

GENDER



PDNA GUIDELINES VOLUME B



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INTRODUCTION

The main goal of conducting a Post-Disaster Needs Assessment (PDNA) is to assist governments to assess the full extent of a disaster’s impact on the country and, on the basis of these findings, to produce an actionable and sustainable Recovery Strategy for mobilizing financial and technical resources. A PDNA is a government-led exercise, with integrated support from the United Nations (UN), the European Union (EU), the World Bank (WB) and other national and international actors. A PDNA gathers information into a single, consolidated report with information on the physical impacts of a disaster, the economic value of the damages and losses, the human impacts as experienced by the affected population, and the resulting early and long-term recovery needs and priorities.

The PDNA Guidelines has been developed to provide technical support to practitioners as they plan for and implement the needs assessment and design the recovery framework. Volume A of this Guidelines provides a general overview of the PDNA framework and process. Volume B provides sector-specific guidance for all the sectors that could potentially be covered by a PDNA, depending on the context and the scale of the disaster. A PDNA, depending on the nature and resulting impact of the disaster, includes a number of sectors and cross-cutting issues (Table 1).

Social sector	Infrastructure sector	Productive sector	Cross-cutting sector
<ul style="list-style-type: none"> • Housing • Education • Health • Culture 	<ul style="list-style-type: none"> • Water & Sanitation • Community Infrastructure • Telecommunications • Transport 	<ul style="list-style-type: none"> • Agriculture, Livestock and Fisheries • Commerce • Tourism • Manufacturing • Macro-Economics 	<ul style="list-style-type: none"> • Gender • Governance • Employment, Livelihood and Social Protection • Disaster risk reduction • Environment

As indicated above, Gender has been identified as an important cross-cutting issue in PDNAs. This is due to the increased acknowledgement that disasters have different impacts on women, girls, boys and men. They face different risks and have different capacities and resources on which to draw to respond and cope. Gender relations tend to be culturally-specific and characterized by unequal distribution and/or access to power and resources, differences in mobility and in the ability to make life decisions and to voice priorities and needs, as well as to explore and use individual potential and capacities.

The aftermath of emergency disaster can present opportunities for new and more progressive gender roles and relationships to emerge: for example, women assume enhanced roles in providing for their families and emerge as leaders and decision-makers in their communities; girls who may not have had a chance to attend school may do so; boys are protected from recruitment or forced labour; and men take on expanded roles in child care.

It is therefore critical that gender is mainstreamed in every step of the PDNA in order to ensure that recovery interventions are relevant, effective and sustainable for women and men of the affected population. Gender mainstreaming ensures that recovery efforts will reduce, rather than reinforce, inequalities by avoiding assumptions, generalizations and stereotypes, and by promoting positive change. Gender-sensitive PDNAs can also increase and broaden ownership and sustainability of recovery initiatives by ensuring greater ownership through equal involvement of the population as a whole.

The Gender Sector Guidance aims to provide practical advice to national and international gender experts participating in PDNAs on how to facilitate the identification and integration of gender equality issues across sectors and across the elements of the PDNA: pre-disaster baseline information, the effects of the disaster, the estimation of the economic value of damage and loss, the disaster's impact on the economy and human development, and identification of recovery and reconstruction needs, including build back better (BBB) and its cost. A draft Terms of Reference for a gender expert for a PDNA is included in Annex 5.

Gender focal points identified from within PDNA sector teams who are responsible for coordinating with the gender expert as well as ensuring gender mainstreaming in sector assessments and reports would also benefit from familiarizing themselves with this chapter. To fully benefit from this guidance and become a valuable resource in the PDNA process, it is obligatory that the gender expert becomes familiar with Volume A of the PDNA Guidelines.

The systematic integration of gender as a cross-cutting issue in PDNAs is a relatively new undertaking. However, the Damage and Loss Assessment (DaLA) methodology of the United Nations Economic Commission for Latin America and the Caribbean (ECLAC)¹, which is incorporated in the PDNA methodology, includes guidance on gender mainstreaming on which this document largely draws on. This guidance should be considered a working document that will be continuously strengthened based on feedback from practitioners and the accumulation of lessons learned and best practices.

The structure of this chapter mirrors the various steps of the PDNA; however, due to the cross-cutting nature of the Gender issue, some steps are more elaborate than others:

- **Section 2** provides an overview of the assessment process, the role of the gender expert, the analytical framework for gender analysis, as well as suggested assessment methods.
- **Section 3** provides guidance on how to develop the pre-disaster baseline gender analysis to inform the gender section of the final PDNA Report as well as to inform the sector overviews and baselines of the social, productive and infrastructure sectors.
- **Section 4** provides guidance on how to define and describe the four dimensions of the disaster effects: (i) damages of infrastructure and physical assets; (ii) economic losses to production, effects on production of services, and access to goods and services; (iii) disruption of governance services and decision-making processes; and (iv) increased risks and vulnerabilities.
- **Section 5** gives guidance on how to estimate the economic value of the effects of the disaster specific to the gender issues, focusing on the change in flows as a result of women's reproductive role.

¹ Often members of the water and sanitation assessment team are drawn from the WASH Cluster created as part of the response to a disaster.

- **Section 6** provides guidance on how to contribute to the analysis of the disaster impact in terms of macro-economic impact and human development impact, looking at the pre-disaster and expected trend for gender equality after the disaster.
- **Section 7** provides a short description of the linkages with other sectors and cross-cutting issues.
- **Section 8** provides guidance on the development of the Gender Sector Report, and how to contribute to the development of the recovery strategies and plans of the additional sectors.

ASSESSMENT PROCESS

MULTI-SECTOR PROCESS

The Gender Sector Assessment is the basis for the cross-sectoral gender analysis. The objective of the gender assessment is to establish a clear understanding of gender issues within the dimensions of the disaster effects and likely impact across all sectors² to inform the recovery strategy and planning. The gender expert will therefore undertake the gender analysis in order to:

- inform and feed into the analysis and recovery strategy and planning of the Social, Productive and Infrastructure sectors to the greatest extent possible;
- develop a stand-alone gender report to be included in the overall PDNA report. The report will primarily cover issues that are not reflected in the sector reports and sometimes also emphasize the main findings related to sector-specific analysis.

ADVISORY, ADVOCACY AND TECHNICAL ROLE OF THE GENDER EXPERT

Throughout the PDNA process, in addition to undertaking an assessment to inform the Gender Analysis, the gender expert should advise and advocate with the identified sector assessment teams to:

- strive for gender balance in the assessment teams;
- appoint a sector gender focal point to coordinate information sharing with the PDNA gender expert;
- promote and facilitate equal opportunities for women and men in the assessment process and all recovery interventions;
- strive for gender balance of key informants with particular expertise relevant to the assessment;³
- consult with affected women, men, boys and girls to identify their needs and priorities through surveys, individual interviews and same-sex meetings;
- encourage and support the participation of women's organizations and networks as well as the government structures responsible for gender/women's affairs and its local-level presence (national gender equality machinery), throughout the assessment process;

² The Gender Expert may have to focus on supporting a few priority sectors to avoid spreading too thin.

³ Providing such guidance and advice at the very start of the assessment would ensure that all sector teams provide the necessary estimations of gender-disaggregated effects and impact for the gender expert to finalize the analysis.

- provide advice and support in the collection and analysis of sex- and age-disaggregated data (SADD) and gender-sensitive information throughout the assessment;
- work with the PDNA gender expert to ensure that all assessment data collection forms, questionnaires etc. are designed to collect SADD, and if tools developed by national stakeholders are used, negotiate revisions to include SADD ;
- refrain from extensive use of collective terms such as ‘households’, ‘families’, ‘Internally Displaced Persons (IDP)’, etc., since these aggregated terms hide important gender differences;
- participate in the PDNA gender training session if planned prior to the assessment.

A gender session should be incorporated into the broader preparatory methodological training for the PDNA and be undertaken by the gender expert. This would provide an opportunity to place the PDNA in the context of existing gender-related legislation and policies, and present evidence of the gender-differentiated impacts from past disasters.

COORDINATION

Upon request from a government to support the PDNA process, the Assessment Team of the government is joined by recovery and technical experts from United Nations, World Bank and the European Union (EU). In some cases, gender expertise is requested in its own merit and in others, support is requested through inclusion into social sectors. Ideally, several Gender Experts led by the government, in collaboration with the United Nations, the World Bank and the EU and the civil society would compose the Gender Sector Assessment Team. The participation of a focal point from the national gender machinery in planning and implementing the assessment process should be actively encouraged. Depending on the context, and if gaps have been found in the data necessary for the assessment, the gender expert could also engage local partners to carry out some aspects of the Gender Sector assessment.

Where a national gender and development coordination mechanism exists, such as a Gender Coordination Group comprised by the national gender machinery, women’s/civil society organizations, multilateral agencies and donors, the gender expert should engage and consult with this group throughout the PDNA process to ensure coordination and alignment with existing national gender equality efforts, policies and strategies. If no such coordination mechanism exists, the PDNA process could be used as an opportunity to promote its establishment.

The PDNA should build on assessments carried out during the humanitarian response phase. The gender expert should draw on information gathered through, for example, the Multi-Cluster/Sector Initial Rapid Assessment (MIRA), secondary data reviews, rapid gender assessments or analyses carried out by other organizations, sectors etc. Pending on the context, the gender expert, in coordination with the PDNA Team, needs to establish linkages with the national humanitarian coordination mechanism.

ANALYTICAL FRAMEWORK – GENDER ANALYSIS

During a disaster, as well as during the recovery phase, women often endure extreme hardships such as elevated levels of violence and insecurity, restricted mobility, and additional load in care, domestic and livelihoods activities. Additionally, there is a risk that international relief efforts, based on assumptions of cultural norms and women’s role in society, can increase insecurity and roll back space and rights that women may have previously

enjoyed, for example, by excluding women in decision-making processes related to humanitarian response, which have a direct impact on their own lives and future.

The cross-sector gender analysis combines primary and secondary gender-sensitive information about the pre-disaster situation, the effects and likely impact of the disaster in order to identify gender equality gaps, needs and priorities, which should inform the various elements of the PDNA, in particular, the recovery framework.

A gender analysis examines the relationships, and their inherent inequalities and power dynamics between men and women. A gender analysis also looks at women and men's respective access to and control of resources, their roles and responsibilities in the household and the community, and the constraints they face when interacting with each other due to gender roles and power imbalances. The analysis seeks to identify the specific institutional, economic and the social factors that underlie, support, or influence the situation of women and men and their relationships.

A set of cross-sectoral key questions adapted from CEPAL⁴ (Annex 2) have been identified for information collection of the gender analysis of both the pre-disaster baseline and the effects of the disaster in relation to the PDNA and the development of the Recovery Framework.

It is advisable, to the extent possible, that the information for the Gender Analysis be structured in accordance with the four dimensions and four elements of the PDNA in order to align with the information needs of the other sectors.

The four PDNA assessment dimensions are:

1. Damage to infrastructure and physical assets;
2. Change in flows to production and effects on supply and access to goods and services;
3. Disruption of governance services and decision-making processes;
4. Increased risks and vulnerabilities.

The four PDNA assessment elements are:

1. Pre-disaster situation;
2. Effects of the disaster, including estimation of the economic value of damage and changes in flows;
3. Disaster impact on the macro-economy and human development;
4. Recovery and reconstruction needs, including building back better (BBB) considerations.

This is illustrated in the suggested analytical framework in Table 2, which also includes the indicative questions from Annex 2.

The collected relevant information should be included into either the various sector assessments and recovery plans, or the Gender Sector Report.

⁴ CEPAL, adapted from Socio-Economic Impact of Natural Disasters: A Gender Analysis (2004: p. 21).

Table 2: Analytical Framework for Gender assessment

Dimensions	1 Pre-disaster situation	2 Effects of the disaster including estimation of the economic value of damage and loss	3 Disaster impact on the macro-economy and human development	4 Recovery needs including Building Back Better considerations
General context	Demographics, gender equality context?	SADD on affected population	How are pre-disaster trends toward gender equality and the position of women in society with regard to specific social and economic indicators likely to be impacted due to the effects of the disaster?	
1 Damages to infrastructure and physical assets	What resources (e.g. land, housing, storage, income, money, valuables, livestock, crops, tools/equipment) do men and women use to carry out their activities? Who owns and/or controls the use of these resources?	Have any of the resources owned/ used by men and women been destroyed? Have infrastructure and physical assets of the gender machinery been affected?	Examples of indicators: birth, adolescent fertility rate, death, injury, labour and income (personal and household), employment, schooling, labour market participation, participation in decision making, home and land ownership, debt What are the consequences for women, girls, boys and men of these changes in terms of time-use, foregoing other activities such as education, income-generation, etc.?	Are there any new resources available to women and/or men? Who (men, women, widows, female heads of households) has priority access to these new resources, and what are the effects in terms of power relations, What capacities, skills and knowledge do women and men in the community have?
2 Economic losses to production and effects on the supply and access to goods and services	What were the activities of women, girls, boys or men (productive, reproductive and community work, educational activities) prior the disaster, when (e.g. each day, twice a year, etc.) and where? Which services did women, girls, boys and men use to have access to (including financial, credit, etc.)? Were there differences in access based on gender? Why?	Have the activities of women, girls, boys and men changed since the disaster? Why? Has the production of goods and services that was the responsibility of women been reduced by the disaster? How and how much? What barriers are identified by women and men to accessing services? Examples might include destroyed infrastructure, lack of or unsafe transport, no same-sex service provider staff, cost, etc. What spontaneous recovery activities are carried out by women and men? What priority needs identified by women and men are not being met as a result of the disaster, including access to services?		Can identified spontaneous recovery activities be supported? How? What opportunities are there to develop the existing capacities of women and men? How can needs identified by women, men, girls and boys in the affected population be met?

Dimensions	1 Pre-disaster situation	2 Effects of the disaster including estimation of the economic value of damage and loss	3 Disaster impact on the macro-economy and human development	4 Recovery needs including Building Back Better considerations
3 Disruption of governance services and decision-making processes	<p>Are women and men equally represented in governance and decision-making processes affecting their lives?</p> <p>Are there barriers to women's participation in governance, including civil and political participation</p> <p>What governance mechanisms/capacities are in place to enhance gender equality?</p>	<p>Have the ability of women and men to raise or have representation regarding their concerns and priorities in governance and decision-making processes changed as a result of the disaster?</p>		
4 Increased risks and vulnerabilities	<p>Are there existing structural gender-based risks and vulnerabilities that could be exacerbated by disaster? (e.g. gender-based violence [GBV] trafficking, feminization of poverty, limited mobility, access to services)</p>		<p>Have the disaster increased exposure to GBV (e.g. route to and location of water points and fuel)?</p> <p>Are some groups more affected than others and have limited resources to cope? (pregnant women, elderly women and men, single-headed households female/male/child)</p>	<p>How can further risks and vulnerabilities be mitigated?</p> <p>Are negative coping mechanisms increasing existing structural risk and vulnerability?</p>

ASSESSMENT METHODS

The gender analysis should be based on a mix of methods to collect as much relevant information as possible. The assessment efforts, made clear through the details of the effects of the sectors, are also likely to generate relevant information to be included and relevant for the gender sector assessment.

