) Disabilities**

Elderly and the physically disabled persons are highly disadvantaged in disaster situations arising from climate change. As a result of limited mobility, the elderly and the disabled are not able to respond quickly in cases that require immediate evacuations and they are more likely dependent on care-givers and other family members for assistance and decision making. Physically disabled persons not only experience slower mobility but also limited access to transportation and buildings in cases of evaluation. Communication is also a challenge for persons who are deaf, mute or blind. They are oftentimes not informed properly about disaster risk and climate change related situations and their contributions to disaster management planning are normally limited or ignored.

## GENDER ANALYSIS FOR DISASTER RISK REDUCTION

*According to USAID (2010)<sup>14</sup>, is a systematic analytical process used to identify, understand, and describe gender differences and the relevance of gender in a specific context. Such analysis typically involves examining the differential impact of development policies and programs on women and men and may include the collection of sex-disaggregated or gender sensitive data. Gender analysis examines the different roles, rights, and opportunities of men and women as well as relations between them. It also identifies disparities, examines why such disparities exist, determines whether they are a concern, and looks at how they can be addressed.*

As it relates to **disaster risk reduction** a gender analysis is important to ensure:

- A more effective response to the needs of individuals, families and communities, by recognising that men and women have different recovery needs and assets
- A more timely and targeted provision of assistance to those in greatest need
- A more comprehensive, and thus stronger, recovery, by maximising the contributions that both men and women can make
- An opportunity to promote gender relationships after disasters that improve the resilience of individuals, families, communities, and societies.

A gender analysis is thus a crucial strategy in ensuring that emergency shelters are tailored to, are safe and acceptable for the needs of women/girls and men/boys and other at-risk groups. The gender analysis

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<sup>14</sup> USAID (2010). Tips for conducting a gender analysis at the activity of project level. Prepared by Cathy Cozzarelli, E&E Bureau Gender Advisor, September 8, 2010

is the first stage in gender mainstreaming, so before integrating gender into plans or activities (gender mainstreaming), one needs to assess the situation to identify gaps, challenges and needs using a gender lens.

While there is a move in the Caribbean to build emergency shelters and abort the use of public spaces such as schools, community centers and churches it is important that the use of space and the needs of the beneficiaries are considered into the designing of shelters. It is therefore important to consider gender dynamics such as the different roles, perceptions and power dynamics and whether they impact decision-making within the households, or inequalities and whether they affect needs and access to resources. In analysing how to respond to the varying needs of the persons who the shelter will serve, gender analysis and mainstreaming are needed in all stages of the shelter management process.

#### What does the Gender Analysis Provide?

- Sex disaggregated data
- Understanding of gender relations and power dynamics
- Identification of roles and responsibilities of men and women (other vulnerable persons)
- Understanding of who has access and control over resources
- Analysis of the gendered impact of sexual division of labour
- Practical and strategic needs of men, women and other vulnerable groups

#### How to Conduct the Gender Analysis?

A gender analysis is an ongoing process and is conducted at all stages of the intervention. This includes identification of the problem, planning, implementation and monitoring and evaluation

stages. According to the UNDP (2016)<sup>15</sup> there are ten main steps in conducting the gender analysis. These include:

- Data collection
- Assess who does what
- Assess who has what
- Consultations with target groups
- Analysis of social context
- Assess barriers and constraints to men, women and other vulnerable groups' participation in the intervention
- Design strategies to overcoming barriers
- Assess capacity
- Assess potential to meet needs to women and other vulnerable groups
- Develop gender sensitive indicators

## USING SEX-DISAGGREGATED DATA IN EMERGENCY SHELTERS

Data is important in the gender analysis specifically and in disaster risk reduction planning and policy making at a more general level. Data collection, analysis and sharing are all critical to tracking and protecting populations, especially the vulnerable and displaced during crisis. The information gathered is used to plan for and respond to disasters, as well as for monitoring and evaluation of implementation of plans during and after an emergency. Data collection and analysis should be grounded within a rights-based and gender sensitive approach. The rights-based approach focuses on those who are most

