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**GENDER MAINSTREAMING GUIDELINES FOR DISASTER
MANAGEMENT PROGRAMMES**

A Principled Socio-Economic and Gender Analysis (SEAGA) Approach

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* The views expressed in this paper, which has been reproduced as received, are those of the author and do not necessarily represent those of the United Nations.

ABSTRACT

The paper outlines the role of Socio-Economic and Gender Analysis in addressing the need to tackle root causes of vulnerability to natural disasters. It is observed that natural disasters have had an ever-increasing impact on the lives and assets of human beings all over the world. The paper recognizes that the implementation of disaster reduction measures constitutes a central aspect of any sustainable development policy. Disaster reduction measures can become a positive asset in post-disaster relief situations, especially with regard to the positive impact of targeted policies for community level advocacy, awareness raising and preparedness training. Longer-term measures that help reduce the vulnerability of community members to hazards are of fundamental importance in order for operating an effective transition from relief to development. Selected material from case studies and guidelines in the field of food and agriculture are used to elaborate the principles and concepts of an Socio-Economic and Gender Analysis approach to disaster management. These relate to basic elements of increasing the resilience of communities through participatory programming with stakeholders, understanding and addressing inter-dependencies between men and women, and differences in their capacities, vulnerabilities and needs. In the end the worth of disaster management is determined by its usefulness for empowerment and to save lives and livelihoods. In this respect, socio-economic and gender analysis provides a useful guide for improving the accountability, effects and impact of interventions that focus on results-based management.

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1. INTRODUCTION

Natural disasters have had an ever-increasing impact on the lives and assets of human beings all over the world. The increasing degree of vulnerability of communities to natural hazards is most notable in low-income developing areas, particularly those with rapidly increasing urbanization. For developing countries the impacts of hazards in terms of the number of lives lost and the duration from relief to development is greater than in industrialized nations. Recurrent natural disasters, such as floods and drought, frequently do not leave sufficient time between events for effective recovery and rehabilitation.

Disasters affect societies in all their aspects. Many disasters reveal structural vulnerabilities and unsustainable development models. Since vulnerability to hazards is a serious obstacle to any form of development, the implementation of disaster reduction measures constitutes a central aspect of any sustainable development policy in hazard prone regions.

The humanitarian assistance community has identified a need to tackle the root causes of vulnerability, at the local level. Disaster reduction measures can become an asset in post-disaster relief situations, especially with regard to the positive impact of targeted policies for community level advocacy, awareness raising and preparedness education and training. Longer-term measures that assist to reduce vulnerabilities to hazards, by ensuring the important role of civil society, are therefore of fundamental importance to operate an effective transition from relief to development.

Skills that are necessary for recovery and subsequent reconstruction for sustainable development are fundamentally different than those for emergency response. Just as it may become necessary to augment existing capacities on the ground during a major emergency, smooth transition into recovery can also require external strengthening of capacities from an earlier stage.

Improved response preparedness and longer-term risk reduction measures, such as gender sensitive participatory methodologies for conducting community-based risk mapping, contingency planning exercises, and damage and needs assessments in the event of a natural disaster, are required in disaster management programs.

Mainstreaming a Gender Perspective: The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design and implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women can benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC, 1997).

The international humanitarian response system is working towards not only providing appropriate immediate life saving interventions but also to developing frameworks of analysis and action (Box 1). For more effective programs there is a growing recognition of the importance of acquiring a greater understanding of the specific context of each crisis situation, the causes of the situation and how communities are affected.

Box 1: Approach for Developing Frameworks of Analysis and Action



Risk: The probability of an expected level (0 to 100 %) of loss (of lives, persons injured, damage, and economic activity disrupted) due to the effects of a hazard for a given area and reference period. It is the product of hazard and vulnerability¹.

Disasters: Damaging events that represent the actualization of pre-existing risk conditions. They are a serious disruption, caused by a natural, social or technological hazard/ phenomena, of the functioning of a society, with consequent widespread human, material or environmental losses which exceed the ability of the affected society to cope using only its own resources².

Vulnerability: A combination of already existing factors that determine or predispose the degree of loss to which someone's life and livelihood is exposed by a discrete and identifiable event in nature or society. The detailing of distinct vulnerability types is indispensable.³

Large-scale disasters could be viewed, in reality, as a myriad of small-scale concatenated, complex or combined disasters all related to the same original triggering event. The levels of damage and impact will vary between social groups, communities and areas according to their levels of vulnerability, adaption, and resilience, and the accumulative effects of the magnitude or intensity of each hazard.

Hazard reduction is a different activity to vulnerability reduction, though the reduction of one automatically reduces the other. An adequate approach to risk reduction must inevitably recognize the hazards (causal factors) and their territorial circumscription. Processes that lead to risk do not necessarily coincide with the areas where risk is manifested.

¹ WMO/TD No. 955, 1999. Comprehensive Risk Assessment for Natural Hazards.

² WFP Guidelines for WFP Assistance to Disaster Mitigation.

³ Lavell, A., 2000. Guidelines for Inter-Agency programming for disaster reduction.

Vulnerability maps: Geographical Information Systems that overlay hazard intensity or magnitude, return frequency and probability and types and levels of vulnerability against a minimum under which an area, sector, community, or social group will be unable to deal with a particular situation. *Implicit vulnerability* is where the area of interest is assumed to be vulnerable, without evaluating the actual vulnerability of the people and infrastructure.

Most hazard types (natural-physical, socio- or pseudo-natural, man-made/technological, and social) that exist today are socially induced and derive from societal processes related to historical and ongoing development models and paradigms. These processes should be understood in order to facilitate the linking of vulnerability reduction to development processes and parameters.