QUANTITATIVE ASSESSMENT METHOD

Sample survey: Where sufficient gender-sensitive information about the post-disaster situation is not available from either national post-disaster data sets and reports, or humanitarian assessments such as the Multi-Cluster/Sector Initial Rapid Assessment (MIRA), additional detailed data collection methods, such as a rapid household survey based on personal interviews with affected women (and possibly observation) could be considered (an example is provided in Annex 3). To yield the desired results and ensure the reliability of the data and the subsequent findings, due consideration must be made to methodology in terms of questionnaire design, training of interviewers, sampling strategy, etc. It would be required to bring in the necessary expertise (which can usually be found in the Statistical Offices) and knowledge on the national context through, for example, contracting or partnering with local research or academic institutions. A rapid household survey can bring out critical inputs to the cross-sectoral analysis and in particular to the quantification of damage, loss and time use of women relat-

ed to their **productive, reproductive and community responsibilities**⁵ following a disaster. The results of a rapid household survey could also inform the scoping of qualitative methods such as key informants, interviews and focus group discussions. However, due to the level of planning, implementation and information processing time required for a household survey, it may not be possible during the PDNA process. In this case, and where relevant, it could be included in the Gender Sector Report as a suggested recovery intervention, which would allow for further understanding of the impact of disaster on women and inform the longer-term implementation of the recovery framework.

QUALITATIVE ASSESSMENT METHODS

Desk review: It is essential to undertake a desk review to obtain information to mainly inform the baseline, identifying pre-existing gender inequalities and constraints that contribute to the differentiated impact of the disaster on women, girls, boys and men and therefore also gender equality needs and recovery priorities. Reviewing humanitarian assessments of the disaster can also provide important information on disaster effects and already identified needs, which can direct the gender analysis further. Suggested key sources and documents for the desk review are provided below. Country offices of the United Nations, the World Bank and the EU may be able to support the identification of such documentation even prior to arrival of the PDNA team in-country or suggest women's organizations or contacts within the national gender machinery that would be able to supply these.

- Census reports (statistical offices, regional databases)
- Household surveys, time and allocation studies
- Poverty assessment reports (MDG, WB)
- Status of women reports (CEDAW report submissions and shadow reports)
- Human Development Report/Index
- Gender Inequality Index
- Social Institutions and Gender-related Development Index
- National development plans
- National gender policies and strategies.
- Available gender equality studies
- Labour force survey reports
- Special study reports (higher learning institutes, United Nations, national and international Non-Governmental Organisations (NGOs))

⁵ Women's productive role refers to work for pay in cash or kind. It includes both market production with an exchange-value, and subsistence/home production with actual use-value, and potential exchange-value. For women in agricultural production, this includes work as independent farmers, peasant wives and wage workers.

Women's reproductive role refers to childbearing/rearing responsibilities, and domestic tasks performed by women, required to guarantee the maintenance and reproduction of the labour force. It includes not only biological reproduction, but also the care and maintenance of the work force (male partner and working children) and the future work force (infants and school-going children).

Women's community role refers to activities undertaken at the community level, as an extension of their reproductive role, to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care and education. This is voluntary unpaid work, undertaken in 'free' time. Adapted from 1998 ILO/SEAPAT's OnLine Gender Learning & Information Module.

- Sector reports, industry reports
- Disaster management/emergency documents, legislation, plans and guidelines
- Vulnerability and Risk Assessment and Mappings
- Humanitarian assessments, SitReps surveillance reports (e.g. MIRA)

Key informant interviews: The assessment of the disaster effects structured interviews with key informants on gender equality issues would include government counterparts from the national gender machinery, women’s organizations, donors, and members of national gender coordination mechanisms. Also include in-country gender experts from World Bank/United Nations and the EU. UN Women, if present in the country, would be able to support the identification of relevant informants.

The PDNA Gender Team will also undertake field visits to selected affected areas. Key informants here would likely include local departments of the national gender machinery, or the local government institution responsible for social affairs, as well as community-based organizations (CBOs) ideally with a gender equality track record. Women’s organizations will likely be able to support the identification of the latter as well as the identification of, in particular, female community influencers who would be relevant to interview. These could include religious and community leaders (and their wives in case they are male), church groups, midwives and traditional birth attendants, health/social workers, teachers, cooperatives, fishers groups and market vendor associations, etc.

Furthermore, semi-structured interviews or informal conversations with affected households, both male and female members, and in particular female-headed households, should also be prioritized during the field visit in order to gain further insights into the needs and priorities of the affected women and men.

Focus group discussions: It is also advisable to have group discussions with mixed groups or single sex-groups of women and men, including youth and elderly from the affected location. Focus groups concentrate the limited research time, and group dynamics may allow for other topics to be explored from different angles and to provide information to supplement individual interviews.

Observation: Respectful observation during the field visit can also provide important information in terms of the location, roles and activities of women, girls, men and boys.

The gender expert, with the other sector teams, should emphasize the need for gender-sensitive qualitative methods, ensuring women are included in the sector assessments, with particular attention to the time and access constraints of female-headed households, women in minority groups, and women whose cultures restrict male-female interaction. Women may need to interview women. Local leaders may also need to be sensitized on the intent and importance of the consultations.

In regard to approach to data collection, data collection teams should be gender-balanced and as much as possible reflect the make-up of the affected communities in terms of age, ethnic, linguistic and other context-specific population characteristics. Finding adequate numbers of female survey personnel can, however, be challenging in some contexts. Some of the methods used in past PDNAs to overcome this obstacle include:

- utilizing trained male and female community facilitators from ongoing programmes;
- recruiting male and female students from local universities as an exercise to build fieldwork experience;

- creating appropriate work conditions that are socio-culturally acceptable, such as allowing women to work in pairs or groups, to conduct their fieldwork during daylight hours and providing childcare arrangements;
- identifying local women’s groups or CBOs, such as women’s religious or community associations that can do fieldwork in locations closer to their homes.⁶

Ethical Considerations: Following the World Health Organization’s Ethical and Safety Recommendations for Researching, Documenting, and Monitoring Sexual Violence (WHO, 2007), special care should be taken to ensure that the individuals who participate in the interviews were not exposed to further risks while providing information on sensitive subjects, and additional safeguards are put in place when children between 15 and 18 years old are involved. These ethical considerations should be emphasized during targeted training to those involved in data collection, focus group discussions, and in-depth interviews, as well as throughout the data collection process.

OUTPUTS

Depending on the context and resources available, the gender expert has the following three outputs/deliverables in the PDNA process:

- facilitation of consultation of PDNA sector teams with national gender machinery and women’s organizations throughout the PDNA process to ensure that gender considerations are duly incorporated and addressed;
- a cross-sectoral gender analysis to inform sector assessments and recovery plan as well as the Gender sector report. This is a background document and may not be a final complete product but rather, a collection of data, information and analyses, which is shared throughout the assessment process with the relevant sectors as the information is retrieved and analysed;
- a brief gender sector report and sector recovery plan with targeted interventions (approximately 5 pages). This report includes main findings from the gender analysis and the estimation of the economic value of damage and loss related to women’s productive and reproductive roles. This report also includes key recommendations for the recovery planning including gender equality-related targeted interventions for the short, medium and long term that address the needs and rights of women and girls in particular, and that may not be sector-specific, and therefore not included in the sector reports.

⁶ The World Bank, partly adapted from *Guidance Notes on Gender and Disaster Risk Management* (2012).

KEY ACTION POINTS

Below is an overview of the various elements or steps of a PDNA process and indicative actions for the gender expert (Table 3)

Table 3: Elements or steps of a PDNA process and indicative actions for the gender expert

Phases of PDNA	Action Points
Planning	<ul style="list-style-type: none"> • Incorporate requirements for sex-disaggregated data collection, gender-sensitive analysis and sector gender focal points into the PDNA's guiding principles, scope, Terms of Reference and budget.
Coordination/Consultation	<ul style="list-style-type: none"> • Identify gender focal points in all sector teams and agree on meetings frequency, means of communication, need for support etc. • Identify and connect with relevant gender stakeholders from the government, civil society, donors and United Nations organizations (e.g. through a national gender coordination mechanism). • Distribute sector notes to relevant sectors.
Training Workshop	<ul style="list-style-type: none"> • Promote the participation of gender stakeholders in the PDNA Training Workshop. • Provide gender training session to entire PDNA Assessment Team and possibly provide separate orientation on gender to gender machinery/women's organizations, UN Women colleagues, and/or gender focal points for sectors.
Baseline	<ul style="list-style-type: none"> • Undertake desk review and consultation with gender stakeholders. • Develop a pre-disaster cross-sectoral situation analysis of women and gender. • Disseminate relevant findings of gender baseline to sector teams.
Field visit	<ul style="list-style-type: none"> • Work with gender stakeholders to identify relevant key informants including for the various sectors. • Provide support to sector teams on consultations with women and on the identification of female key informants including SADD and gender aspects in questionnaires, interview guides, forms. • If possible, carry out a rapid household survey. • Set up focus groups and conduct interviews with key informants where possible.
Assessment of Disaster Effects	<ul style="list-style-type: none"> • Develop gender analysis based on field visits, surveys, sector assessment information. • Share sector-specific findings to sector teams and collect information from them.
Estimating the Value of Disaster Effects	<ul style="list-style-type: none"> • Estimate the value of the effects on reproductive work. • Provide support to calculating the value of disaster effects in targeted sectors in coordination with social, productive and infrastructure teams.
Disaster Impact	<ul style="list-style-type: none"> • Identify the gender dimension of disaster impact (mainly on human development). • Provide guidance on the inclusion of gender-sensitive indicators and findings from the gender analysis in the human development Impact analysis.
Recovery Strategy and Plan	<ul style="list-style-type: none"> • Based on analysis of needs, elaborate sector-specific report with prioritized, targeted gender equality activities that addresses the needs and right of women and girls in particular, including Build Back Better, and provide related cost estimates. • Provide technical support to gender mainstreaming in sectors and an overall recovery and reconstruction plan.
Stakeholder Consultations	<ul style="list-style-type: none"> • Support the national gender machinery and/or women's organizations to provide inputs/statement on the recovery framework. • Promote and facilitate the inclusion of the national gender machinery and women's organizations in the consultation on the recovery framework.



PRE-DISASTER SITUATION

The pre-disaster situation is an essential part of the cross-sectoral gender analysis and is based on the desk review. In order to understand gender dimensions of the effect of the disaster and in order to ensure sustainable and inclusive recovery in general and for BBB in particular, it is crucial to understand the situation prior to the disaster. This should include the underlying causes of vulnerability to hazards and the existing physical, political and socio-economic factors, including gender and other inequalities that limit the ability of women and men and sub-groups of the population to respond to and cope with a disaster. Below are some examples of issues that could be included in the pre-disaster situation analysis to help answer the questions of the Gender Analysis (Table 4). It is structured in accordance to general context and the four dimensions⁷ of the PDNA. When SADD is not available, the analysis will depend more on qualitative secondary information from the desk review. Findings should be shared with the relevant sectors.

⁷ Infrastructure and assets, production and delivery of, and access to goods and services and access to goods and services, governance and decision-making processes, and vulnerability and risks.

Table 4: Pre-disaster Baseline Information

Context
<ul style="list-style-type: none"> • composition of population by sex (age, ethnicity, indigence, religion, vulnerable groups, poverty, literacy, education, and intersections e.g. feminization of poverty); • women's fertility rate, birth rate, death rate by sex, female/male life-expectancy at birth, female/male malnourishment; • total households and distribution of household headship (single, female, male, child), average family size and total and differentiated household income, household food security: consumption patterns, responsibility for household food security, responsibilities assigned to household (in particular women) for family health care; • power relations within the household (i.e. decision-making processes, who controls the use of money and resources, bargaining power and intra-household distribution of resources); • roles of women and men in the community's disaster prevention and preparedness efforts; • the gendered context and status of gender equality in the country/affected areas, context-specific gender-based discrimination and particular disadvantages facing women and girls.
Infrastructure and physical assets
<ul style="list-style-type: none"> • housing arrangements (urban and rural) and living conditions by sex; • official and traditional ownership/ inheritance arrangements/practices of land, housing, productive resources; • community spaces/facilities and their use by women and men; • existing infrastructure/assets for care of children and the elderly, and their use.
Production and access to goods and services
<ul style="list-style-type: none"> • formal and informal economic activities (job, income, employment and unemployment levels) by sex • roles and responsibilities (division of labour) of females and males (including micro-businesses/backyard production) and daily time-use patterns of women and men for productive, reproductive, and community activities; • access, control and use of resources: who owns (controls) and who has access (uses) including land and land tenure patterns by sex, including procedures for acquiring access to other natural resources (rivers, forests, etc.); • practices and norms that regulate the mobility of females and males, and either facilitate or prevent access to resources, such as education, employment, credit and control of productive resources such as land; • women and men's access to and use of credit, saving schemes and other micro-finance services through credit-lending agencies (banks, credit union, co-operatives, etc.); • access to and provision of health care, reproductive health care, pre-natal and post-natal care, and infant and elderly care, common health problems of women and men; • description and numbers of users of education systems by sex, education levels, functional literacy levels, girls/boys (disaggregated by age groups) school enrolment and dropout rates, education and training institutes to which women and men have access; • access to potable water and sanitation, electricity, telephone, transportation by women, girls, boys and men; • access and participation of women and men in ongoing livelihood programmes, training, food-for work, extension services, etc.

Governance and decision-making processes

- legal/regulatory/policy frameworks related to women's rights and gender equality including any discriminatory laws/regulation and/or practices;
- policies and laws that govern national disaster preparedness, mitigation and response and their gender responsiveness;
- government structure responsible for gender/women's affairs and local presence (national gender equality machinery), women's organizations, non-governmental and community-based organizations (NGOs and CBOs) and their engagement and capacity in promotion of gender equality and women's rights;
- organizations at the national, regional and community levels responsible for prevention, emergency and rehabilitation activities and their capacity/frameworks for gender equality;
- participation and leadership roles of women and men in local, regional and national governance, sex ratio of registered voters;
- customary institutions and arrangements for decision making at the local level and the participation/leadership of women and men;
- main means of communication within the communities and access of women to information, popular modes of communication for women in communities (radio, cell phones);
- type of social security system and male/female/household entitlements and use.