<sup>15</sup> UNDP (2016) retrieved at: [https://info.undp.org/sites/bpps/SES\\_Toolkit/SES%20Document%20Library/Uploaded%20October%202016/UNDP%20Guidance%20Note%20how%20to%20conduct%20a%20gender%20analysis.pdf](https://info.undp.org/sites/bpps/SES_Toolkit/SES%20Document%20Library/Uploaded%20October%202016/UNDP%20Guidance%20Note%20how%20to%20conduct%20a%20gender%20analysis.pdf)

marginalised, excluded or discriminated against, while a gender sensitive approach recognises that climate change and disasters have a differential impact on people and this puts mechanisms in place to address these differences so that no one gets left behind.

#### Types of Data

Data should be disaggregated according to key variables related to disasters (e.g age, disabilities and socio-economic status), it should be timely, it should be shared with key partners, it should inform planning and policy and it should be used in monitoring and evaluating interventions. Disaggregated data is also critical in mapping at risk and marginalised communities and groups and developing a profile of those populations so that their vulnerabilities and needs can be better identified, assessed and planned for.

Data should be both quantitative and qualitative and can be obtained through a review of the literature and a desk review (secondary data sources), or through quantitative research methods such as a survey or qualitative research methods such as interviews and focus groups.<sup>16</sup>

During DRR initiatives, the following should be done:

- Collect disaggregated data on sex (male/female/

<sup>16</sup> Further reading for sex disaggregated data: From Margins to Mainstream - From Gender Statistics to Engendering Statistical Systems. Corner, Lorraine <http://www.unifem-ecogov-apas.org/ecogov-apas/EEGKnowledgeBase/EngenderingNSS/Margins2Mainstream.pdf>  
Guide to Gender Aware Post-Disaster Needs Assessment. UNDP [http://www.undp.org/cpr/documents/Early\\_Recovery/er\\_proposal\\_final.pdf](http://www.undp.org/cpr/documents/Early_Recovery/er_proposal_final.pdf)  
Promoting Gender Equality in Pakistan's Response to the 2005 Earthquake. Government of Pakistan Earthquake Reconstruction and Rehabilitation Authority <http://www.erra.pk/Reports/Publications/Making%20a%20Differenc%20%28Promoting%20Gender%20Equality%20in%20Pakistan%27s%20Response%20to%20the%202005%20Earthquake%29.pdf>

other), age, disability of the affected population during emergency needs- assessments.

- Conduct separate interviews of affected men and women and compare the results when planning for relief response.
- Ensure that procedures for relief registration and distribution do not accidentally exclude women or vulnerable and marginalised groups or individuals, especially where men are identified as the head of the households. For example shelter workers may assume that because the man is the household head he is the best contact for all information and engagement. The woman might be equally responsible for decision-making for the household or might be more helpful with providing key information for the family.
- Do not register beneficiaries assuming that the male is the head of the household.
- Consult with all families to ascertain if the content of relief packages actually meet each family member respective needs and are socially, culturally or religiously appropriate.

## GENDER ANALYSIS FOR SHELTER PREPAREDNESS (PRE-EVENT):

This is the initial stage where the needs of women and men are independently analysed, documented, planned and resources mobilised accordingly. Priority activities during the preparedness phase of the emergency shelter:

### Gender Analysis- Building, Identification and or Selection of Emergency shelters

- **What is the demography of the persons to be served?** Conducting a community scan is an important step in answering this question. A breakdown of the different groups of persons

most likely to be served by the shelter and what are their various needs. (Disaggregated data is useful at this stage.)