Risk reduction: The sum of activities leading to positive changes in levels of risk in society and environment prior to and following the impact of a damaging hazardous event. Risk modification, reduction and elimination permeates activities in a continuum from prevention through to reconstruction

Prevention and mitigation: Activities that attempt to eliminate or reduce respectively primary risk variables in society whether these are of the hazard or vulnerability type.

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

2. THE VISIBLE PROFILE OF WOMEN

Natural disasters frequently cause women and men to lose their capacity to sustain families' livelihoods, e.g. due to loss of seeds, livestock, tools and employment. They may also suffer from a variety of problems related to adjustment to unemployment and identity.

Women carry biological, emotional and economic responsibilities associated with their roles of mother, wife, nurturer, provider, and community spokespersons or representatives. They are key to maintaining the family unit, keeping ties with community structures, obtaining access to assistance and entitlements, and meeting basic family needs.

Natural disasters also force men and women in particular to take on new roles and responsibilities to ensure the survival of their families. Pre-disaster social constructs that shape their community inter-dependencies frequently break down during a disaster. When displaced, women in particular frequently find themselves stateless and dependent on external assistance.

Women are often more vulnerable for a variety of reasons. In many societies, women do not have the same socio-economic standing as men, both in terms of their ability to gainfully provide for their families and access to necessary resources. They have considerably less decision-making power and control over their own or their children's lives. In developing countries it is more likely that women are poor, and subsequently vulnerable to the impacts of natural-physical hazards. Women also typically lack political influence due to inequality, marginalization and disempowerment.

It should be recognised that relief aid may have bearings on the productive activities of women and men and their potential to earn incomes, and implications on their possibilities to participate in community activities and decision-making. Full community involvement, including women's active participation, improves the efficacy of prevention, relief, reconstruction and transformation efforts.

However, there may not be a unified set of interests and priorities among groups of women and men. It is important to build upon existing local structures by applying a participatory approach, avoiding contradictory pressures, in order to ensure a sustainable and equitable implementation. In many "traditional societies", it is advisable that initially both women and men participate through their societal defined roles, as this will allow both to feel empowered through their own cultural standards.

Lessons learned reveal that interventions and life saving strategies are made more efficient and timely when gender differences and inter-dependencies have been properly understood and addressed.

A gender approach can assist in the understanding and profiling of vulnerable groups, in channeling resources to those most in need, and in the mobilization of the capacities of a significant proportion of the population that is often under-estimated.

To respond to the changes in the external environment, it is essential to understand: (i) The specific roles and responsibilities of men and women, (ii) their main constraints and needs, and (iii) their ability to carry out activities under emergency situations (heightened urgency and activity) and early rehabilitation.

3. PRINCIPLES AND CONCEPTS

Three guiding principles are proposed, from the FAO Socio-Economic and Gender Analysis (SEAGA) Programme, which is people-centered and provides development workers with practical methods and tools for gender-sensitive development:

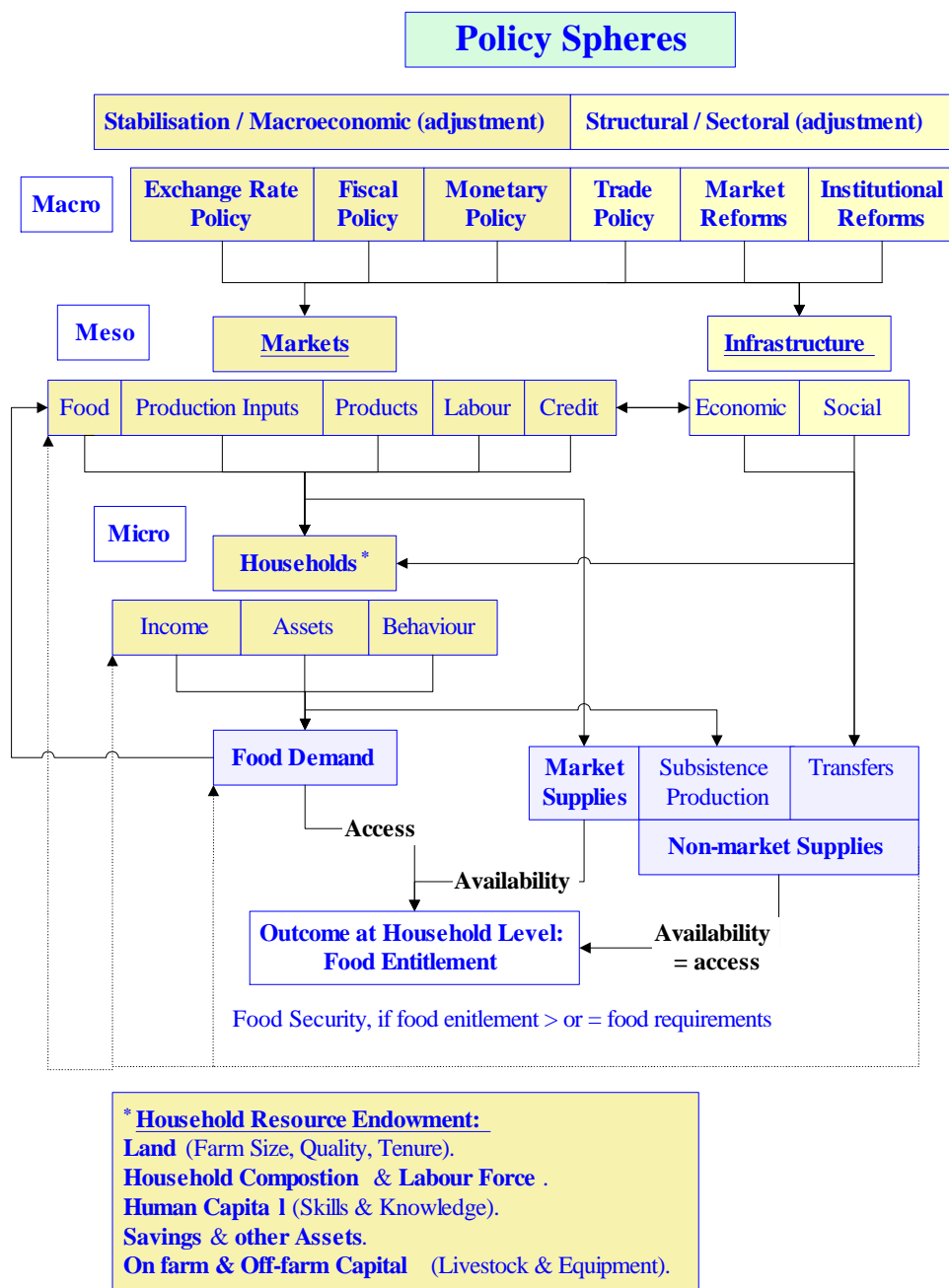
- Participation of local people is essential for development (progress),**
- Disadvantaged people are a priority,**
- Gender roles and relations are of key importance.**