Vulnerability and risks

- prevalence, types and trends of SGBV, including trafficking, child labour, transactional sex, prevalence and nature of any harmful cultural practices (e.g. early marriage, female genital mutilation, widow cleansing);
- services available for female and male survivors of SGBV;
- unpaid work trends by sex;
- rate of very young (under 15 years) and older persons (65 years) by sex;
- migration patterns by sex, cause;
- people – disaggregated by sex and age – with a physical/mental disability;
- common negative coping mechanisms to crisis, food insecurity by sex;
- excluded and/or disadvantaged groups (minorities, people living with HIV/AIDS) by sex.

Source: Adapted from Deare, Fredericka, 2004; Savitri Bisnath, Ricardo Zapata, ECLAC, 2007; IASC, 2009.

ASSESSMENT OF DISASTER EFFECTS

This section highlights key issues as well as questions useful for guiding the information gathering and gender analysis of the effects of the disaster. The effects (quantifiable and non-quantifiable⁸) identified should again be described as the changes in the four PDNA dimensions.⁹

DESTRUCTION OF INFRASTRUCTURE AND PHYSICAL ASSETS

Attention should be given to identify gender issues in regard to access, ownership, control and use of physical, natural and financial assets that may be crucial to have an adequate overview of how the livelihoods and food security of women and men are affected by loss of property, productive resources and communal infrastructure.

When collecting information on destruction of infrastructure and physical assets, either through the sector-specific assessments or the gender assessment, issues pertaining to gender dimensions include the following:

Ownership of land and housing: Women's share of household wealth may not be formalized. Formal, informal and traditional land tenure practices and inheritance rights may be disadvantageous to women, including widows, women in polygamist relationships or female-headed households, who may not have formal ownership of their land and/or houses. Women's rights might also deteriorate if husbands have died during the disaster and ownership is patrilineal. Due to informal marriages, polygamy, lack of knowledge about how their partners acquired the land and the variety of types of land tenure, female heads of households are extremely vulnerable to losing their right to their land. Such issues must be identified so that specific arrangements are put in place for women, and in particular, widows and minors to claim property and land (UNDP and UNISDR, 2010).

Productive assets: Women may lack ownership of their productive assets either or use different productive assets than men for their activities. Productive assets used for activities in the informal sector and for subsistence farming must also be assessed. Often women may operate micro- and small enterprises from their homes to supplement family food and income. The corresponding activities in the agricultural sector are known as the backyard economy.¹⁰ The gender expert must coordinate with the relevant sectors in order to ensure that destruction of productive assets such as home-based business equipment and production tools as well as backyard economy assets such as chickens, pigs and other small animals are considered in the assessment.

Communal spaces: The identification of communal spaces such as markets, childcare centres, wells, and gathering spaces also require consultation with women and men. Community ownership of replanted trees, communal infrastructure, etc. must comprise management arrangements that include women and men equally.

⁸ Some effects are not quantifiable in monetary terms but are relevant for providing a full picture of the human development impact and to inform the process of estimating needs (quantified as investments or resources required to compensate for those effects)

⁹ Infrastructure and assets, production and delivery of and access to goods and services, governance and decision-making processes, and vulnerability and risks.

¹⁰ ECLAC, Handbook for Estimating the Socio-economic and Environmental Effects of Disaster(2003).

Table 4: Pre-disaster Baseline Information

Additional key issues to consider:
<ul style="list-style-type: none">• damage to economic sectors (agriculture, industry, tourism, fisheries) and the engagement of women and men in them;• damage/destruction of key economic assets for women and men such as land, markets;• damage/destruction of productive assets used by women and men e.g. livestock, small animals, seeds, tools, equipment;• types of households with damaged assets (female-, child-headed, elderly) and their need for housing assistance (SADD);• women's preferences in regard to housing design and reconstruction and planning and rebuilding of communities, e.g. regarding the location of public areas such as playgrounds and water points;• decline in production of women-owned or operated activities, including crops, arts and crafts, etc.,• enterprises including informal business operations of women and men (artisans, market/street vendors, home-based producers) and other livelihood activities directly or indirectly affected by the damage to community infrastructure;• effects on communal child-caring facilities/playgrounds/markets/urban furniture and the consequences for time use, safety and activities of women;• the roles of women and men in community infrastructure reconstruction/repair and their opportunities to participate in such activities (time and/or childcare constraints and need for compensation);• schools with adequate bathroom facilities within easy reach of girls and boys from the affected areas.

EFFECTS ON PRODUCTION AND SUPPLY OF AND ACCESS TO GOODS AND SERVICES

Due to the time-intensive nature of women's reproductive roles and household tasks, time constraints or 'time poverty' may be major barriers to their access to basic services as well as their engagement in livelihood and economic activities. As a consequence of a disaster, these activities take up even more time and face decline in production and value.

When collecting information on effects on production and delivery of and access to goods and services, either through the sector assessments or the gender assessment, attention should be paid to the following possible gender equality gaps to identify needs:

ACCESS

When evaluating the effect of the disaster on women and men's need for and access to services, consideration on how to ensure access to and adequacy of temporary services while restoring and improving permanent infrastructure and processes should be included.

Simple changes in service delivery such as taking the differentiated needs of women, girls, boys and men into account when deciding on location and operating hours of, for example, health clinics, providing safe transportation, ensuring female staff among service providers and providing childcare arrangements, can facilitate increased access to and adequacy of services. Other considerations may be cultural norms dictating that women and children must be accompanied by a male relative. Death, injury, displacement and migration caused by or resulting from the disaster may also result in a change in household composition. Since women and men may have different mobility and levels of access to and control over income, specific attention must then be paid to access to services of households newly headed by women, elderly or children.

Women's saving and credit arrangements may differ from that of men and may also include informal arrangements (ECLAC, 2003). Inquiries into the types of formal and informal saving and credit arrangements existing before the disaster and the access and use by women and men should be undertaken. If the use by women and men is differentiated, it would be important to establish the reasons and how access after the disaster can be promoted or enabled.

Additional key issues to consider:

- the direct and indirect financial costs of the disaster on households, in particular female-headed households, which could impede access to services;
- changes in school attendance rates of girls and boys in elementary and/or secondary schools due to work or safety;
- changes in access of women and men to water, sanitation, markets, workplaces, health facilities changed and consequences in terms of cost, access, time-use, and safety issues;
- processes and rights that women and men engage in to attain formal documents, including identification documents and land deeds lost in the disaster as well as registration of post-disaster births, deaths and marriages;
- need, access and participation of women and men in new assistance, housing and livelihood programmes;
- provision of adequate and up-to-date information through accessible channels to women and men regarding their homes, communities, family members, services offered, etc.

PRODUCTION

Women are highly engaged in subsistence farming (backyard economy) or the informal sector through micro-enterprises. The loss of assets and crops, decreased demand or increase in reproductive and community work as a consequence of the disaster may directly affect income and food security. Loss of income earning family members may also have this effect and increase vulnerability. The assessment can help identify how the gendered division of labour may lead to a differential impact on women and men due to their different representation in various sectors; for example, women may be predominant in service sectors such as tourism where demand for services is likely to decrease after a disaster.

Additional key issues to consider:

- the effects on employment and occupations that are predominantly or exclusively male or female in terms of loss or partial loss of income/livelihoods/subsistence activities;
- the interruption to seasonal crop cycles and other income-generating activities and in what direct and indirect ways women and/or men were involved in these sectors;
- women and men's post-disaster time-use patterns and increase in unpaid reproductive and or community work and effect on productive work/income;
- the permanent or temporarily loss of livelihoods;
- short- to medium-term income-generation strategies and needs of women and men;
- the required needs for additional and targeted assistance for women and men in terms of livelihoods;

EFFECTS ON GOVERNANCE AND DECISION-MAKING PROCESSES

When collecting information on effects on governance and decision-making processes, either through the sector assessments or the gender assessment, attention should be paid to possible gender equality gaps to identify needs:

Governance systems reflect the power dynamics in a society and, therefore, often determine citizens' ability to access services, resources, to mobilize and to speak out. Gender relations and women's realities often limit wom-

en’s ability to negotiate with the state including through civil society organizations. Factors obstructing women’s ability to benefit from the recovery process and outcomes, to build capabilities and to exercise their rights include discriminatory practices, gender-based violence (GBV), and women’s lower literacy levels. These structural barriers are often deepened by non-responsive legal systems, ineffective public policy design, inadequate service provision and investments.

Disasters can exacerbate these barriers and create new ones. To remove these obstacles, meaningful and active participation by women in planning and other decision-making processes must be promoted actively, and women’s needs, interests and priorities concerning service delivery and institutional arrangements, policies and procedures included in the recovery framework. Disasters also provide an opportunity to build back better. The assessment can help identify how government functions and services can be improved so as to respond to inequalities, addresses imbalances in programming and investment, and eliminates biases in public policy and processes that deepen exclusion of women.

Additional key issues to consider:

- effects on the capacity of the national gender machinery to manage its functions or other government structures responsible for gender/women’s affairs and its local presence, if for example, there is no Women’s Affairs/Gender Equality Ministry/Commission/Office;
- effects on the capacity of the national gender machinery and women’s organizations to engage in the humanitarian response and recovery process;
- additional capacities to enhance gender equality brought to the disaster response through international aid agencies, which can be used to ensure a gender-responsive recovery process;
- equal consultation and participation of women and men in the post-disaster recovery decision making;
- effects on customary institutions and arrangements for decision making at the local level and opportunity for strengthened engagement of women.

VULNERABILITY AND RISKS

Gender equality issues should be considered when collecting information on effects on vulnerability and risks, either through the sector assessments or the gender assessment. Due to structural inequalities such as gender based discrimination and feminization of poverty women often are among the most vulnerable prior to the disaster. Vulnerability due to gender inequality may be compounded due to intersection with other factors of exclusion and discrimination such as poverty, age, gender identity and sexual orientation, ethnicity, religion, caste/class and HIV/AIDS. Such intersection can further influence the capacities and social and economic resources available to cope with and recover from disaster and enhance vulnerability. Disadvantaged groups, and particularly women and girls within them, are therefore often more severely affected by the disaster, but also tend to remain invisible in post-disaster and recovery efforts, which create new or enforce existing risks and vulnerabilities due to lack of access to services and information. For example, ethnic minorities and indigenous communities tend to live in remote regions with poor accessible roads or on marginalized land with high exposure to disasters. Often, their livelihoods are heavily reliant on natural resources and consequently, their needs and priorities after a disaster may be different from the general population and they may not be able to access available services. Even in societies where there is no visible discrimination of sub-groups, disasters and competition for resources in the aftermath of a disaster can dramatically change the social and cultural roles of different sub-groups within a society.

Additional key issues to consider:

- changes in the practices, norms and regulations that contribute to vulnerabilities experienced by women and girls, e.g. customary norms preventing women from access to, and control of, credit and property;
- accessibility of services for pregnant and lactating women;
- availability and access to services to address the distinct psychological needs of women, girls, boys and men;
- changes in prevailing attitudes and cultural norms and practices that could constrain women's participation in recovery efforts and limit their well-being;
- food insecurity of older women and men living alone, female or child-headed households, etc. that have lost or have reduced livelihoods;
- social exclusion or lack of access of certain groups to service provision;
- lack of access to information about assistance and services;
- increase in gender-based violence (GBV) and provisions in place to prevent and respond to GBV, including shelters;
- orphaned/unaccompanied boys and girls;
- spontaneous recovery efforts of vulnerable groups and opportunities to facilitate and enable their participation in early recovery activities;
- households that have lost their primary or sole income earner (SADD);
- negative coping mechanisms such as:
 - distress sales or consumption of assets (e.g. seeds, food stocks, livestock and fishing and forestry equipment);
 - reduced food consumption by women, men, girls or boys of certain ages increased intra-family dependence due to lost employment compounding existing power imbalances within households
 - increased migration;
 - transactional sex;

ESTIMATING THE VALUE OF THE EFFECTS OF THE DISASTER

To estimate the value of the effects of the disaster, the PDNA calculates the total or partial destruction of physical assets and infrastructure in the affected areas, i.e. damage. It also calculates the changes in economic flows arising from the disaster, which continue until the achievement of full economic recovery and reconstruction.

Calculation of the value of damage and changes in flows is undertaken by the sectors and should be disaggregated by sex and age (SADD) when possible and where relevant. The gender expert should work with the sector assessment teams to ensure that a gender analysis is undertaken as far as is possible in regard to damage to infrastructure and physical assets as well as changes in production flows when considering these estimations.

Specific sector guidance is included in Annex 1. for the Agriculture, Livestock, Fisheries and Forestry Sectors, for the Health Sector, and for the Livelihoods Sector, which provides more detailed information on gender dimensions of the estimation of damage and losses related to the sectors.

Economic value of changes to production and access to services and goods

The gender expert should work with the sector experts to ensure sector estimations consider the following key issues:

1. **Changes in the patterns of women's productive employment outside the home.** "This refers to the temporary loss of a paid job that a woman holds outside her home, whether its nature is domestic, industrial or commercial or, for that matter, technical, professional or executive. Such temporary unemployment stems from damage caused to formal production systems, and its duration will depend on the time needed to re-establish or reconstruct them (ECLAC, 2003: 48)." An example could be the temporary loss of a job in the tourist sector due to less demand for services as a consequence of the disaster.
2. **Changes in women's household production and income.** This relates to the temporary loss of production and income from women's home-based income-generating activities, such as the backyard economy and of small and micro-businesses run by women from home. An example would be lost income due to destroyed fruit trees temporarily impeding home-based jam production. The estimates of the backyard economy and the related recovery time should be undertaken by the housing or agriculture experts with support from the gender expert. Losses in production in formal and/or informal small and micro-enterprises should be assessed by the commerce/industry expert with support from the employment and livelihoods expert, in regard to the related temporary employment or income loss, as well as the gender expert. A survey with affected women such as in Annex 3 can help ensure that all aspects of the backyard economy are taken into account (ibid).
3. **Other changes in financial flows.** This relates to losses stemming from outstanding debts or loans of women. The loss or damage of goods purchased through formal or informal credit should be included under damage of property and or housing. However, in addition, there may be penalty interests for late payment due to temporary decrease in income because of the disaster or higher interests for refinancing the debt and additional funds replace the lost goods (ibid). Another aspect of changes in financial flows is the possible loss of women's access to social welfare schemes following the death of her husband if the social security entitlement is under the name of the male head of household.