- **Is the shelter equipped with adequate privacy and infrastructure to carry-out different gender roles?** Are the bathroom facilities sufficient for women and other minority groups? Do they allow for wheelchair access, sanitary napkins disposals, grab bars etc? Is the distance too far from the living spaces? Are the bathrooms located in a safe area? Are there safe bathrooms for trans-persons?
- **Does the shelter allow for ease of access and movement for all persons?** Shelters should be designed with ramp access and limited stairs to facilitate ease of access for the disabled, pregnant women, the elderly and emergency responders.
- **Can the shelter comfortably host families and adhere to social distancing protocols?** There should be enough space to host the anticipated numbers estimated from the community scan. The area should facilitate wheelchair mobility, family clusters and also social distancing protocols.
- **Will all persons feel safe and secured at the shelter?** Shelters should have sufficient lighting and security perimeters to promote a feel of safety and security.
- **Does the shelter allow for privacy and the maintenance of dignity for women, girls and trans-persons?** Enclosed sleeping spaces are highly recommended for the most vulnerable.
- **What are the resources needed to equip the shelter according to the gender analysis?** What additional equipment are needed to retrofit the shelters for inclusivity and is there an allocation of funds for this activity?

#### **Gender Analysis- Recruitment, orientation and training of shelter team**

- Is there a gender-balance in the recruitment of the shelter team?
- Are all team members trained in gender awareness and mainstreaming?
- Can the shelter team provide gender-sensitive services for all?

#### **Gender Analysis- Completing the Emergency Shelter Operations Plan**

- What are the gender- gaps identified and how will they be resolved?
- How are gender needs prioritised and supported?
- Are the shelter policies discriminatory against men/boys or women and girls or persons from the LGBT community?
- What are the established gender monitoring systems?
- Were women/girls and men/boys engaged in the development of the shelter plans?
- What are the gender-sensitive items needed and how will they be distributed in a gender appropriate manner?

## **EARLY WARNING (PRE-OCCUPANCY):**

During this phase a disaster is imminent, suspected or possible. Priority activities during this phase of the shelter are:

#### **Gender Analysis- Communication and mobilisation**

- Are communication methods adequate for all persons with or without disabilities?
- Do the channels of information target all members of the community, informal groups

and formal groups, attached and unattached persons?

- Are systems in place to assist with or facilitate mobilisation of all persons with limited mobility or otherwise challenged?
- Were essential support services placed on high alert?

#### **Gender Analysis- Cleaning and Opening the Shelter**

- Is the space properly cleaned and surfaces disinfected?
- Were partitions erected to promote privacy and dignity?
- Are the screening areas to test persons for highly communicable diseases fully operational?
- Are the isolation areas properly equipped and shelter staff is equipped with relevant safety gears?
- Were all power systems, equipment and utilities tested?

## **SPECIAL CONSIDERATIONS FOR PERSONS WITH DISABILITIES (PWD)**

It is imperative to include the needs of all citizens in planning and implementation. This involves having diverse planning committees at the community level and consultations with representatives of vulnerable groups so that no one gets left behind. Special emphasis must be on the most vulnerable, which includes persons with disabilities (PWD), children and senior citizens. Further, PWD are not a homogeneous group and vary according to the type of disability. It is therefore important for Shelter Managers to be sensitive to the various types of disabilities and how to plan accordingly during a disaster. This would include special training for Shelter Managers so that

they can respond to the needs of the most vulnerable who may fall under their care. Some key tips and recommendations are provided below:<sup>17</sup>

#### **Shelters: A Place Away from Home during Disasters**

- Must be physically accessible – ramps (permanent or temporary); adequate lighting; clear and visible signage, wide doorways to all areas including main areas and bathrooms; grab rails in toilets and shower stalls.
- Must be equipped with essential items to meet the needs of people with varying disabilities such as wheelchairs, walkers, canes, bath chairs; icebox/igloos; chairs.
- Medications should be stored in an icebox if there is no standby generator.
- Allow PWDs to use their assistive devices; e.g. white cane, crutches, walkers, magnifiers.
- Special attention should be paid to PWDs during the distribution at the shelter of food, water, blankets and other items as they may be at a disadvantage to jostle for space in line or to stand/sit for long periods.