The targeting of three inter-linked levels (Box 2) is recommended, to address the need for sustained and holistic gender analysis to recognize gender patterns throughout the disaster cycle and promote gender equality, hazard mitigation, and vulnerability reduction at every opportunity.

- ❑ **Macro** level,
- ❑ **Meso** or **Intermediate** level,
- ❑ **Micro** or **Field** level.

The focus at the Macro Level is on *policies and plans*, international and national, economic and social, including trade and finance policies and national development plans.

Box 2: Framework of Linkages between Policies and Food Security⁴



The focus at the Meso Level is on *structures*, such as institutions and services, which function to operationalise the links between macro and field levels, including communications and transportation systems, credit institutions, markets and extension, health and education services.

⁴ Source: Adapted from World Bank (1990).

There are many types of institutions in any society (public, private, formal, non-formal, religious or secular). Institutions are often responsible for interpreting national policies and for developing programmes that implement those policies.

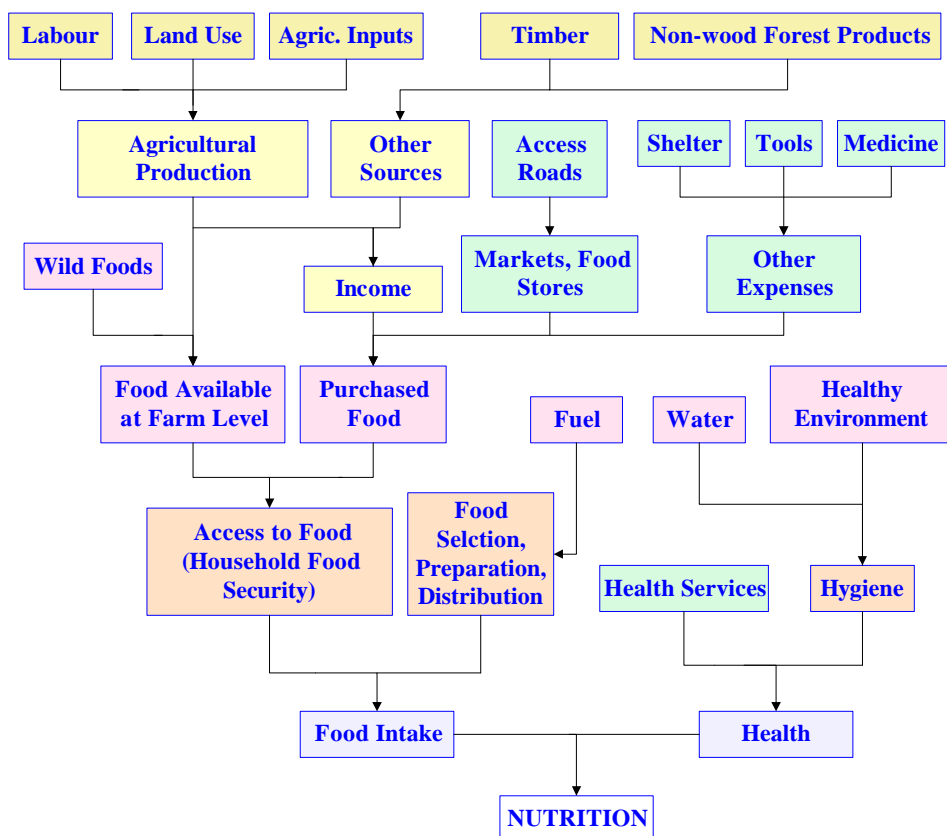
Institutions are also often in a position to develop processes that permit local people to get more involved in making decisions about the kind of change they would like to have happen in their communities. They facilitate linkages between households and individuals, communities, and policy makers who work at the macro level. Institutions also are responsible for the collection, documentation, analysis and interpretation of data in a country.

The way in which quantitative and qualitative data are structured and presented has a strong influence on the use of this information by policy makers at all levels. Analysis of the institutional component provides information about regulatory mechanisms and the flow of services.

The focus of the Micro Level is on the *livelihood strategies* of women and men as individuals, and among households, and communities as a whole.

Example

Box 3: Linkages between Household Food Security Factors and



Nutrition

The lack of food security in a village may stem from environmental (e.g. drought) and economic problems (e.g. a lack of wage labour opportunities), institutional problems (e.g. inadequate extension training on food conservation methods) and social problems (e.g. discrimination against women).