4. Furthermore, there could be other direct and indirect financial losses due to the disaster effects on the households, in particular female-headed households, such as:
 - loss due to changes in school attendance rates of girls and boys and due to work, safety or additional transportation costs for school attendance further from home;
 - transportation costs related to changes in access of women and men to water, sanitation, markets, workplaces, health facilities;
 - costs related to attaining formal documents, including identification documents and land deeds lost in the disaster as well as registration of post-disaster births, deaths and marriages.

Changes in women's reproductive work

In addition to these three areas, there are losses that only affect women due to their reproductive role. This estimation is not included in other sectors and should be undertaken by the gender expert with support from damage and loss experts on the PDNA team. Under normal circumstances, women's share of unpaid reproductive work is more than 3 times that of men, and this burden is always greatly increased following a disaster. This entails a high opportunity cost in terms of lost income as the reproductive work prevents women from spending time on income-generating activities or paid work (ECLAC, 2014; 256). To fully capture the cost of a disaster on women, it is therefore necessary to quantify this additional unpaid workload in monetary terms. Estimates of the increase of women's reproductive work should be made based on the change compared to the pre-disaster situation. There may be variations in type of activities and time-use for urban and rural areas, etc. It is therefore important to base estimates on sample surveys and/or interviews with affected women and key informants, as discussed below:

If no such quantitative information is available, data can be obtained from a sampling of affected women; failing this, one may assume that they dedicate at least eight hours a day to this unpaid work. Later it will be necessary to determine the new pattern of reproductive activities that women have to perform as a result of the disaster, based on either representative samplings or, if this is not possible, estimates. In addition to the usual baseline activities cited previously, this assessment should consider that women have assumed new activities connected with the performance of emergency-related tasks, rehabilitation and reconstruction, and that other activities they performed previously will now take longer. Typical examples of reproductive tasks during the post-disaster stages are volunteer work in refugee camps and time spent queuing to receive food. When gauging the increased time devoted to household work one should include the additional time spent hauling water and collecting firewood because usual sources have been damaged or curtailed; collectively preparing meals in refugee camps; caring for children whose schools have been closed; purchasing goods that require transport along roads in bad state of repair; and so forth. By comparing the time dedicated to reproductive work, in the post-disaster situation with the normal or baseline situation, it is possible to determine the additional time (with the appropriate disaggregation's or specialization's) women spend in reproductive work every day due to the disaster (ECLAC 2003: 48).

The additional time spent every day should be multiplied by the estimated duration of the abnormal situation. This should then in turn be multiplied by an hourly rate for reproductive work. It is suggested that the hourly rate used for reproductive work be based on the hourly rate for community, social and health services, or personal services in the affected context.

A simplified example is shown in box below:

A simplified example for estimating rates of reproductive work

$$\begin{aligned} &\text{Number of hours of additional reproductive work per day compared to the pre-disaster situation} \\ &\quad \times \\ &\quad \text{Number of days until recovery to pre-disaster situation} \\ &\quad \times \\ &\text{hourly rate for reproductive work based on hourly rate for community/social/health services} \\ &\quad \times \\ &\quad \text{Number of affected women} \\ &\quad = \\ &\text{Total economic loss due to increase in women's reproductive work due to the disaster} \end{aligned}$$

However, it is important to avoid double counting. In cases where women are forced to perform reproductive work on a temporary basis instead of continuing their normal productive work due to crisis, only the temporary loss of paid work should be included in the calculation of loss. This is because the value of the lost income is likely to be higher than the value of the increase in reproductive work (ECLAC, 2003: 48).

Economic value of changes to governance

Key issues to consider in terms of losses due to changes in governance include:

- cost for increased coordination and capacity needs of the national gender machinery to manage its functions, or other government structures responsible for gender/women's affairs and its local presence, for example, if there is no Women's Affairs/Gender Equality Ministry/Commission/Office;
- cost for increased coordination and capacity needs of the national gender machinery and women's organizations to engage in the humanitarian response and recovery process;
- cost for increased coordination and capacity needs to ensure consultation and participation of women and men in the post-disaster recovery decision making.

Economic value of increased risks and vulnerabilities

Key issues to consider in terms of estimating losses due to changes in risks and vulnerabilities include:

- costs of increased accessibility of services for pregnant and lactating women;
- costs of services to address the distinct post-disaster psychological needs of women, girls, boys and men;
- cost of targeting the food insecurity of elderly women and men living alone, female- or child-headed households, etc. that have lost or reduced livelihoods;
- cost of increased GBV prevention and response services, including shelters;
- cost of care for orphaned/unaccompanied boys and girls;
- cost of targeted assistance to households that have lost their primary or sole income earner (SADD);
- cost of mitigating negative coping mechanisms.

ASSESSMENT OF DISASTER IMPACT

The Impact Assessment undertaken by the PDNA Team estimates the Social and Economic Impact of the event at both the macro and at the micro level. The economic and human impact analysis identifies the gap between the pre-disaster scenarios in terms of economic and human development indicators (i.e. variables to be used in the assessment, such as Gross Domestic Product (GDP), Balance of Payment, fiscal impact, price fluctuations on the economic side, and poverty, employment and personal and household income and other human development indicators in terms of health, nutrition, education, access to social services, gender equality, social development goals) and their evolution in the post-disaster scenarios. It is based on the assessment of the disaster effects, sector development plans, lessons from past experiences and the emerging concerns that derive from the events. The analysis of the impact of the disaster provides the medium and long-term projection of the effects on the sector. The impact analysis forms the basis of defining the recovery and reconstruction strategy.

The gender expert can contribute to the analysis of the human development Impact by ensuring that assumptions used to forecast human development performance into the future take into account gender equality trends.

For example, disasters can have long-term and cumulative implications on the education of girls in the affected communities. Since disasters often erode the resource base of households, boys' education might be prioritized over girls' education. Discrimination against girls in education, compounded by existing inequalities in access to resources and economic empowerment can consequently seal the future socio-economic status and the resilience of the next generation of women to disasters. The gender expert can try to bring these aspects into the assessment. The gender expert can provide the additional sector teams with trends on past performance related to gender equality in general and for the individual sector if information is available that can then inform the forecasts of impact of the disaster for the individual sector. The gender expert should work closely with the rest of the PDNA Assessment Team to ensure the baseline and trends for gender inequality are taken into account. Examples of measures of gender equality related human development indicators which the gender expert can refer to, if country specific data are available, are:

- The Gender Inequality Index
- Global Gender Gap Index
- Trends of Millennium Development Goals 3 and 5
- Poverty index
- Minimum Set of Gender Indicators¹¹
- The Women's Empowerment in Agriculture Index.

¹¹ <http://genderstats.org>

CROSS-SECTORAL LINKAGES INCLUDING CROSS-CUTTING ISSUES

As a cross-cutting sector, gender is to be mainstreamed across all other sectors. Additionally, gender intersects with all other cross-cutting issues and sectors of the PDNA. The gender experts, through the gender sector focal points, will continuously share findings and encourage inputs from the sectors, including from other cross-cutting sectors, into the gender analysis.

THE SECTOR RECOVERY STRATEGY

SECTOR RECOVERY VISION

The vision describes the desired long-term recovery outcome in a sector, which should include measures to improve sector performance and to build resilience. The Gender Sector Recovery vision should be based on the country's existing gender equality policy or strategy, the post-disaster conditions and discussions with the national women's machinery and women's organizations.

The development of the overall as well as sector-specific recovery strategies must also be relevant to women's realities, which can be achieved by including the national gender machinery and women's organizations in the formulation and, if available, taking national gender policies and strategies into account. The gender expert can furthermore provide sector-specific objectives of the national gender equality policy and/or strategy to sector assessment teams as well as identify gender equality references in the sector-specific development plans, policies and strategies, if any, for inclusion in the formulation of sector visions.

STAKEHOLDERS' CONSULTATIONS

The gender expert should consult with relevant stakeholders, including the national women's machinery, in particular on data collection, gender analysis and development and implementation of the recovery strategy. Women's groups and community organizations should also be included in both the data collection and analysis. These groups have knowledge of and credibility within the communities as well as networks and insights that can facilitate gender analysis and identification of strategic entry points to empower women. Women's groups may also be able to assist in identifying hidden needs that women and men themselves may not raise in front of foreigners, outsiders or indeed among themselves, such as those related to reproductive health, personal hygiene and sexual violence in societies where the survivors are stigmatized or even ostracized for having suffered this crime. Women and girls' experiences, needs, priorities, concerns and capacities tend to be marginalized in assessment processes for a variety of reasons, including political, structural and cultural discrimination. Women's inclusion must, therefore, be sought proactively.

The gender expert should facilitate the connection between gender stakeholders and the rest of the Assessment PDNA team throughout the PDNA process as part of the assessment. This includes providing suggestion for key informants including in the affected areas. If relevant, the gender expert can also advise national gender stakeholders on how to advocate their inclusion in the process and the subsequent recovery and reconstruction phase, such as requesting meetings with key government actors, drafting position papers and open letters in the press, etc.

RECONSTRUCTION AND RECOVERY NEEDS, INCLUDING BUILDING BACK BETTER¹²

The gender analysis will bring out gaps and needs that are sector-specific as well as cross-cutting. The gender expert should work with the sector assessment teams to integrate the identified sector-specific gender needs into their respective sector plans and suggest targeted gender equality interventions to address the cross-cutting needs in the Gender Sector Plan.

BUILDING BACK BETTER

The aftermath of an emergency and the early recovery phase can present opportunities for new and more progressive gender roles and relationships to emerge. Seizing the opportunities that an emergency and early recovery can offer requires recognition that women and girls – like men and boys – possess skills and capacity to prepare for, respond to and recover from crises.

Building Back Better (BBB) concerns not only rebuilding and improving infrastructure, restoring systems and promoting resilient livelihoods, but also to seizing the opportunities to rebuild in a way that is inclusive of women, girls, boys and men from the affected population. Recovery provides an opportunity to influence the direction of development patterns that, prior to the disaster, may not have placed enough attention to gender equality and women's empowerment. The gender expert can identify opportunities to improve pre-disaster conditions through recovery interventions.

BBB could include strengthening the capacity of the governments and communities to build resilience to and reduce the risk of future disasters. If relevant, a gender-targeted intervention could be included to strengthen gender mainstreaming in the implementation of the government's commitments under the Hyogo Framework of Action (HFA). The HFA includes provisions in relation to gender equality and empowerment of women in the context of Disaster Risk Reduction (DRR). The Framework states that a "gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes including those related to risk assessment, early warning, information management, and education and training (HFA, 2005: 4)."

BBB considerations, which should be highlighted with the additional sectors, must include how restoration, replacement and compensation of lost assets and damages can decrease existing gender-based inequalities and make the sector more inclusive of women by taking into account the gender-differentiated needs identified in the assessment.

THE SECTOR RECOVERY PLAN

For the gender sector recovery plan, following the four dimensions of the PDNA, identify key outcomes, outputs and interventions that relates specifically to the gender sub-sector and are not included in other sectors. There should be constant consultations and communications with the other sectors in order to avoid contradictory recommendations, gaps or overlaps.

If important sector-specific gender issues have been identified that have not been included by the sector assessment team in the recovery plan, these can also be highlighted here. Then, prioritize and sequence needs over time (in the short, medium and long term), and distinguish those interventions that are related to restore/resume from BBB interventions. The recommended gender equality-targeted interventions should focus on a limited

¹² Need for BBB-related activities should be aligned to or informed by pre-existing national gender equality strategies.

number of strategic and realistic actions that will have the widest potential impact on the disaster recovery of affected men, women, boys and girls. These choices should be made based on available resources, partner government capacity to implement, and the socio-cultural context.

Depending on the context, examples of interventions that are not sector-specific:

- providing the national gender machinery with capacity and resources to engage in the implementation of the recovery phase;
- carrying out national household/time-use study for in-depth analysis of the differential effect of the disaster on women and men;
- strengthening national capacity and systems for data collection to ensure SADD;
- strengthening participation of women in disaster management decision making at all levels;
- revising the National Disaster Plan to include provisions on gender equality;
- promoting changes in discriminatory laws and practices, e.g. of land tenure and inheritance;
- promoting women's participation in the management of community assets and joint ownership or sharing of replaced assets between spouses;
- promoting gender-sensitive, community ownership and management of communal infrastructure
- supporting a national conference for women's organizations on recovery;
- supporting women's organization and participation in decision-making mechanisms in the sector at both national and local levels;
- developing emergency GBV standard operating procedures and a referral system
- campaigning for organization of female informal workers to ensure their entitlements to compensation of lost income;
- supporting gender-sensitive early warning systems;
- implementing recovery work programmes targeting female-headed households;
- supporting spontaneous coping strategies of vulnerable females and facilitate and enable their participation in recovery activities;
- expanding women's employment and work opportunities through training and tailored gender-responsive credit schemes and financial services to recommence livelihood activities;
- revising discriminatory regulations and/or practices affecting the access of women to sectoral services and programmes.

When supporting the sector teams in mainstreaming gender in the sector recovery plans based on findings of the gender analysis, the gender expert should highlight the following points:

- The sector recovery plan should explicitly reflect the sector-specific gender needs identified by the sector assessment as well as the gender analysis.

- Outcomes, outputs and indicators, and interventions of the Recovery Plan and the Monitoring Plan should specify beneficiaries and participants by sex and age.
- Constraints on women’s independence, time, mobility and security that may impede their participation in interventions should be taken into account in design of interventions as well as their costing.
- Specific gender-targeted actions responding to the particular needs or problems facing women or men in the sector should be included in the Recovery Plan.
- Activities must be included that focus on strengthening national and local capacity and systems of line ministries and institutions to collect SADD and mainstream gender in strategies, preparedness plans, services.
- A gender focus should be included in all capacity building activities planned with national stakeholders.
- Resource allocation and goods and services proposed should be analysed with a view of ensuring an equal distribution of benefits between men and women.

COST

The gender expert should draw on the extensive expertise available in the PDNA assessment team as well as use national colleagues and partners when developing cost-estimates for the gender equality target interventions included in the gender sector report. Any assumptions on which the costing-estimates are based should be made explicit, and references used for unit costs for each budget line item. This information can be attached as an annex to the gender sub-sector report.

IMPLEMENTATION ARRANGEMENTS

The gender sector report should, as much as possible, provide recommendations in relation to implementation of the recovery plan on:

- partnerships, coordination and management arrangements to implement recovery for gender equality;
- monitoring tools or considerations, coordination mechanisms and the links to development and humanitarian assistance;
- possible resource mobilization mechanisms;
- the challenges that might be expected in the implementation process for the sector recovery and should be supported with key assumptions and constraints.