#### **Accessing the Shelter**

- Workers/volunteers should be available to assist PWDs needing this support.
- Be aware of PWDs specific needs as it relates to transportation to and from the shelter as they may require a specialised vehicle designed to carry a wheelchair or other mobility equipment.
- Persons trained in lifting or guiding PWDs must be available to assist those transported to or walking into the shelters.
- Register individuals as they arrive at the shelter. Ensure that type of disability (ies), age and any medical conditions are noted.

<sup>17</sup> Tips and recommendations provided by the Combined Disability Association Jamaica.



It is important that both men and women understand basic first aid and that both genders can provide help in a disaster disaster.

- Introduce PWDs to relief workers.
- Arrange accommodation in close proximity to essential areas such as bathrooms; especially those who have mobility and visual challenges.
- Never separate a PWD from his or her assistive aid: wheelchairs, canes, hearing aids, medications, special diet food, urinary supplies, except under extreme circumstances. If necessary, the period of separation should be as short as possible.
- Regard a PWD as the best expert in his or her disability and ask him/her for advice before lifting or moving that person.

### **Needs of Specials Groups of PWD**

#### ***Wheelchair Physical Disabilities Users***

- Where possible, reserve cushions or padded seats for those with mobility challenges to prevent pressure to skin, muscles or joints due to long hours of sitting. This also applies to the elderly.
- Discuss with the user of a wheelchair; how to lift him/her and the wheelchair either together or separately. If separate, keep the period of separation to a minimum.
- Some parts of a wheelchair are safe to hold for lifting, while others will come off. Always ask the user to confirm where it is safe to lift. Ask what

else about his or her wheelchair you should know in order to lift it safely.

- Wheelchairs with four wheels usually have handbrakes on each side of the chair. When the wheelchair is to remain stationary, set both brakes.
- When more than one flight of stairs is traversed, helpers may need to switch positions since one person may be doing most of the lifting. Switch positions only on a level landing.
- When lifting is complete, follow the instructions of the chair's user and restore the manual/motorised wheelchair to full operation; then direct the user to a safe area.
- Generally, the best way to lift the chair and user together is to position one helper behind the chair and the other helper in front. The helper behind the wheelchair tips it backward to a balanced angle that is tolerable to the user. The other helper grasps the front of the wheelchair and guides its movement. The two helpers lower or raise the wheelchair one-step.

#### ***Persons with Intellectual Impairment***

- Depending on the level of intellectual impairment, the person may be unable to think logically and understand complex instructions. All instructions and explanations should therefore, be simplified.
- Exhibit patience with and gently coax such persons when attempting to rescue or place them in a shelter as they may be unable to understand the emergency and relocation. As a result, they could become disoriented or confused about the proper way to react.
- Special protection should be offered to persons with intellectual disabilities because of their vulnerability to sexual and physical abuse.
- A number of individuals with emotional and developmental disabilities may be too unsettled

to respond appropriately to instructions. Patience and gentleness should be exhibited by guardians and or workers. Relocation to a quieter area for a while may be necessary for them to regain their composure.

- A number of individuals with severe mental or learning disabilities might not understand the significance of "Keep Out" signs and barricade tape. Regular supervision may be necessary.

#### ***Deaf Persons***

- Take extra time when communicating with persons who are deaf, hard-of-hearing, or speech impaired.
- At least basic sign language would be an important asset for a shelter manager or other relief workers.
- Keep persons who are deaf informed by identifying a hearing person who knows sign language; or by writing information on a notice board or sheet of paper.
- Keep the instructions in writing concise and specific.