Discrimination against women, for example, can result in their lack of access to credit, in turn limiting women's ability to purchase inputs. The end result is that overall productivity is lower than it could be under the circumstance. Where women have a major responsibility to produce food crops, these linkages are important food security considerations.

A lack of food security in a village, for example, may not result only from crop and animal production problems at the household or community level, but also from barriers to district-level markets, as well as national pricing policies and international terms of trade.

3.1 PARTICIPATORY PROCESSES

In order to adequately design and plan interventions, the humanitarian community should engage decision support systems that make full use of local knowledge and experience. Local people should be given the opportunity to describe how they do, what they know and what they want.

Participation is a rich concept with different typologies, meaning different things to different people in different settings. Sources of information and the ways in which information is gathered and interpreted are of key importance.

Participation: A process of communication among local people and intervention agents, during which local people take the leading role to analyse the current situation and to plan, implement and evaluate relevant activities.

Participatory processes should specifically critique the opportunities that exist for **consultation** of women and men separately and for negotiation. Who should participate, who has been, is being and can be consulted, why and how.

The linkages between policy spheres and sectors, institutions and levels within these, should not be regarded as secondary to the institutions being linked. The real issue of the functional role of each part of systems should give focussed attention to a system of go-betweens, coordinated by an overarching body for effective operation.

A combination of qualitative (process focussed e.g. participatory rural appraisal) and quantitative (numerically focused e.g. formal surveys) methods for integrating gender issues into the planning and delivery of rescue, resuscitation, relief, rehabilitation and development aid programs is recommended (Box 4).

Quantitative and qualitative data should be used together to permit a more complete representation of the situation and for cross checking of data, to assess the

validity of analyses from quantitative data for a specific area or community, and identify important areas of study.

Box 4: Substantive Issues Outline for Data and Participation Policy

Data Selection Policy	Data Management Policy	Participation Policy
<ul style="list-style-type: none"> ▪ Definitions, Indicators, Types, Levels, Sectors, Methods, Sampling & Resources, Monitoring, Evaluation of Results. ▪ Sex-disaggregated Data. Intra-household Data. Access & Control. ▪ Macro Level Statistics. 	<ul style="list-style-type: none"> ▪ Capacity to Store, Retrieve, Relate, Integrate & Present Data Types: Spatial, Numeric, Textual. ▪ Maps, Population, Landforms & Land Use Activities. ▪ Information Analysis. 	<ul style="list-style-type: none"> ▪ Focus & Nominal Groups, Networks, Activities, Media, Displays. ▪ Participation, Responsibilities, Timetable & Schedules, Locations, Linkages. ▪ Consultation & Promotion.

3.2 RESILIENCE OF DISADVANTAGED PEOPLE

Capacities and *vulnerabilities* in individuals and social groups are built over time and determine peoples' abilities to cope with crisis and recover from it. They are related to peoples' material, physical and social resources, and their beliefs and attitudes. Examples of capacities include the availability of information, authority, institutions, partnerships, plans and procedures, and access to resources.

The challenge is to determine the resilience of a community in all the spheres that influence the balance between their capacities and vulnerabilities, the extent to which communities, particularly disadvantaged households, may overcome the adverse effects of a hazard.

Resilience: The community's ability to adapt to and cope with or withstand the losses, damage and disruptions caused by hazards. Clearly, resilience depends on access to resources, capacities and capabilities. A possible measure of resilience is how quickly a system recovers from failures and associated opportunity costs.

Increasing resilience in an socio-economic and gender perspective would first require assigning quantitative or qualitative (e.g. engendered Modified Criteria-development Matrix ⁵) degrees to the concept of resilience and then measuring actual (or relative) capacities. Secondly, determining the local levels of vulnerabilities to different types of actual or potential hazards, and lastly changing societal wealth-risk trade-offs and behavior that address the strategic needs of the most disadvantaged women and men.

⁵ Parker, D.J. and Budgen, P., 1998 - ISBN 0 7277 27192. Modified Criteria-Development Matrix Method of Evaluating Warning Dissemination Systems in Mauritius.

Strategic needs: Requirements that relate to improving roles and contributions in society. In this context, they are long term interests related to equalizing gender-based disparities, e.g. in wages, education, employment, and participation in decision-making bodies. These are distinct from relief or special needs and practical needs.

Practical needs: Requirements that relate to socio-culturally accepted roles in society.

Relief or special needs: Immediate requirements for survival or recovery from a crisis, addressed by short-term practical interventions.

The ‘gender’ question is not just a woman’s issue. Gender analysis is a useful tool for analysing how a community works. It can also explore the experiences and identity of socio-economic groups and how they are impacted in times of disaster, e.g. the ways in which ‘masculinity’ is restructured in poverty-affected and marginalized societies.

People tend to make assumptions about the possible consequences of their own actions before engaging in that behavior. Recent studies (Box 5) show that self-efficacy, problem-focused coping, and 'sense of community' facilitates resilience to adversity ⁶. Consequently, maintaining empowerment, and the competencies that underpin resilience to adversity, will involve consolidating these characteristics.

Self-efficacy: Individuals' appraisal of what they are capable of performing. Self-efficacy determines the amount of effort and perseverance invested in risk reduction behaviors, and influences people's receptivity to information and the likelihood of their acting to deal with hazard consequences.

Problem focused coping: Confronting the stressor or problem.