The gender expert should highlight with sector teams that the proposed implementation arrangements for the sector recovery plans includes consultation with both women and men and that all proposed mechanisms developed to monitor the implementation and effectiveness of the Recovery plan must: (i) include representatives of women’s organizations/stakeholder groups; and (ii) monitor progress with a view to assessing whether the needs of women and girls are addressed consistently and financed adequately.

All formal mechanisms developed to monitor the application and effectiveness of the Recovery Framework must: (i) include representatives of women’s organizations/stakeholder groups; and (ii) monitor progress with a view to assessing whether the needs of women and girls are addressed consistently and financed adequately.

Monitoring, progress and evaluation reports must include information on how the differential needs of women and men have been met in each sector, area and through each phase. Information concerning challenges to meet these needs should be included as well as measures taken to improve the response.

The communications strategy should emphasize dissemination of gendered information at every stage of the process as well as dissemination methods that allow for a variety of stakeholders to be represented and kept informed.

Additional information sources and guidelines can be found in the annexes to this chapter. Also available in the annexes are checklists for gender-responsive pre-assessment planning, assessment and early recovery and post-disaster recovery planning and an example of a Terms of Reference for a gender expert.

REFERENCES AND FURTHER READING ON GENDER AND DISASTER

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- Guidance Note 1: Making Women's Voices Count in Addressing Gender Issues in Disaster Risk Management in East Asia and the Pacific.
- Guidance Note 3: Gender-Informed Monitoring and Evaluation in Disaster Risk Management
- Guidance Note 5: Integrating Gender Issues in Recovery and Reconstruction Planning
- Guidance Note 7: Making Livelihoods and Social Protection Gender-Sensitive

Guidance Note 8: Gender-Sensitive Post-disaster Assessments

ANNEXES

1. Gender mainstreaming into PDNA sectoral guidelines:
 - Agriculture, Livestock, Fisheries and Forestry
 - Health
 - Employment, Livelihoods and Social Protection
2. Key question to guide cross-sector gender analysis
3. Example of household survey
4. Gender concept definitions
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ANNEX 1. GENDER MAINSTREAMING INTO PDNA SECTORAL GUIDELINES: AGRICULTURE, LIVESTOCK, FISHERIES AND FORESTRY; HEALTH; EMPLOYMENT, LIVELIHOOD AND SOCIAL PROTECTION

INTRODUCTION

Disasters have different impacts on women, girls, boys and men. They face different risks and have different capacities and resources on which to draw to respond and cope. Gender relations tend to be culturally-specific and characterized by unequal distribution and/or access to power, resources and services. There are also differences between men and women in terms of mobility and their ability to make life decisions and to voice priorities and needs, as well as to explore and use their individual potential and capacities. Gender analysis studies the different roles of women and men in order to understand what they do, what resources they have and what their needs and priorities are. It is also important to distinguish between the specific needs of women and men, taking into account different factors within each group (education, wealth, health, ethnic group, etc.). Gender mainstreaming is the process of assessing the implications for women and men of any planned action in all areas and at all levels. It is critical that gender be mainstreamed in every step of the Post-Disaster Needs Assessment (PDNA) in order to ensure that recovery interventions are relevant, effective, and sustainable by identifying and responding to the distinct needs and priorities of women girls, boys and men. Gender mainstreaming ensures that recovery efforts will reduce, rather than reinforce, inequalities by avoiding assumptions, generalizations and stereotypes, and by promoting positive change in facilitating women's access to resources and services and increase their participation in decision-making structures.

GENDER MAINSTREAMING THROUGHOUT THE ASSESSMENT PROCESS

The PDNA Sectors teams should:

- be comprised of both women and men;
- appoint a Sector Gender Focal Point for the sector team to coordinate information sharing with the PDNA Gender Advisor from UN Women, the World Bank or the European Commission.
- take into account the gender mainstreaming guidance provided in this document .
- promote and facilitate equal opportunities for women and men to participate in the needs assessment process and planning of and recovery interventions;
- strive for gender balance of key informants;
- consult with affected women, girls, boys and men to identify their needs and priorities through surveys, individual interviews and same-sex meetings;
- encourage and support the participation of women's organizations and networks and strengthen the government structures responsible for gender/women's affairs and its local presence (national gender equality machinery), throughout the assessment process;
- collect, analyse and use sex- and age-disaggregated data (SADD) and gender-sensitive indicators throughout the assessment and targeting;
- refrain from extensive use of collective terms such as 'households', 'families', 'IDPs', etc., because these aggregated terms hide important gender differences and assess the situation of individual women and men within the households;

- work with the PDNA Gender Advisor to ensure that all assessment data collection forms, questionnaires etc. are designed to collect SADD and, if formats developed by national stakeholders are used, negotiate revisions to include SADD;
- participate in the PDNA gender training session if planned prior to the assessment.

AGRICULTURE, LIVESTOCK, FISHERIES AND FORESTRY: PRE-DISASTER BASELINE INFORMATION/SECTOR OVERVIEW

The sector overview and pre-disaster baseline should be gender-sensitive and the data and information used should be disaggregated by sex and age. When SADD is not available, the analysis will depend more on qualitative secondary information. In this section, strive to include the type of information shown in the Box 1.

Box 1: Context analysis

- The type of information that should be included in a context analysis is as follows:
- number of female-, male- and child-headed households in total and under the poverty line (Special note should be made of households where the male head is absent, but may not define themselves as female-headed e.g. migrated spouse);
- number of unemployed women and men;
- females, males with full-time, secure employment in the sector;
- female, males with part-time, secure employment in the sector;
- females, males engaged in informal income-generation activities (backyard economy);
- females, males with seasonal employment;
- composition of households needing special assistance (i.e. unaccompanied children, widows without families, the elderly, the disabled and men and women, boys and girls affected by HIV/AIDS);
- official and traditional ownership arrangements of land, housing, productive resources as well as heritage practices influencing women and men's access to resources (patrilineal/matrilineal systems, polygamy, treatment of widows)
- number of landless poor by sex;
- number of herdless pastoralists by sex;
- household responsibility for household food security (disaggregated by women, girls, boys and men)
- local cultural food practices for women and men;
- sex- and age-disaggregated calories intake deficit among target men and women, boys and girls;
- overall pre-disaster economic situation of women, men and marginalized communities in the formal and informal agricultural economy;
- existing community-based safety nets (women's groups) .
- a source of income.

Infrastructure and physical assets

- land and land tenure patterns by sex, including procedures for acquiring access to land, and any discriminatory laws, regulations and/or practices affecting the access of women to certain agricultural services;
- resources used (tools, seeds, livestock, storage/market facilities) owned and used by women, men, boys and girls;
- infrastructure and technologies needs of women to reduce their work burden and time poverty (i.e. bridge to reduce time to reach the market or labour- and water-saving techniques such as fuel-saving stoves).

Production and delivery of goods and services and access to goods and services

- literacy levels by sex and age;
- power relations within the household (i.e. decision-making processes, who controls the use of money and resources, bargaining power and intra-household distribution of resources);
- roles, responsibilities and specific skills (division of labour) of females and males (including boys and girls) in agriculture, livestock-keeping, fisheries/aquaculture and forestry (including gardening/backyard production/processing/marketing/vending, etc.) and daily time-use patterns of women and men in the sector;
- women and men's access to and use of credit, saving schemes, insurance schemes and other micro-finance services through credit-lending agencies (banks, credit union, co-operatives, etc.);
- natural resource use and management by women and men for agricultural and domestic purposes (rivers, forests, etc.);
- current levels of involvement of women and men from the affected area in agriculture programmes, extension services etc. (where such programmes exist);
- access to and use of advisory services, farming practices, education and training institutions by women and men in the sector;
- conditions of access to food for men and women;
- practices and norms that regulate the mobility of females and males and either facilitate or prevent access to resources such as education, employment, credit and control of productive re

Governance and decision-making processes

- integration of gender in sector institutions (e.g. gender units/focal points), policies and plans;
- differentiated female, male participation and leadership in marketing associations, cooperatives or producers' organizations, advocacy and interest groups and policy-making bodies;
- level of organizations of women and men in the affected areas;
- the customary institutions and arrangements relating to livestock production and natural resource management, and the roles of women and men;
- community power structures in relation to the use of food, land and other productive resources
- existing solidarity networks and community self-help capacities.

Risks and vulnerabilities

- Dependency Index: How many very young (under 15 years) and older persons (65 years)
- number of older women and men (over 65 years) living alone;
- work migration patterns and causes for women/men;
- usual patterns of negative coping strategies of women, men, girls, boys during crisis (e.g. distress sales, reduced food consumption by sex, etc.).

DISASTER EFFECTS IN AGRICULTURE SECTOR (ASSESSMENT AND VALUATION)

To identify reconstruction and recovery needs in a gender-sensitive way the following information should be sought, analysed and included as part of the assessment of the disaster effect in terms of the affected population; destruction and damage of infrastructure and physical assets ('damage'); and losses in terms of changes in economic flows resulting from disruption to availability of and access to goods and services, disruption of governance and social processes as well as increased risks and vulnerabilities:

- Who are the most affected men and women?
- Are there changes in types of households after the crisis (female- and child-headed households)?
- What are the priority needs identified by women and men, boys and girls after the disaster to resume their livelihood activities in the sector, including access to services and technologies?

- How can these specific needs be met? How should food and agricultural inputs be distributed?
- What barriers are identified by women and men to accessing assets and services after the disaster? (Examples might include unsafe transport, cost, no same sex service provider staff, etc.)
- What are the consequences for women, girls, boys and men of the effects of the disaster in terms of time use, income-generation, and access to productive assets, increased risks/vulnerabilities?
- How will “food for asset creation” labour requirements affect women and men’s activities? Will this have a negative impact on subsistence crops that are often grown by women?
- What opportunities are there to develop the existing capacities of women and men? How can we strengthen women’s negotiation and leadership skills so they can participate in decision-making and planning?
- What community recovery activities are carried out by women and men, boys and girls?
- Can these recovery activities be further supported or scaled up? How?
- Are there any new resources available, and do women and men have equal access to them?
- Who is in need of temporary employment related to agriculture, by sex and age?
- How is the security situation taken into consideration? Is there any difference between men and women, boys and girls?
- What negative coping mechanisms needs to be mitigated? Examples include:
 - distress sales or consumption of agricultural assets (e.g. seeds, food stocks, livestock and fishing and forestry equipment);
 - reduced food consumption by women, men, girls or boys of certain ages;
 - increased interfamily dependence due to lost employment compounding existing power imbalances within households;
 - increased migration due to loss of employment in the sector or food insecurity;
 - transactional sex due to loss of employment in the sector or food insecurity;
 - decrease in school attendance of girls or boys due to increased unpaid family work, lost or reduced household income.
- What increased vulnerabilities due to the disaster effect on the sector needs to be addressed, such as food insecurity, for example, of older women and men living alone, female- or child-headed households that have lost or reduced livelihoods?

Due to the time-intensive nature of women’s reproductive roles and household tasks, time constraints or ‘time poverty’ may be a major barrier to their access to services and technologies. As a consequence of a disaster, these activities take up even more time. This aspect must be included in the qualitative analysis and reflected in the sector assessment on which recovery needs will be identified. However, costing of the loss due to increase in women’s reproductive work will be undertaken by the Gender Advisor because it cuts across all sectors.¹³

¹³ Refer to guidance in the Gender Sector chapter for further details on tasks of the Gender Advisor.

Building on the ECLAC methodology (ECLAC, 2014), when identifying the effects of the disaster in terms of destruction of infrastructure and assets, as well as disruption of service delivery and production in the sector, there should **estimations should be not only be disaggregated by sex, but an estimation of the backyard economy¹⁴ should also be made.** Losses of chickens, pigs and other small animals represent losses of stock in the backyard economy. Their quantification is difficult and is usually estimated indirectly for each affected area as a percentage of the family's total assets (housing, storage, seeds, household goods and furniture). Values ranging between 10 and 40 percent of those assets are used, depending on whether the family belongs to subsistence or more developed agriculture. Asset losses in the backyard economy are additional to asset losses estimated for the agricultural sector. Any decrease in backyard-economy production also represents indirect damage that must be estimated. The AT – with the Gender Advisor– must estimate this loss as a percentage of household income, taking into consideration the direct loss of stock in this same heading and who is most affected (by sex) by the losses. Indirect damage may be estimated at between 20 and 40 percent of the household's formal income, depending on the corresponding income level. The production losses are also in addition to those estimated by the assessment team for the agriculture sector. Field visits must be made in order to directly interview the men and women affected, and surveys or samplings developed in collaboration with the PDNA Gender Advisor must be made to decide on the values to be adopted for both types of losses.

The particular effect on women's employment and income in agricultural, livestock, fisheries and forestry related activities must be estimated with support from the Gender Advisor and the Employment Sector Team. The resulting estimates of the effects on women's assets and contribution to the backyard economy must not be added to the total losses for the sector because their components are not yet included in the national accounts.

Total damage figures are used to analyse the effect on macroeconomic variables, which are estimated based precisely on the use of national accounts. Examples of estimations that the Assessment Team must obtain, in coordination with the PDNA Gender Advisor, through surveys or sampling are shown in Box 2.¹⁵

Box 2: Direct damages

Examples of estimations that need to be obtained for estimating direct damages are:
<ul style="list-style-type: none"> • total number and/or proportion totally destroyed and partially damaged of productive lands, by sex; • total number and/or proportion totally destroyed and partially damaged of subsistence agricultural production already harvested or about to be harvested, by sex; • total number and/or proportion totally destroyed and partially damaged of export agricultural production already harvested or about to be harvested, by sex; • total number and/or proportion totally destroyed and partially damaged of agriculture productive assets in cooperatives, by sex; • total number and/or proportion totally destroyed and partially damaged of major or minor animal stocks, by sex; • total number and/or proportion totally destroyed and partially damaged of fishing/aquaculture assets (vessels, engines, nets and tackle) by sex.

¹⁴ In other productive sectors, women operate micro- and small enterprises from their homes to supplement family food and income. The corresponding activities in the agricultural sector are known as the backyard economy (ECLAC, 2014).

¹⁵ Sex disaggregation of losses should be attempted to the extent possible, although it may be difficult because women and men may be contributing to different steps in the chain of production of different crops.

Indirect losses¹⁵

- future losses of agricultural production, by sex;
- future losses of livestock production, by sex;
- losses of livestock production in cooperatives, by sex;
- future losses of fish catches, by sex;
- losses of employment and income by women/men wage earners in the sector.