#### ***Blind Persons***

- Speak at your normal tone or level when communicating with a person who is blind or visually impaired, if the person does not require a louder volume due to hearing impairment.
- These individuals should be familiarised with their immediate environment; especially the routes from their seats/beds to the bathroom, entrants to and exits from the shelter.
- Blind persons will not be able to see the "Keep Out" signs and barricade tape; they should be verbally informed of the signs and of the placement of the barriers. Where possible, they should also be shown exactly where these barriers/danger zones are.

- Information placed on notice boards should also be verbally given to ensure access by these individuals.

## EMERGENCY RESPONSE (DURING AND AFTER):

This phase involves how to monitor and evaluate a gender-responsive shelter. Priority activities to gender-analyse during the emergency response are as follows:

### **Gender Analysis- Admittance and Registration**

- Does the data collection instrument capture relevant data in a gender- disaggregated way?
- Is the orientation process effective and sufficient to meet the needs of all?
- Will the shelter operations invite the voices and meaningful participation of women/girls and men/ boys to identify shelter leaders and establishing shelter rules?
- Will data collected be stored in a safe and secure space?
- How will the shelter team maintain recreation activities for all?

## GENDER IN THE IMMEDIATE RESPONSE PHASE: EMERGENCY AND HUMANITARIAN RELIEF

During the response to natural disasters, there is always the need to think and act quickly. This need often decreases our ability to think about the various vulnerabilities and the needs of each group in our responses. Disaster risk responders often make contact with the community's leaders (political, social or economic) and as a result the needs of the vulnerable are lost in the process as they are normally

under-represented in formal leadership. The following is important in emergency relief strategies:

- Consulting with a wide cross-section of groups within the communities for maximum and effective engagement and targeting. Diversity is key.
- Collect sex/gender-disaggregated data of from your beneficiaries
- Emergency response teams should as best as possible have a balance of male and female members, as well as persons who represent marginalised groups, in order to facilitate accessing various groups during needs assessments and discussing of sensitive information such as sexual and reproductive health issues and personal hygiene.
- Ensure that relief registration does not exclude marginalised groups. For example, destruction of property is normally linked to owners of land and not tenants.
- Distribute relief supplies according to the needs of the vulnerable groups to avoid waste. For example, elderly do not need sanitary napkins and some religious groups may not need contraceptives.
- Specific targeting of, and quotas reserved for female and marginalised group beneficiaries can be very effective.
- Beneficiaries with limited physical mobility may need help accessing distribution locations or may need relief aid transported to them.
- Door-to-door visits to those with mobility constraints, as well as consulting men and women separately and scheduling community meetings at times that are convenient for most is good for information sharing.
- Psychosocial support to include counseling and recreational activities is needed to ease stress and maintain mental health.

- Safe and secure shelters are needed to minimise sexual abuse, and all forms of physical abuse. Location and shelter set-up and lighting are important factors for these issues.
- Cooking, bathing and toilet arrangements also need to be adequate, safe and culturally appropriate.

## GENDER-RESPONSIVE LONGER-TERM RECOVERY

The devastation of the impact of a natural disaster can be reduced if the situation is stabilised as quickly as possible, allowing people to start rebuilding their lives and communities. The recovery assistance provided should be aimed at preventing further damage, loss and discrimination. Recovery should provide opportunities for adaptation and resilience for people and communities by mainstreaming gender into disaster management as follows:

### Vulnerability Baseline and Analysis of Recovery

In order to ensure that recovery operations are informed by vulnerability needs and gender priorities, it is important to design gender-inclusive interventions after conducting a full gender analysis of all the components of the needs assessment for a sustainable recovery plan.

### Housing, Water and Sanitation

All vulnerability groups in disaster-affected communities should actively participate in the design and location of new housing and communal infrastructure, such as water and sanitation facilities, as well as the repair of existing structures. This is to ensure that the community needs are considered and that the restoration activity does not lead to unsafe living conditions. The hiring of both men and women for construction and repair of houses is strongly



When society ascribes gender roles women are usually expected to do domestic duties such as cooking.

recommended and training of community members in safer housing skills is important.