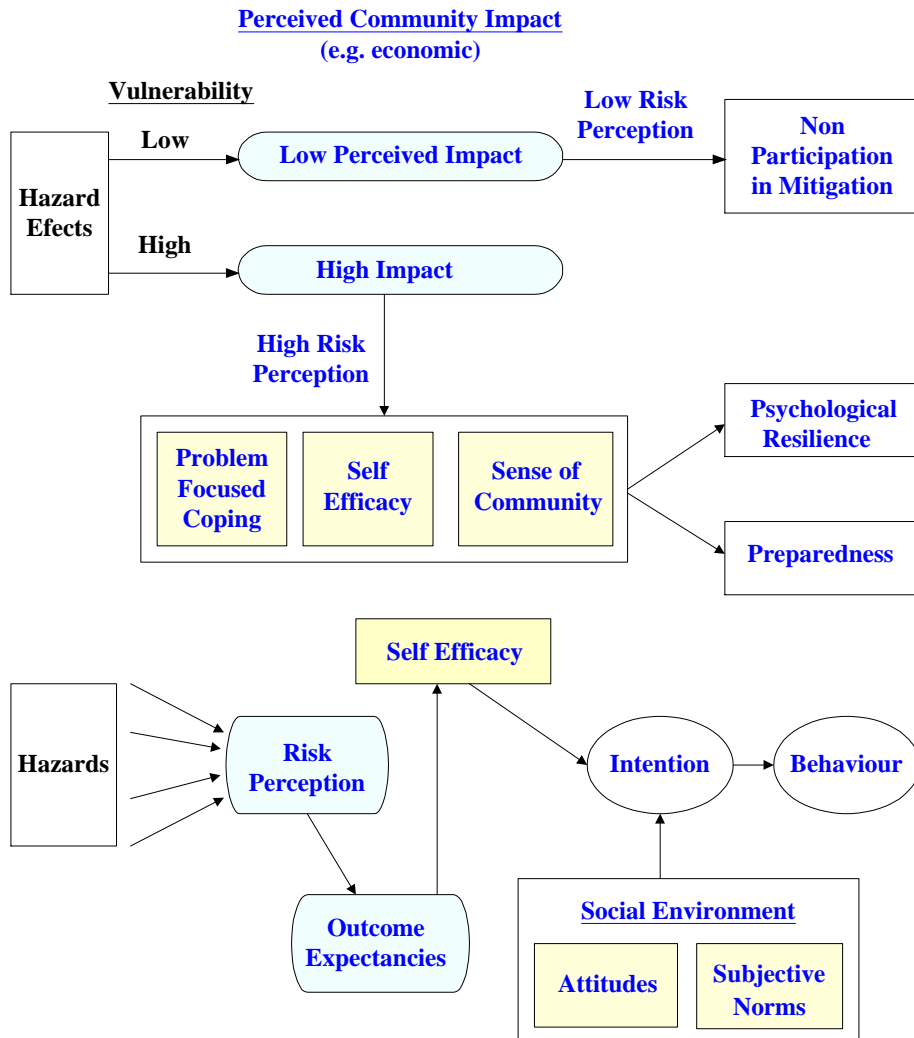
Sense of community: Feelings of belonging and attachment to people and places which encourages involvement in community response following disaster that increases access to, and utilisation of, social networks. It provides insight into the degree of community fragmentation and, consequently, the level of support likely to exist for collective intervention and mitigation strategies.

In addition to perceptions of risk, behavior is linked to action outcome expectancies (considering whether the risk may be reduced) and self-efficacy (whether the required actions are within the capabilities of the individual) judgements. Clearly, the more people involved in community activities that engender a sense of community, efficacy and problem solving, the greater will be their resilience to adversity.

⁶ Paton, D., and Johnson, D., 2001- ISSN 0965-3562. Disasters and Communities: Vulnerability, Resilience and Preparedness. Disaster Prevention and Management, Vol. 10, No. 4, pp. 270-277, MCB University Press, Emerald.

To sustain empowerment, a consensus approach to decision-making is recommended. Participation in identifying shared problems and developing and implementing solutions to them facilitates the development of problem-focused coping, a sense of community, and commitment to action. Emphasis on actively dealing with salient issues helps foster individual and collective efficacy.

Box 5: Risk and Resilience Behavior Processes



Resilience can be more readily accomplished through projects and activities that sustain community participation in problem solving.

Emergency Management agencies should act as consultants to communities (in a contingent more than a prescriptive manner) rather than directing change processes. Their role should involve assimilating and coordinating the perspectives and needs derived from community consultation within a strategic context, and seeking as far as possible to provide information and resources necessary to sustain empowerment, self-help and resilience.

The adoption of a growth-oriented strategy rather than a deficit or loss paradigm may provide a context conducive to sustaining resilience over time. The focus should be on demonstrating the personal and community benefits that accrue from engaging in certain risk reducing activities. This would advocate focusing on the value of local amenities and environment and the development of strategies directed to maintaining perceived quality of life in relation to hazard activity.

3.3 GENDER MAINSTREAMING

Gender: The social roles and relations between women and men, including the different responsibilities of women and men in a given culture or location.

Unlike the sex of men or women, which is biologically determined, the roles of women, men and children are socially constructed, and such roles can change over time and vary according to geographic location and social context.

Factors such as class (social position, wealth), age and education will also influence gender roles. In turn, these roles are major factors in defining and determining men’s and women’s specific needs as well as their respective access to power and resources (Box 6).

Gender analysis: A process of understanding the different activities and responsibilities of women and men, and their access to resources and decision-making. Gender analysis helps us understand the roles and relations of men and women. It frames questions about who does what, when and why.