ASSESSMENT OF DISASTER IMPACT

If an assessment of human development impact is included in the assessment (depending on severity of the disaster), estimations should include SADD when forecasting the future effects on poverty and food security levels and reflect gender inequalities, such as the feminization of poverty, the increase in women's work burden with a redistribution of tasks within the household and the community between men and women, the increase in migration, pre-disaster trends and baseline information. As relevant, the Gender Advisor will provide findings from the gender analysis, which should be taken into account in the disaster impact projections.

THE AGRICULTURE SECTOR RECOVERY STRATEGY

Sector recovery vision: The development of the sector recovery vision and guiding principles must be relevant to both women and men, as well as boys and girls. The AT should include the national gender machinery and women's organizations in its formulation and, if available, taking into account references to the sector in national gender policies and strategies.

Stakeholders' consultation: As the AT consult with key stakeholders, women's and youth concerns must be represented equitably. Consultations should be held with the national gender machinery and women's organizations including representatives of community-based organizations (CBOs) and grassroots groups, representing rural areas, ethnic minorities, and displaced women, in particular on needs identification and prioritization as well as costing. The Gender Advisor can facilitate identification of key informants.

RECONSTRUCTION AND RECOVERY NEEDS, INCLUDING BUILD BACK BETTER

The identification of reconstruction and recovery needs should draw on the findings of the gender-sensitive assessment of disaster effects as described above. Building Back Better (BBB) considerations must include how restoration, replacement and compensation of lost assets and damages can decrease existing gender-based inequalities and make the sector more inclusive of women by taking into account the gender differentiated needs identified in the assessment. This approach will allow addressing both practical and strategic needs of men and women, boys and girls. This could include:

- promoting women in management of community assets;
- promoting joint ownership or sharing of replaced productive assets and livestock between spouses.
- expanding women's employment and work opportunities in the agriculture sector through training opportunities and tailored gender-responsive credit schemes and financial services to recommence agriculture-based livelihood activities;
- revising discriminatory laws, regulations and/or practices affecting the access of women to agricultural services, credits, programmes, etc.;

- supporting women smallholder farmers through the organization and establishment of cooperatives;
- promoting dissemination of gender-sensitive information on available services.

THE AGRICULTURE SECTOR RECOVERY PLAN AND IMPLEMENTATION ARRANGEMENTS

In collaboration with the PDNA Gender Advisor, ensure that the sector recovery plan explicitly reflects identified needs of women and men:

- Gender-sensitive, participatory and results-based management: Outcomes, outputs and indicators, and interventions of the Recovery Framework and Monitoring Plan specify beneficiaries and participants by sex and age.
- The potential consequences for women and men of participating in interventions taken into account in design: Constraints on women's time, mobility and security that impede their participation are mediated by providing support to women's other responsibilities so that they are not overburdened, but rather have time and the opportunity to participate in recovery activities. Some examples are:
 - providing safe transportation and child-care support;
 - ensuring that activities and meetings take place at times that are convenient to women;
 - ensuring that women are compensated materially for the time and skills they contribute.
 - Specific gender-targeted actions responding to the particular needs or problems facing women or men are included, for example:
 - training women contractors at the local level;
 - establishing an operation line for women contractors;
 - disseminating information on seed credit for women, etc.

Gender-responsive capacity development: Activities are included that focus on strengthening national and local capacity and systems of sector ministry and institutions to collect SADD and mainstream gender in strategies, preparedness plans, services etc. A gender focus is included in all capacity development activities planned with national stakeholders. All training activities planned in the Recovery Plan should include a gender focus in the training curriculum, taking into account the different education and information levels of men and women, boys and girls.

Costing of the Recovery Plan includes allocations for the implementation of targeted actions for women and/or girls. Analyse resource allocation and goods and services proposed to identify distribution of benefit between men and women.

HEALTH SECTOR: PRE-DISASTER BASELINE INFORMATION/SECTOR OVERVIEW

The sector overview and pre-disaster baseline should be gender-sensitive and the data and information used should be disaggregated by sex and age. When SADD is not available the analysis will depend more on qualitative secondary information. In this section strive to include the type of information shown in Box 3.

Box 3: Context Analysis in the Health Sector

- female-, male- and child-headed households in total and under the poverty line (Special note should be made of households where the male head is absent, but may not define themselves as female-headed e.g. migrated spouse);
- women's fertility rate, birth rate, death rate by sex, female/male life-expectancy at birth;
- literacy levels by sex and age;
- females/males malnutrition rates;
- sex and age-disaggregated health status, coverage indicators, epidemiological indicators, consultation rates, etc.

Infrastructure and physical assets

- For the usual health infrastructures, is adequate privacy and confidentiality of patients guaranteed?
- In addition, map existing shelters for victims of violence against women (private/public).

Production and delivery of and access to goods and services

- power relations within the household (i.e. decision-making processes, who controls the use of money and resources, bargaining power and intra-household distribution of resources) – affecting access to health;
- household responsibility for household food security (disaggregated by women, girls, boys and men)
- responsibilities assigned to household (women and men) for family health care,
- female/male employment patterns in the sector. Number of male and female officials and health workers by category (e.g. doctor, nurse, midwife, traditional birth attendant, community health worker, etc.);
- particular programmes for vulnerable groups (pregnant women, children, older persons);
- traditional practices and norms of behaviour influencing female and male access to and use health care facilities (e.g. male relative required to accompany women and children, taboos, misconceptions regarding Sexual and Reproductive Health and Rights (SRHR), and food intake by females and males;
- the need for having female medical practitioners for the provision of certain medical services (without which women will not attend the health services);
- access to and provision of health care, including reproductive health care, pre-natal and post-natal care, and infant and elderly care;
- current access to and use of sexual and reproductive health services, traditional delivery practices;
- capacity, performance and constraints of service delivery for SRHR and SGBV
- GBV prevention efforts
- services available for survivors of GBV, referrals systems, etc.

Governance and decision-making processes

- degree of integration of gender in sector institutions at all levels (e.g. gender units/focal points), policies, plans, including sexual and reproductive health, and gender-based violence (referral systems, prevention and response programmes, private/public) as well as sector preparedness plans;
- women's organizations, and community-based organizations with health mandates and their engagement and capacity in promotion of gender equality and women's rights;
- participation of women and men in participatory governance mechanisms at all levels;
- access to and use of health information of women and men, main means of communication within the communities, popular modes of communication for women in the communities (radio, cell phones);
- level of organizations of women and men in the affected areas including existing solidarity networks and community self-help capacities;
- health information systems able to produce SADD.

Risks and vulnerabilities

- Dependency Index: How many very young (under 15 years) and older persons (65 years) by sex;
- number of older women and men (over 65 years) living alone;
- prevalence, types and trends of SGBV, including domestic violence, trafficking, forced recruitment, prostitution, forced and child labour, transactional sex, prevalence and nature of any harmful cultural practices (e.g. early marriage, female genital mutilation, widow cleansing);
- people – disaggregated by sex and age – with a physical/mental disability;
- Excluded and/or disadvantaged groups (minorities, people living with HIV/AIDS) by sex.

DISASTER EFFECTS IN HEALTH SECTOR (ASSESSMENT AND VALUATION)

To identify reconstruction and recovery needs in a gender-sensitive way the following information should be sought, analysed and included as part of the assessment of the disaster effect in terms of the affected population; destruction and damage of infrastructure and physical assets ('damage'); and losses in terms of changes in economic flows resulting from disruption to availability of and access to goods and services, disruption of governance and social processes as well as increased risks and vulnerabilities:

- What are the main new post-disaster health problems experienced by affected population disaggregated by sex and age?
- Are these different from the unaffected population? If so, why?
- Are there changes in types of households after the crisis (female- and child-headed households, loss of primary or sole income earner (SADD) and how is this influencing health risks and access to health services?
- What are the priority needs and barriers identified by women and men to access health services?
- Are there adequate family planning, maternal, newborn, and GBV health services, taking into account the cultural context related to privacy and cultural sensitivity and particular needs of single mothers, pregnant, lactating, undernourished, adolescents, the elderly, unaccompanied boys and girls, people with disabilities or other special groups who may have lost or reduced livelihoods?
- Has access of women and men to water, sanitation, and health facilities changed and consequences in terms of cost, affordability, access, time use, safety issue? How can old and new barriers to health services be reduced to ensure equitable access?
- Are there increased reports of gender-based violence (GBV) during and after the disaster, by form of violence, sex and age of survivor, if such data are available?
- Are the survivors of sexual violence and/or other forms of GBV seeking medical help? From which agency/agencies are they requesting assistance? Are these agencies staffed and resourced adequately to respond? If not, what mechanisms are needed to ensure that survivors get the assistance they require? How can local government be supported to provide effective services to survivors of GBV?
- Are awareness programmes in place to increase knowledge about and violence against women?
- Are there mechanisms in place to identify persons at risk of GBV? Who is leading these programmes?
- Are there individuals at risk of or suffering from malnutrition, by sex and age

- Are the medical facilities accessible to women and men within the affected community? In this regard, it is essential that both women and men's perspectives on 'accessibility' are sought and issues such as distance, whether women can attend male health staff, the availability of private consultancy rooms, health fees, etc. should be considered.
- Has the disaster affected the employment situation in the health sector? Are female and male staff returning to work or not? Why? How can this be mitigated? Is there need for gender-responsive packages to encourage staff to return or to be deployed to affected areas (e.g. family-friendly packages)?
- What types of additional medical personnel are needed? Do women and men have equal opportunity to benefit from skills adaptation programmes?
- Do households (women) have increased burden of care for injured family members? How can this be supported?

Due to the time-intensive nature of women's reproductive roles and household tasks, time constraints or 'time poverty' may be a major barrier to their access to health services. As a consequence of a disaster, these activities take up even more time. This aspect must be included in the qualitative analysis and reflected in the sector assessment on which recovery needs will be identified. However, costing of the loss due to increase in women's reproductive work will be undertaken by the Gender Advisor as it cuts across all sectors.¹⁶ The health expert should work with the gender expert to identify the extent of increased burden of care for injured family members due to the disaster and to estimate if this has a significant effect on women's reproductive work. In such a case, this should be included in the indirect loss-assessment. Also, women's employment in the health sector is often higher than men. Loss in income and employment in the sector will therefore affect women more. Furthermore, the possible need for working overtime in the sector will increase women's overall work load due to their reproductive role. The work load is likely to be increased beyond the compensation of the additional income that women may receive, because they must still discharge their reproductive activities after returning home late. This aspect may also need to be included in the loss estimate and should be defined in collaboration with the gender expert and the livelihood expert.

When identifying the effects of the disaster in terms of destruction of infrastructure and assets, as well as disruption of service delivery and production in the sector, estimations should be disaggregated by sex and age to the extent possible. Destruction of infrastructure and assets of shelters for survivors of violence against women, both public and private (NGO-run), must be included.

ASSESSMENT OF DISASTER IMPACT

If an assessment of human development impact is included in the assessment (depending on severity of the disaster), estimations should include SADD levels and reflect gender inequalities when forecasting the future impact on health and wellbeing. As relevant, the gender expert will provide findings from the gender analysis which should be taken into account in the disaster impact projections.

¹⁶ Refer to guidance in the Gender Sector chapter for further details on tasks of the Gender Advisor.

THE HEALTH SECTOR RECOVERY STRATEGY

Sector recovery vision: The development of the sector recovery vision and guiding principles must be relevant to both women and men, as well as boys and girls. The AT should include the national gender machinery and women's organizations in its formulation. and if available, take into account references about the sector in national gender policies and strategies.

Stakeholders' consultation: During AT consultations with key stakeholders, women's and youth concerns must be represented equitably. Consultations should be held with the national gender machinery and women's organizations including representatives of community-based organizations (CBOs) and grassroots groups, representing rural areas, ethnic minorities, and displaced women, in particular on needs identification and prioritization as well as costing. The gender expert can facilitate identification of key informants.

RECONSTRUCTION AND RECOVERY NEEDS, INCLUDING BUILD BACK BETTER

The identification of reconstruction and recovery needs should draw on the findings of the gender-sensitive assessment of disaster effects as described above. Building Back Better (BBB) considerations must include how restoration, replacement and compensation of lost assets and damages can decrease existing gender-based inequalities and make the sector more inclusive of women by taking into account the gender differentiated needs identified in the assessment. This approach will allow addressing both practical and strategic needs of men and women, boys and girls. This could include:

- re-establishing access to health services of women, girls, boys and men;
- promoting women's leadership in participatory governance mechanisms of the sector;
- revising discriminatory laws, regulations and/or practices affecting the access of women to health services;
- promoting the dissemination of gender-sensitive information about available services;
- exploring opportunities to reinforce and expanding SGBV and SRHR services and campaigns, including shelters for survivors of violence against women;
- exploring opportunities to strengthen services addressing the distinct psychological needs of women, girls, boys and men;
- promoting compensation/social support for home care of injured/sick family members;
- exploring opportunities to strengthen the collection and analysis of SADD in the sector

THE HEALTH SECTOR RECOVERY PLAN AND IMPLEMENTATION ARRANGEMENTS

In collaboration with the PDNA gender expert, ensure that the sector recovery plan explicitly reflects identified needs of women and men:

- **Gender-sensitive, participatory and results-based management:** Outcomes, outputs and indicators, and interventions of the Recovery framework and monitoring plan specify beneficiaries and participants by sex and age.

- **The potential consequences for women and men of participating in interventions taken into account in design:** Constraints on women’s time, mobility and security impeding their participation are mediated (e.g. by providing support to women’s other responsibilities so that they are not overburdened, but have time and opportunity to participate in recovery activities), for example:
 - providing safe transportation and child-care support;
 - ensuring that activities and meetings take place at times that are convenient to women;
 - ensuring that women are compensated materially for the time and skills that they contribute.
- **Specific gender-targeted actions responding to the particular needs or problems facing women or men are included,** for example:
 - supporting the rebuilding and strengthening shelters for survivors of violence against women;
 - establishing a referral system for GBV;
 - promoting women’s participation and leadership in community-level participatory governance mechanism for the Health Sector.
- **Gender-responsive capacity development:** Activities are included that focus on strengthening national and local capacity and systems of sector ministry and institutions to collect sex-and age-disaggregated data (SADD) and mainstream gender in strategies, preparedness plans, services etc. A gender focus is included in all capacity development activities planned with national stakeholders. All training activities planned in the Recovery Plan should include a gender focus in the training curriculum, taking into account the different education and information level of men and women, boys and girls.
- **Costing of the Recovery Plan includes allocations for the implementation of targeted actions for women and/or girls.** Analyse resource allocation and goods and services proposed to identify distribution of benefit between men and women.