### Re-establishing Livelihoods

One of the most important areas of post-disaster recovery programming for most vulnerable groups is the restoration of economic opportunities. A livelihood baseline should be created as an important part of disaster preparedness and response. The information should be collected pre-disaster and constantly updated as a collaborative effort with community stakeholders to include vulnerable groups that are most likely to suffer from disasters.

Livelihoods baseline information helps emergency workers to identify the population to be most affected by natural disasters and the assistance required post

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disaster. The livelihood baseline is intended to achieve:

- An analysis of livelihoods in families and communities before and after a disaster
- A basis for estimating the impacts of disasters on livelihoods that can inform rapid appeals
- Data for immediate post-disaster assessments including the Initial Livelihood Impact Appraisal (ILIA - Volume 3) and more in-depth Detailed Livelihood Assessment (FAO, 2009)<sup>18</sup>

The critical information to be collected in the Livelihoods Baseline should include:

- Contact details and location
- Geographical coverage
- Types of livelihood activities undertaken in areas at risk.
- Institutions that support the communities in livelihood activities.

The roles that women, the elderly and disabled play in contributing to a household's food security or income, whether as a caregivers, heads of the household, pensioner, need to be understood, and livelihood recovery activities should be designed that meet their needs. This is especially with poor households whose coping abilities are lower and they depend largely on friends, families and neighbours who would have also been affected by the disaster. Economic restoration should include paid work in the post disaster construction, to include pregnant women, elderly and disabled persons by giving them lighter tasks.

#### Training and Capacity Development

Training of persons to develop new skills and sources of income can be very important post disaster. In some cases, disasters may highlight necessary longer-term changes that require adaptation. Post disaster can

bring about the realisation of other skills and services needed and gaps that existed but were overlooked. Increasing the training opportunities in life-skills and capacity sessions in economic empowerment can be useful media for long-term strategic goals.

#### Community Disaster Management Plans

Post disaster, members of communities are not only eager to be more resilient personally but also on a communal level. It is keen for experts to seize the opportunity to form inclusive community-based organisations and train persons on building more resilient communities. This may include communities developing disaster plans (hazard mapping, seasonal calendar development and wealth profiling) and also being trained as first responders to assist their neighbors and families in times of disasters. Communities should also become more aware of issues such as climate change and how to lower their risks by changing harmful environmental practices.

## CASE STUDY OF GENDER MAINSTREAMING PRE-DISASTER

*In a small farming flood prone community, the DRR team prepared for a category 3 hurricane expected to make landfall within 72 hours. The DRR team which included a Shelter Manager, Deputy Manager, two church leaders (male and female), and the local Council clerk had worked within the community for over two years. From prior knowledge and experience the team was aware that the men and women within the community due to different gender roles and conditions, had different access to information and thus varying levels of preparedness and vulnerability. Men were*

<sup>18</sup> [http://www.fao.org/fileadmin/templates/tc/tce/pdf/LAT\\_Brochure\\_LoRes.pdf](http://www.fao.org/fileadmin/templates/tc/tce/pdf/LAT_Brochure_LoRes.pdf)

better connected to early warning mechanisms due to their movement in public spaces and access to various channels of communication, such as informal community networks and interaction with officials and thus were better able to prepare. The women, especially widowed, elderly and disabled, who were mostly in the home and less mobile within and outside of the community, had limited access to information and knowledge related to disaster risks.

In order to prepare for the storm, the DRR team moved quickly to organise sensitisation activities and to assess men and women's needs. Using 12 volunteers from the church youth group, the DRR team went to various households to inform persons of the impending storm and conduct a rapid assessment of needs and levels of vulnerabilities. In households where no one was home, the team got relevant information from neighbours. Using the short questionnaire below the team was able to conduct a rapid gender analysis:

- a) How many persons are within the home (male and female)?
- b) What are the ages?
- c) Are there any disabilities?
- d) What are the practical and strategic needs of household members?
- e) Who does what within the home? (gender roles)
- f) Who has access to resources and what resources?