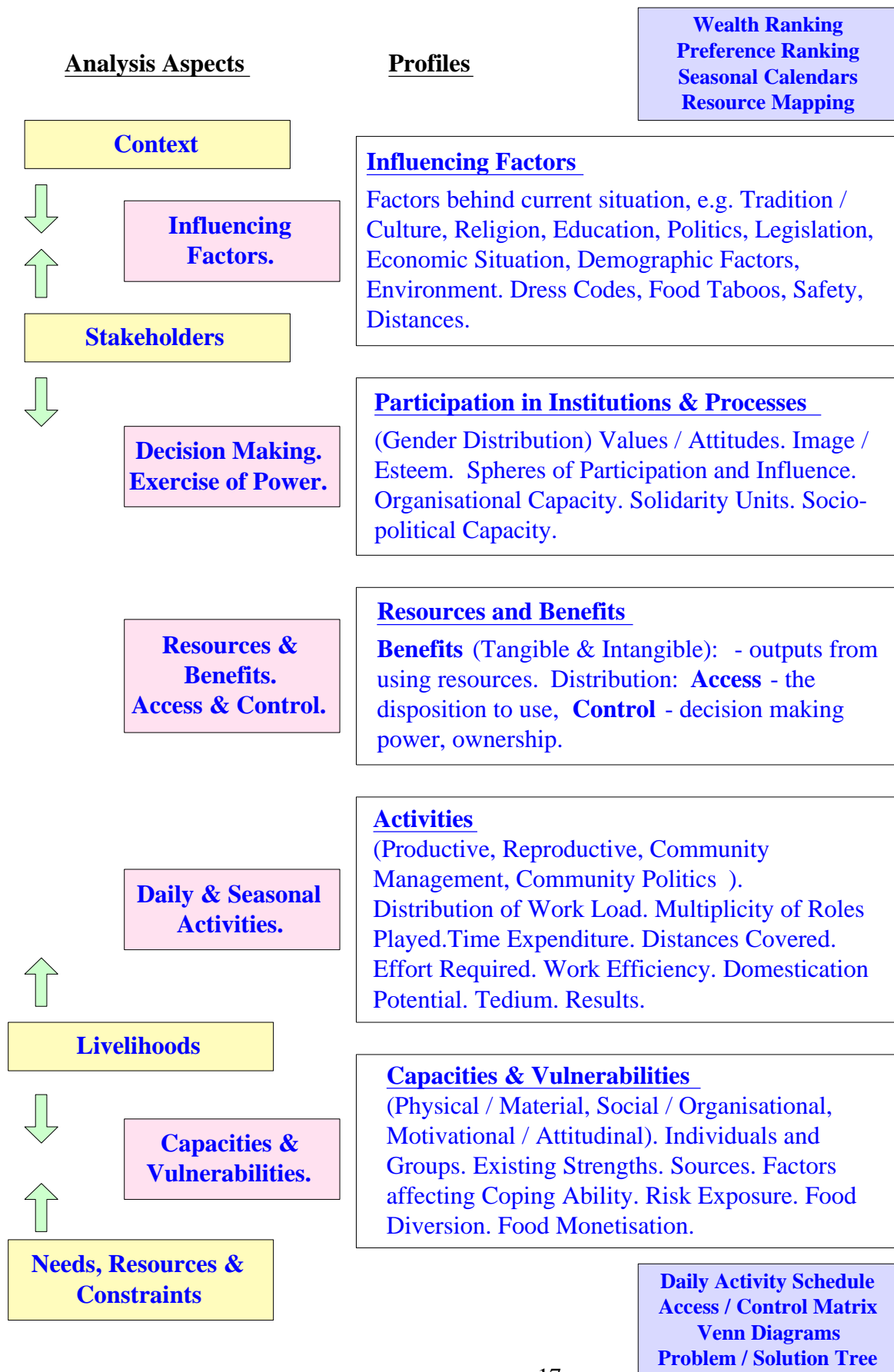
Box 6: Resources for Consideration in Analysis

<u>Resources</u>	<u>Types</u>
<input type="checkbox"/> Natural.	Land, water, forests, rivers etc.
<input type="checkbox"/> Economic.	Work opportunities, wages, remuneration, remittance, credit, and production inputs.
<input type="checkbox"/> Social.	Formal and informal education, and social services.
<input type="checkbox"/> Infrastructure.	Bridges, roads and markets.
<input type="checkbox"/> Political.	Access and participation opportunities for organisation and decision making at community, regional and national levels.
<input type="checkbox"/> Time.	Work time and free time.
<input type="checkbox"/> Personal.	Self esteem abilities, communication capacity, and individual decision making capability.

Gender analysis helps to clarify the specific and often different capacities, vulnerabilities, needs, and coping-strategies of men and women, and indicates where opportunities are missed by humanitarian agencies for targeting effective strategies (Box 7).

Established patterns of gender inequality and inequity can be explored, exposed and addressed. This may provide opportunities and entry points to develop programmes that support efforts to build more equitable gender relations. For any particular problem, a number of socio-economic patterns should be considered. SEAGA materials address six socio-economic categories: socio-cultural, demographic, institutional, political, economic and environmental.

Box 7: Gender Mainstreaming Analysis Process - Simple Outline



A SEAGA Framework Profile matrix (Box 8, Box 9 and Box 10) can be used to organise substantive topics, and information is gathered from answers collected from applying investigative techniques linked at the three levels. Multi-sector Participatory Appraisal Methods should be applied in three aspects addressing information gathering, analysis and participatory planning.

Development / Emergency Context Aspect: Research that addresses economic, environmental, social and institutional patterns that pose support or constraints to development (progress).

Livelihoods Aspect: Analysis of the flow of activities and resources through which different people make their living.

Stakeholders Aspect: Broad-based preparation of intervention activities (planning and delivering policy-based programs and projects) according to men's and women's priorities.