EMPLOYMENT AND LIVELIHOODS: PRE-DISASTER BASELINE INFORMATION/SECTOR OVERVIEW

The sector overview and pre-disaster baseline should be gender-sensitive and the data and information used should be disaggregated by sex and age. When SADD is not available the analysis will depend more on qualitative secondary information. In this section strive to include the type of information shown in Box 4:

Box 4: Context analysis for employment and livelihoods

- female-, male- and child-headed households in total and under the poverty line (special note should be made of households where the male head is absent, but may not define themselves as female-headed e.g. migrated spouse);
- formal and informal economic activities (job, income, employment full/part-time, seasonal, self-employment and unemployment levels) including backyard economy, micro-enterprises, petty trade, handicraft, by sex;
- predominance of females, males in various employment categories/sectors;
- household and individual income trends/ including mixed types of livelihoods in the area including from pension and remittances, by sex;
- unpaid work trends, by sex (unpaid family help, unpaid servants);
- household responsibility for household food security (disaggregated by women, girls, boys and men).

Infrastructure and physical assets

- resources (tools, equipment, storage/ market facilities, workshops, etc.) owned and/or used by women, men, boys and girls in economic activities;
- infrastructure and technology needs of women to reduce their work burden and time poverty (i.e. bridge to reduce time to reach the market or labour- and water-saving techniques such as energy-saving stoves);
- official and traditional ownership/ inheritance arrangements/practices of land, housing, productive resources;
- community spaces/facilities and their use by women and men
- existing infrastructure/assets for care of children and older persons, and their use.

Production and delivery of goods and services and access to goods and services

- literacy levels by sex and age;
- power relations within the household (i.e. decision-making processes, who controls the use of money and resources, bargaining power and intra-household distribution of resources);
- roles, responsibilities and specific skills (division of labour) of females and males (including boys and girls) in home-based economic activities including gardening/backyard production/processing/marketing/vending, etc.) and daily time-use patterns of women and men;
- women and men's access to and use of credit, saving schemes, insurance schemes and other micro-finance services through credit-lending agencies (banks, credit union, co-operatives, etc.);
- practices and norms that regulate the mobility of females and males and either facilitate or foreclose access to resources such as education, employment, credit and control of productive resources e.g. gender stereotyping, discriminatory attitudes and social norms;
- access, control and use of productive resources such as tools, equipment, storage/ market facilities, workshops, licences, etc. Who owns (controls) and who has access (allocations, uses) to what?
- Local enterprises for relief and rehabilitation by sex and capacity for competitive biddings;
- access of men and women to local and external markets;
- type to social security system including care of children and older persons and male/female/household entitlements and use;
- access to and use of livelihood programmes, vocational training programmes, cash for work, programmes of women and men from the affected area;
- gender division of labour in house and infrastructure construction and reconstruction.

Governance and decision-making processes

- integration of gender in sector institutions (e.g. gender units/focal points), policies, plans;
- differentiated female, male participation and leadership in unions, trade associations, cooperatives marketing associations, producers' organizations, advocacy and interest groups and policy-making bodies;
- access to and use of employment information and placement services, and training institutions by women and men
- level of organizations of women and men in the affected areas including existing solidarity networks and community self-help capacities;
- the customary institutions and arrangements relating to production and natural resource management and the roles of women and men;
- community power structures in relation to the use of food, land and other productive resources.

Risks and vulnerabilities

- Dependency Index: The number of very young (under 15 years) and older persons (65 years) and size of households;
- number of older women and men (over 65 years) living alone;
- work migration patterns and causes for women/men/girls/boys;
- child labour trends, early/forced marriage trends;
- prevalence, causes and conditions of sex work;
- usual patterns of negative coping mechanisms of women, men, girls, boys during crisis (e.g. distress sales, reduced food consumption by sex, etc.).

DISASTER EFFECTS IN EMPLOYMENT AND LIVELIHOODS SECTOR (ASSESSMENT AND VALUATION)

To identify reconstruction and recovery needs in a gender-sensitive way the following information should be sought, analysed and included as part of the assessment of the disaster effect in terms of the affected population; destruction and damage of infrastructure and physical assets ('damage'); and losses in terms of changes in economic flows resulting from disruption to availability of and access to goods and services, disruption of governance and social processes as well as increased risks and vulnerabilities:

- Who are the most affected among men and women?
- What is the loss of livelihoods and who is in need of temporary employment, by sex and age?
- Are there changes in types of households after the crisis (i.e. female- and child-headed households, loss of primary or sole income earner disaggregated by sex and age)
- What are the priority needs and constraints identified by women and men to resume their employment and livelihood activities, including access to employment and credit services, replacement and repairs of assets, replenishment of lost working capital?
- What are the short- to medium-term income-generation strategies of women and men?
- How can these be supported?
- What opportunities are there to develop the capacities of women and men?
- Are there any new resources available?
- Do women and men have equal access to resources such as information on and access to rehabilitation assistance to micro/small enterprises, cash for work, social welfare?
- How can it be ensured that women access and benefit equally from income-generating opportunities in rehabilitation of infrastructure and other recovery activities?
- How is the security situation taken into consideration? Is there any difference between men and women, boys and girls?
- What negative coping mechanisms of women and men needs to be mitigated?
 - distress sales or consumption of productive assets;
 - reduced food consumption by women, men, girls or boys of certain ages;
 - increased interfamily dependence due to lost employment compounding power imbalances within households;
 - increased migration due to loss of employment/livelihoods;
 - transactional sex due to loss of employment/livelihoods;
 - increase in child/forced marriages or child labor as a source of income.

Due to the time-intensity of women's reproductive roles and household tasks,¹⁷ time constraints may be a major

¹⁷ Women's reproductive role refers to childbearing/rearing responsibilities, and domestic tasks done by women, required to guarantee

barrier to their access. As a consequence of a disaster, these activities take up even more time. This aspect must be included in the qualitative analysis and reflected in the sector assessment on which recovery needs will be identified. However, costing of the loss due to increase in women's reproductive work will be undertaken by the Gender Advisor as it cuts across all sectors.¹⁸

The AT should cooperate closely with the gender expert to facilitate the breakdown of loss of productive employment outside the home and related income by sex. Building on the ECLAC methodology (ECLAC, 2003, and updated version of 2014), when identifying the effects of the disaster in terms of destruction of infrastructure and assets as well as disruption of service delivery and production in the sector, **estimations should not only be disaggregated by sex but estimation of the informal economic activity such as home-based microenterprises and backyard economy¹⁹ should also be made.** Consideration regarding the backyard economy is covered in the PDNA Gender Mainstreaming Sector Note on Agriculture, Livestock, Fisheries and Forestry.

Often, a large share of economic activities are undertaken within the informal sector, e.g. home-based microenterprises (e.g. production of soap, sewing and tailoring, craft-making) and subsistence agriculture and backyard economy.²⁰ These sectors constitute essential sources of employment, income and survival of women in particular but are rarely, if ever, counted in official statistics and may not be included in the damage and loss estimate for the productive sectors.

With respect to temporary loss of household production and income from micro- and small home-based women's enterprises, this should be estimated regardless of whether the head of the household is a woman (International Labour Organization (2002b); FAO (2011); ECLAC, 2014: 249). Data from public or private micro-lending institutions can provide important information to support estimation of informal economic activities. However, since women may not have the same access and use of formal financial services as men and therefore interviews with key informants from civil society, crafts or agricultural associations, micro-lenders, women's organizations are essential. Estimation of damage to women-owned assets for home-based micro and small enterprises will be over and above those estimated by the livelihood Expert. Field visits must be made in order to directly interview the men and women affected. A sampling or survey developed in collaboration with the PDNA gender expert would be helpful to determine if all the components of informal/home-based economic activity are considered when estimating the unemployment or temporary loss of income by sex and as well as damage to home-based productive assets in order to decide on the values to be adopted for both types of losses.

Examples of estimations of the effects on women's employment, income and assets including from informal and/or home-based production that the Assessment Team must obtain, in coordination with the PDNA gender expert, through surveys, samplings or estimations, as shown in Box 5.

the maintenance and reproduction of the labour force. It includes not only biological reproduction, but also the care and maintenance of the work force (male partner and working children) and the future work force (infants and school-going children).

¹⁸ Refer to guidance in the Gender Sector Chapter for further details on tasks of the Gender Advisor.

¹⁹ In other productive sectors, women operate micro- and small enterprises from their homes to supplement family food and income. The corresponding activities in the agricultural sector are known as the backyard economy (ECLAC, 2014).

²⁰ In other productive sectors, women operate micro and small enterprises from their homes to supplement family food and income. The corresponding activities in the agricultural sector are known as the backyard economy (ECLAC, 2003, and updated version of ECLAC in 2014/2014).

Box 5: Direct damages in Employments and Livelihoods sector

- total number and/or proportion destroyed and partially damaged assets (infrastructure, machinery and equipment and stocks) in private industrial and commercial establishments, broken down into larges, medium-sized, small and micro enterprises by sex;
- total number and/or proportion destroyed and partially damaged assets of family micro enterprises run out of homes by sex.

Indirect losses¹²

- future losses of production in formal private enterprises – large, medium, small and micro-enterprises, by sex of owner;
- future losses of production in informal, home-based enterprises run from homes by sex;
- losses of employment and income by women/men wage earners;
- loss of social security/welfare.

ASSESSMENT OF DISASTER IMPACT²¹

If an assessment of human development impact is included in the assessment (depending on severity of the disaster), estimations should include SADD levels and reflect gender inequalities when forecasting the future impact on income and employment. As relevant, the gender expert will provide findings from the gender analysis which should be taken into account in the disaster impact projections.

THE SECTOR RECOVERY STRATEGY

Sector recovery vision: The development of the sector recovery vision and guiding principles must be relevant to both women and men, as well as boys and girls. The AT should include the national gender machinery and women's organizations in its formulation and, if available, take into account references about the sector in national gender policies and strategies.

Stakeholders' consultations: During the AT consultations with key stakeholder, women and women's and youth concerns must be represented equitably. Consultations should be held with the national gender machinery and women's organizations including representatives of community-based organizations (CBOs) and grassroots groups, representing rural areas, ethnic minorities, and displaced women, in particular on needs identification and prioritization as well as costing. The gender expert can facilitate identification of key informants.

RECONSTRUCTION AND RECOVERY NEEDS, INCLUDING BUILD BACK BETTER

The identification of reconstruction and recovery needs should draw on the findings of the gender-sensitive assessment of disaster effects as described above. Building Back Better (BBB) considerations must include how restoration, replacement and compensation of lost assets and damages can decrease existing gender-based inequalities and make the sector more inclusive of women by taking into account the gender differentiated needs identified in the assessment. This approach will allow addressing both practical and strategic needs of men and women, boys and girls, which could include:

- promoting women in management of community assets;
- promoting joint ownership or sharing of replaced productive assets, which expand women's employment and work opportunities through vocational training opportunities and tailored gender-responsive credit schemes and financial services to recommence livelihood activities;

²¹ Sex disaggregation of losses should be attempted to the extent possible, although it may be difficult due to the fact that women and men may be contributing to different steps in the chain of production of different crops.

- revising discriminatory laws, regulations and/or practices affecting the access of women to employment, livelihood and social protection services, credits, programmes, etc.;
- supporting women entrepreneurs through the organization and the establishment of associations
- promoting the dissemination of gender-sensitive information about available services;
- promoting support and preferential treatment of female contractors and enterprises in recovery efforts;
- promoting decent work and social security and services (e.g. child/elderly care) to facilitate women's participation in the formal labour force;
- facilitating women's participation in paid rehabilitation and reconstruction work programmes.

THE EMPLOYMENT AND LIVELIHOODS SECTOR RECOVERY PLAN AND IMPLEMENTATION ARRANGEMENTS

In collaboration with the PDNA gender expert ensure that the sector recovery plan explicitly reflects identified needs of women and men:

- **Gender-sensitive, participatory and results-based management:** Outcomes, outputs and indicators, and interventions of the Recovery framework and monitoring plan specify beneficiaries and participants by sex and age.
- **The potential consequences for women and men of participating in interventions are taken into account in design:** Constraints on women's time, mobility and security that impede their participation are mediated by providing support to women's other responsibilities so that they are not overburdened, but rather have time and the opportunity to participate in recovery activities. Some examples are:
 - providing safe transportation and child-care support;
 - ensuring that activities and meetings take place at times that are convenient to women;
 - ensuring that women are compensated materially for the time and skills that they contribute.
- **Specific gender-targeted actions responding to the particular needs or problems facing women or men are included, such as:**
 - training women contractors at the local level;
 - establishing an operation line for women contractors;
 - disseminating information on entrepreneur up-start services for women
- **Gender-responsive capacity development:** Activities are included that focus on strengthening national and local capacity and systems of sector ministry and institutions to collect SADD and mainstream gender in strategies, preparedness plans, services etc. A gender focus is included in all capacity development activities planned with national stakeholders. All training activities planned in the Recovery Plan should include a gender focus in the training curriculum, taking into account the different education and information levels of men and women, boys and girls.

- **Costing of the Recovery Plan includes allocations for the implementation of targeted actions for women and/or girls.** Analyse resource allocation and goods and services proposed to identify distribution of benefit between men and women.

ANNEX 2: KEY QUESTIONS TO GUIDE CROSS-SECTOR GENDER ANALYSIS

Key questions on roles and responsibilities

- What barriers are identified by women and men to accessing services? Examples might include destroyed infrastructure, lack of or unsafe transport, no same sex service provider staff, cost, etc.
- What capacities, skills and knowledge do women and men in the community have?
- What were the activities of women, girls, boys and men (productive, reproductive and community work, educational activities) prior to the disaster and what has changed since?
- When do women, girls, boys and men do these activities, (e.g. each day, twice a year, etc.)?
- Where are these activities performed?
- What are the consequences for women, girls, boys and men of these changes in terms of time-use, exposure to risks and threats of violence (e.g. the route to and location of water points and fuel), foregoing other activities such as education and income-generation?
- What opportunities are there to develop the capacities of women and men?
- What spontaneous recovery activities are carried out by women and men?
- Can these spontaneous recovery activities be supported? How?
- What are the priority needs identified by women and men prior to and after the disaster, including access to services?
- How can these needs be met?

Key questions on resources, access and control

- What resources (e.g. land, housing, storage, skills, income, money, valuables, livestock, crops, tools/equipment, savings, loan arrangements) do men and women use to carry out their activities? Who owns these resources?
- Have any of the resources used by men and women been lost?
- Do men and women have the same control over these resources or the ability to decide how and when to use them?
- Are there any new resources available to women and/or men?
- Who (men, women, widows, female heads of households) has priority access to these new resources, and what are the effects in terms of power relations, etc.?