The assessment of practical vs strategic needs was an important aspect of the gender analysis to help map needs for the shelter as it related to non-perishable food items, baby food, drinking water and medications (practical needs) as well as evacuation materials and strategies for securing crops and cattle and ensuring safety of elderly and disabled (strategic needs). The information on gender roles and access helped determine who had access to and control of means of communication and other critical resources needed to prepare for the storm.

The DRR team was able to use this information to assign persons identified as community leaders to activities such as mobilisation, evacuation, transportation, heavy lifting, search and rescue sub-teams. The shelter being used was a local church and based on the team's assessment the church had proper access, ramps and railings as well as good ventilation. Further, based on the demographic profile of persons needing shelter, consideration and provisions were then made for toilets to be gender-separated, lockable and supplied with additional functional lights, privacy areas for women and children were provisioned, and a special area with close proximity to bathrooms was made safe, comfortable and secure for the elderly. Male and female youth volunteers were paired up to act as hall and bathroom monitors at the shelters. They were provided with torch lights, whistles and fully charged mobile phones. Their roles included safety and security as well as evaluating any additional needs which would then be relayed back to the Shelter Manager.

## GENDER SENSITIVE INDICATORS FOR MONITORING AND EVALUATION

The final stage in the gender analysis and mainstreaming includes the monitoring and evaluation (M&E) of the intervention. It is important for shelter managers and their teams to monitor and evaluate the effectiveness and success of their plans and activities. It is important to assess the extent to which the needs of the most vulnerable are being met and that persons are not worse off in the post disaster period.

Gender sensitive indicators are important to the M&E process to measure impacts and changes. These indicators need to:

- Assess whether the intervention has different benefits and impacts for males and females, and if so why
- Assess whether the intervention is bringing about a change in gender relations, how gender relations are changing (positively or negatively), and how this impacts the achievement of overall objectives
- Involve both women and men in developing indicators, and in collecting and analysing information.

Gender-sensitive indicators<sup>19</sup> have the special function of pointing out how far and in what ways the intervention has met its gender objectives and achieved results related to gender equity. It can also alert staff to any unintended consequences of an improvement effort by showing if any aspects of the intervention benefit one gender group more than

another or create or increase negative results for one social group.

## CONCLUSION

Climate change impacts and natural disasters are growing concerns for SIDS in the Caribbean. This is especially so as small islands are more vulnerable because of their geographical location, size and also their environmentally dependent economies. With the intensity of the impact and weather events associated with climate change, disaster risk management is crucial for the prevention of losses, saving lives, livelihood and infrastructure during disasters and post disaster recovery.

Shelter Managers play a crucial role in disaster management, risk reduction and response. For resilience to be best realised, a gender inclusive approach is necessary in disaster response initiatives. A gender lens is necessary to ensure that all vulnerable groups are considered in all stages of response planning and execution. How gender is analysed, how data is captured and used to inform decisions are important to ensure needs are met and limited resources are used effectively.

After this training one can fully appreciate the inclusion of gender and it is hoped that the capacity and skills of Shelter Managers and their Deputy Managers will be increased in planning, implementing, monitoring and evaluating how the shelter is designed and equipped and how services offered will affect persons differently. Shelter Managers however need support through the commitment of disaster management and planning committees and policy makers, as well as gender budgeting to ensure that adequate resources are earmarked for proper gender mainstreaming. It is also hoped that with greater awareness and sensitivity to individual needs, the vulnerable will be served with dignity and respect so that no one gets left behind.

<sup>19</sup> For further reading see: <https://www.usaidassist.org/resources/gender-considerations-monitoring-and-evaluation>

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