Box 8: SEAGA Framework Profile - Context Analysis

	<u>FIELD</u>	<u>INTERMEDIATE</u>	<u>MACRO</u>
Context	<ul style="list-style-type: none"> <input type="checkbox"/> Geographic situation. <input type="checkbox"/> Physical organisation of the disaster area. <input type="checkbox"/> Village social maps (population trends, number & location of households by type.) <input type="checkbox"/> Land-use trends. <input type="checkbox"/> Wealth rankings. <input type="checkbox"/> Poverty & food security status indicators. <input type="checkbox"/> Welfare factors, population trends & type of victims. <input type="checkbox"/> Jobs, wages and cost of living. <input type="checkbox"/> Crop production history, area planted, amount harvested, food self-sufficiency, food security, exchange terms. 	<ul style="list-style-type: none"> <input type="checkbox"/> Major cultural beliefs & languages spoken among the population. <input type="checkbox"/> Linkage capacities (macro-meso-micro). Regional & district services. NGOs & networking structures. <input type="checkbox"/> Degrees of decentralisation. <input type="checkbox"/> Organisational structures (services, communities, committees, and representatives). <input type="checkbox"/> Gender policies in institutions & organisations. <input type="checkbox"/> Lines of decision-making. <input type="checkbox"/> Information dissemination & communication channels. 	<ul style="list-style-type: none"> <input type="checkbox"/> Levels of religious involvement by the State. <input type="checkbox"/> Existing welfare policies & stages of processes (health, education, housing, civil legislation). <input type="checkbox"/> Existing laws & new rules. <input type="checkbox"/> Labour demand. <input type="checkbox"/> Currency stability & terms of trade. <input type="checkbox"/> International assistance (e.g. lending policies). <input type="checkbox"/> Conference outcomes.

Box 9: SEAGA Framework Profile - Livelihoods Analysis

	<u>FIELD</u>	<u>INTERMEDIATE</u>	<u>MACRO</u>
Livelihoods	<ul style="list-style-type: none"> <input type="checkbox"/> Food habits. <input type="checkbox"/> Social resources. <input type="checkbox"/> Natural resources (land forms & uses, locations & sizes, activities). <input type="checkbox"/> Farming systems (on-farm and off farm activities). <input type="checkbox"/> Activities linkages & mobility. <input type="checkbox"/> Livelihood strategies (seasonal & daily calendars). <input type="checkbox"/> Crisis coping strategies). <input type="checkbox"/> Household composition. <input type="checkbox"/> Resource access & control. <input type="checkbox"/> Activities & labour intensity <input type="checkbox"/> Expenditure & income sources. <input type="checkbox"/> Benefits & consumption. 	<ul style="list-style-type: none"> <input type="checkbox"/> Infrastructure (communication & transport channels). <input type="checkbox"/> Markets. <input type="checkbox"/> Services. <input type="checkbox"/> Support systems. <input type="checkbox"/> Bargaining power. <input type="checkbox"/> Contacts & networks. <input type="checkbox"/> Labour returns - activity analysis. <input type="checkbox"/> Wage rates for men & women. <input type="checkbox"/> Price analysis. 	<ul style="list-style-type: none"> <input type="checkbox"/> Intra-household gender audit, & data for gender sensitive macro-level planning. <input type="checkbox"/> Natural resource management. <input type="checkbox"/> Gender based roles, rights & obligations. <input type="checkbox"/> Work opportunities, trade & local markets. <input type="checkbox"/> Traditional and formal law. <input type="checkbox"/> Exchange & interest rates (monetary & fiscal policies). <input type="checkbox"/> Incentives. <input type="checkbox"/> Disaggregation of markets.

Information gathered under the substantive topics listed in this example (Box 8, Box, 9 and Box 10) can be used as a basis for preparing common country strategic frameworks for development and crisis response. A possible challenge is to assign responsibility among an interagency body for collecting, analysing, storing, retrieving and sharing information. Another challenge is the preparation of scenario based multi-sector participatory field tools for efficient application amongst community members.

Echoes from the field such as "Our needs and what we want depend on who you are and represent, and where you come from" should be avoided.

Box 10: SEAGA Framework Profile - Stakeholders Analysis

	<u>FIELD</u>	<u>INTERMEDIATE</u>	<u>MACRO</u>
Stakeholders	<ul style="list-style-type: none"> <input type="checkbox"/> Local groups & institutions. <input type="checkbox"/> Key informants & experts. <input type="checkbox"/> Institutional profiles (goals, achievements & needs). <input type="checkbox"/> Linkages with outside organisations & agencies. <input type="checkbox"/> Priority problems of men, women, socio-economic groups. <input type="checkbox"/> Causes & effects of priority problems. <input type="checkbox"/> Livelihood intervention opportunities & action priorities. <input type="checkbox"/> Opportunities for improved participation & resolution of conflicts. <input type="checkbox"/> Stakeholders (Venn Diagram). 	<ul style="list-style-type: none"> <input type="checkbox"/> Product markets. <input type="checkbox"/> Markets (raw materials, credit, labour, land). <input type="checkbox"/> Facilitating stakeholders. <input type="checkbox"/> Constraining stakeholders. <input type="checkbox"/> Opportunities for improving data collection & compilation sources, methods & mechanisms. <input type="checkbox"/> Opportunities for network building. <input type="checkbox"/> Opportunities for integration of a gender theme in programming and management. <input type="checkbox"/> Options for new lines of decision making. <input type="checkbox"/> Communication alternatives. 	<ul style="list-style-type: none"> <input type="checkbox"/> Stabilisation policy reform & structural adjustment processes. <input type="checkbox"/> International partners. <input type="checkbox"/> Government representatives. <input type="checkbox"/> Political parties. <input type="checkbox"/> Nominal groups & committees. <input type="checkbox"/> Distribution of funds for policy implementation. <input type="checkbox"/> Control of costs & benefits by institutional structures. <input type="checkbox"/> Political & economic gains or losses, & implications.