ANNEX 3: ECLAC MODEL INTERVIEW – HOUSEHOLD SURVEY²²

Location of interview: _____

County: _____ Department: _____

Respondent's age and sex: _____

A. Household composition

1. How many people live in the household, including yourself? (Indicate with an X):

1 2 3 4 5 6 7 8 Other
 Indicate amount: _____

2. Who contribute to the household income? (Indicate with an X):

Mother Father Daughters Sons Grandmother Grandfather Aunt Uncle Other
 Indicate who: _____

3. Do you receive remittances? (Indicate with an X):

Yes No

4. Of all the people who financially contribute to the household, indicate with a 1 the member of the family who brings the highest income to the home, with a 2, the person who provides the second highest income, and a 3, the person who provides the third highest income, and so on.

Mother, Father, Daughters, Sons, Grandmother, Grandfather, Aunt, Uncle, Other
 Indicate any if others : _____

B. Psychological impact

5. Following the disaster, indicate with an X if you or anyone in your family from the following disorders:

Sleep disturbances
Constant fear
Nervousness
Frequent crying
Aggression and violent behavior
Loss of appetite
Headache
Nausea
Other (indicate) _____

C. Damage to backyard economy and productive activities in the home

6. Have you lost the house in the disaster? (indicate with an X):

Yes No

State the value of domestic animals, fruit trees or crops handled by you that you lost as a consequence of the disaster (circle the type of animal or crop lost and its approximate value in local currency)

²² Unofficial translation of Annex 1 of Análisis de género en la evaluación de los efectos socioeconómicos de los desastres naturales, CEPAL, Series, Manuales, 2004, trans. by Sarah Bradshaw and Ángeles Arenas.

Hens or chickens	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Other birds	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Pigs	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Cow	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Oxen	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Horses	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Other animals	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Fruit trees	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Banana	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Corn	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
Other crops	[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____

7. Do you generate an income from any of the following activities undertaken from your home? (Indicate with an X the activity or activities):

- Selling food, sodas, bread or sweets
- Selling fruit, eggs or animals
- Small shop service
- Tailoring and sewing clothing
- Laundry or ironing service
- Crafts
- Other (please specify) _____

8. Please circle the approximate number of weekly earnings in local currency obtained by tasks identified in the previous question:

[value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____

9. Have you continued performing these tasks after the disaster? (indicate with an X):

Yes No

10. Do you carry out any paid work outside the home? (Indicate with an X):

- Farm work
- Fishing jobs
- Factory work
- Sale on the market
- Teaching
- House work for a different household
- Babysitting for a different household
- Caring for sick or diseased
- Collecting firewood
- Other(s) (please specify)

11. Please circle the approximate number of weekly earnings in local currency obtained by the above-mentioned tasks:
 [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
12. Have you lost your job as a result of the disaster? (indicate with an X)
 Yes No
13. State the value of your property that you lost in the disaster (circle the type of property and its approximate value lost in local currency):
 Kitchenware [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Sewing machine [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Fridge [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Iron [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Blender [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 TV [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Radio [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Food [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Oven [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Clothes [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Jewels [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
 Other(s) (specify) [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
14. Do you have debts you? (indicate with an X the appropriate box):
 Yes No
15. Please circle the figure closest to the amount you still need to pay:
 [value 1] [value 2] [value 3] [value 4] [value 5] [value 6] [another number] _____
16. Indicate with an X the answer that you have been given by the lender/creditor after the disaster:
 Remit a portion of the outstanding payment
 Remit the entire outstanding payment
 Give you more time to pay
 Grant a new loan to pay off the old
 No reply
 Another answer (indicate) _____

D. Emergency and Rehabilitation Tasks

17. After the disaster, how many hours do you dedicate to perform the following tasks related to your temporary shelter or rehabilitation? (Please circle the number of hours):
 Standing in line to obtain food [1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
 Standing in line to obtain other aid [1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____

Water collection	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Collection of firewood	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Food preparation	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Dishwashing	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Laundry	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Cleaning	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Care of children	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Care of the sick or the diseased	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Community organization	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Food distribution	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Epidemiological control	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Search and rescue	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Vigilance	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Removing debris	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Housing reconstruction	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Reconstruction of roads	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Reconstruction of wells and latrines	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____
Other tasks (indicate)_____	[1] [2] [3] [4] [5] [6] [8] [10] [12] [14] [16] [other] _____

18. Do the tasks outlined above allow you time to do other activities from which you earn an income?

(indicate with an X):

Yes No

19. Following the suspension of the school year, do you spent less time earning an income?

(indicate with an X):

Yes No

20. Are you involved in any tasks that involves decision-making? (If yes, indicate with an X):

Organization of shelter and relocation

Distribution of aid

Planning for urban reconstruction

Design of new homes

Reconstruction projects

Other tasks_____ (indicate)

21. Indicate with an X if it is men or women who usually perform the following community tasks and whether they are paid or unpaid:

• Search and rescue: women men paid unpaid

• Standing in line to obtain food or help: women men paid unpaid

- Collection of water or firewood women men paid unpaid
- Food preparation / dishwashing and laundry / cleaning hostel: women men paid unpaid
- care of children, sick or infirm: women men paid unpaid
- Epidemiological control: women men paid unpaid
- Community organization: women men paid unpaid
- Food distribution: women men paid unpaid
- Security: women men paid unpaid
- Removal of debris: women men paid unpaid
- Rebuilding (housing, roads, wells, latrines, etc): women men paid unpaid
- Other task(s) (indicate): _____ women men paid unpaid

E. Type of help needed

22. Please circle in order of importance the type of help you need for your recovery. Indicate on a scale of one to ten, assigning 1 to the aid you consider most necessary.

- | | |
|--|--|
| Foods | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Water | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Drugs | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Clothing | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Household items | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Housing | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Care of children | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Care of the sick | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Other household chores (specify) _____ | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Counseling | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Employment | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Sowing seed | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Backyard animals | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Productive tools/equipment | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |
| Other (specify) _____ | [1] [2] [3] [4] [5] [6] [7] [8] [9] [10] |

23. Would you like to add something that has not been covered?

ANNEX 4: DEFINITIONS

Gender “refers to the social differences between females and males throughout the life cycle that are learned, and though deeply rooted in every culture are changeable over time, and have wide variations both within and between cultures, are. “Gender”, along with class and race, determines the roles, power and resources for females and males in any culture. Historically, attention to gender relations has been driven by the need to address women’s needs and circumstances as they are typically more disadvantaged than men. Increasingly, however, the humanitarian community is recognizing the need to know more about what men and boys face in crisis

situations (IASC, 2006:12).”

Gender analysis “examines the relationships between females and males and their access to and control of resources, their roles and the constraints they face relative to each other. A gender analysis should be integrated into the humanitarian needs assessment and in all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by humanitarian interventions and that where possible greater equality and justice in gender relations are promoted. (ibid)”

Gender equality “or equality between women and men, refers to the equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards. Equality does not mean that women and men are the same, but that their enjoyment of rights, opportunities and life changes are not governed or limited by whether they are born female or male” (ibid).

Gender relations are “[h]ierarchical relations of power between women and men that tend to disadvantage women. These gender hierarchies are often accepted as ‘natural’ but are socially determined relations, culturally based, and are subject to change over time. They can be seen in a range of gendered practices, such as the division of labour and resources, and gendered ideologies, such as ideas of acceptable behaviour for women and men) (Baden and Reeves, 2005: 18).

Gender division of labour refers to “the socially determined ideas and practices which define what roles and activities are deemed appropriate for women and men” (ibid).

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 (UN Women)”.

Gender-targeted actions – “A gender analysis should inform the deliverers of humanitarian protection and assistance of the specific needs of the individuals or groups within the affected population requiring targeted action. In many cases, these actions will be targeted to women and girls — but there are a number of situations where boys or men will be targeted for action, for example when boys are the target of recruitment for armed conflict or when boys are unable to feed themselves due to lack of cooking skills. Addressing the specific needs of women and girls may best be done in some circumstances by taking targeted action. In effect, women and girls may need different treatment in order to produce equality in outcomes — in other words, to level the playing field so that women can benefit from equal opportunities... Targeted actions should not stigmatize or isolate women and girls; they should compensate for the consequences of gender-based inequality such as the long-term deprivation of rights to education or health care. This is important as in many situations women and girls are more disadvantaged than men and boys, have been excluded from participating in public decision-making and have had limited access to services and support. Targeted actions should empower women and build their capacity to be equal partners with men in working towards resolving conflict, solving problems caused by displacement, helping with reconstruction and return, and building durable peace and security. Each sector should identify specific actions that could promote gender equality and support the capacity of women to enjoy their human rights” (IASC, 2006: 3).

Practical and strategic gender needs – “Women, girls, boys and men have immediate, “practical” survival

needs particularly in humanitarian crises. They also have longer-term “strategic” needs linked to changing the circumstances of their lives and realizing their human rights. Practical needs of women may include needs associated with their roles as caretakers, needs for food, shelter, water and safety. Strategic needs, however, are needs for more control over their lives, needs for property rights, for political participation to help shape public decisions and for a safe space for women outside the household, for example women’s shelters offering protection from domestic violence. The practical needs focus on the immediate condition of women and men. Strategic needs concern their relative position in relation to each other; in effect strategic needs are about resolving gender-based inequalities. A girl’s practical need for an education can be addressed in a strategic way if that education includes a rights-based curriculum that expands her horizons and enables her to consider a life different from one that is pre-determined by her gender. A woman’s practical need for health care can be addressed in a strategic way if it includes access to services giving her greater control over her reproductive decisions. In the context of radical changes in people’s lives, loss of livelihoods and changed social roles (when, for instance, women take sole charge of families), humanitarian interventions can either address people’s needs in ways that can confirm traditional gender roles or can contribute to greater gender equality by, wherever possible, addressing strategic needs for changes in gender relations” (ibid).

ANNEX 5: EXAMPLE OF TERMS OF REFERENCE FOR THE GENDER EXPERT

A gender-aware PDNA enables the documentation of recovery needs of affected areas and populations, differentiating those of women, men, boys and girls, through the deployment of various gender-sensitive methodologies and sector-specific questions. Such a process facilitates the identification of specific post-disaster needs, priorities and synergies which can be used to inform the planning, design and implementation of multi-sectoral actions that are gender-aware, effective and coordinated.

Main Tasks (this should be carried out by a team of gender experts)

The gender expert contributes to the following elements of the PDNA:

- compiles sex- and age-disaggregated quantitative and qualitative pre-disaster demographic and sector-specific data from the affected areas and country at large;
- compiles pre-disaster information on the roles, responsibilities, status, and positions of women, men, boys, girls, and marginalized communities from the affected areas and country at large;
- identifies practices, norms and regulations that contribute to the vulnerability experienced by women, men, boys, girls and marginalized communities;
- identifies pre-disaster levels of community participation in ongoing development initiatives;
- consults with social ministries and national machineries working on women's, gender and youth issues;
- consults with international and local NGOs working with, and for, women;
- prepares a section for the pre-disaster briefing paper based on available data;
- prepares recommendations for the PDNA process to facilitate the identification of the specific and differential needs of women, men, boys and girls;
- participates in briefings to ensure that the realities of women, men, boy and girls are integrated;

- provides recommendations about methodological approaches appropriate for identifying the impact of the disaster on, and coping strategies of, women, men, boys and girls;
- provides context-specific information on transportation, sleeping arrangements, pit stops, etc. to share with the assessment team assessment team;
- advises the PDNA coordinator on the composition of assessment team to ensure that women are members;
- participates as a member of an assessment team;
- provides relevant documents, checklists, etc. to assessment team;
- liaises with female members of the assessment team to help facilitate their work and ensure that their findings are reflected in outcome documents;
- participates in the analysis, drafting and review of the PDNA and sectoral reports to ensure that: (i) specific and differential needs of women, men, boys and girls are reflected; and (ii) proposed recovery projects address those needs and reinforce spontaneous recovery efforts;
- prepares summaries on the gendered dimensions of the post-disaster situation for various audiences;
- substantively participates in the lessons learned process and makes recommendations if necessary.

ANNEX 6: CASE STUDY: INFORMATION AND COORDINATION ISSUES IN THE 2010 HAITI PDNA

In early 2010, a magnitude 7.0 earthquake, affected Haiti’s capital and nearby towns, killing up to 230,000 people. Damages and losses amounted to around US\$8 billion, or 120 per cent of GDP. The post-disaster PDNA carried out by the Government of Haiti with multi-donor support included a cross-cutting themes section that briefly summarized some gender issues and recommended an allocation of US\$28.1 million for targeted gender recovery initiatives out of the total recommended recovery and reconstruction allocation of US\$11.5 billion over three years. The analysis was broad and limited, and the areas of gender focus included: recapitalization of women and their full participation in the reconstruction process; safety for women and girls; women’s participation in areas of decision-making and in political life; strengthening the capacity of state and citizens’ institutions that promote women’s rights; equal opportunities for girls and boys in education; and the promotion of health services, especially reproductive health. No specific actions in these areas were identified.

The formal PDNA process missed an opportunity to coordinate with women’s groups to incorporate local knowledge into the assessment. A coalition of 100 international and local women’s organizations and networks, the Haiti Gender Equality Collective, set up a parallel event to the March 2010 donors conference to highlight their view that the PDNA had only “peripherally addressed” gender considerations in most of the key thematic areas of recovery. They launched a shadow PDNA report with several recommendations to improve gender integration in Haiti’s recovery analysis and planning. For instance, it emphasized that over half of all Haitian households were headed by women, but that just over ten per cent of women in rural areas worked on their own farms. The report sought the recalibration of planning in, and support for, agriculture, livestock and fisheries development to account for the gender division of labour, particularly to reach women in the informal sector. This report made specific recommendations to improve the gender-sensitivity of PDNA and recovery planning, such as:

- **Administer a gender needs and capacity assessment in all sectors**, ensuring gender expertise on all assessment, field missions, visits and country-specific meetings, both formal and informal.
- **Include gender experts in donor and non-governmental assessment missions**, and ensure they are paired with national partners to encourage mentorship and exchange.
- **Convene civil society dialogue on gender issues** and help bridge the networking, programming and capacity gaps between indigenous women's organizations and international counterparts.
- **Require gender analysis and gender-responsive budgeting for all priority plans and budgets**, specifying stakeholders, indicators and benchmarks for achieving gender equality aims.

Sources: World Bank, 2010; Haiti Gender Equality Collective, 2010, cited in Guidance Notes on Gender and Disaster Risk Management, The World Bank (2012).