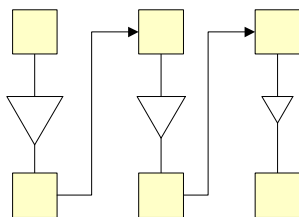
4. PROGRAMMING WITH STAKEHOLDERS

There is an increasing emphasis on the visibility and the accountability of the consequences of interventions, instead of looking only at process indicators related to operations, like food distribution (e.g., tons of food distributed and number of beneficiaries reached). Output Indicators (e.g., km of road constructed), the effects and impact of the intervention, are the focus of Results-based Management.

Analysis of institutional issues (capability, resources, constraints and structural mechanisms) should be considered with stakeholders before proceeding with the design phase of an intervention. In some instances, integration of gender and other socio-economic issues into design may require planned interventions at the institutional level such as training or modification of institutional mechanisms (Box 12).

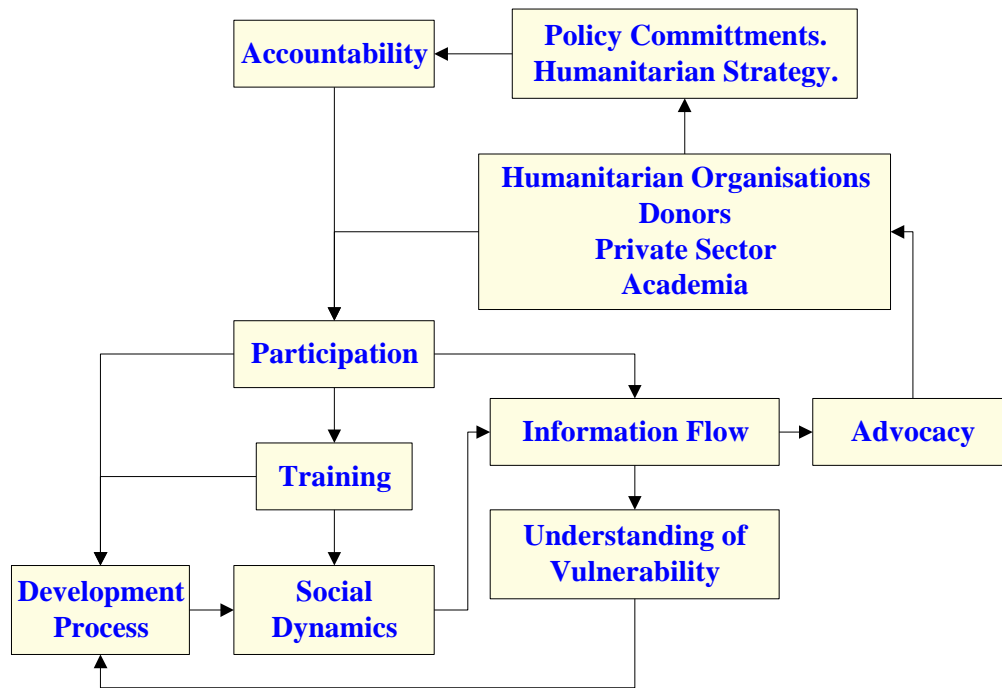
Box 11: Substantive Issues for Disaster Management Programming

<p>Problem Analysis</p> <ul style="list-style-type: none"> ▪ Problem Identification. Nature, Visibility, Personification, Political Significance, Related Trends, Predictions. Priorities & Ranking. ▪ Resource Control & Division of Labour. ▪ Practical, Strategic & Special Needs of Groups. 	<p>Strategic Planning</p> <ul style="list-style-type: none"> ▪ Principles. Desired Change. Policy Initiative. Vision. Goal. Objectives. ▪ Situation, History & Assumptions. Beginning, Trigger, Seasonality, Frequency, Duration, Geography, People (%), Groups & Stakeholders. ▪ Implementation Strategy. 	<p>Options Assessment</p> <ul style="list-style-type: none"> ▪ Analysis of Best Bets, Feasibility, Costs, Benefits, Implications. ▪ Social Fault Lines. Resources & Constraints. Conflict & Partnership. Force Fields. Consensus. ▪ Realistic & Concrete Action Plans for Priority Activities.
<p>Causes, Effects & Solutions</p> <ul style="list-style-type: none"> ▪ Analysis of Agendas & Opportunities. ▪ Causes of Problems, Resulting Effects, & Solutions. ▪ Resource & Assistance Requirements. 	<p>Conflict Management</p> <ul style="list-style-type: none"> ▪ Identification of Conflict Dynamics. Interest Based Bargaining. Options. ▪ Understanding Types, Existence, Circles & Perceptions of Conflict. ▪ Resolution of Conflicts. 	<p>Project Formulation</p> <ul style="list-style-type: none"> ▪ Definition of Objectively Verifiable Indicators. ▪ Partnership, Networking, Mandates, Relative Advantages, Feasibility, Responsibilities, Donors. ▪ Logistical Framework.



KEY: Read from Top to Bottom, Left to Right.

Box 12: Integration of Stakeholders in Partnerships.



The focus is on improving management effectiveness and accountability by defining realistic expected results and monitoring, using Key Performance Indicators⁷, integrating lessons learned into management decisions, and reporting on performance against appropriate criteria⁸.

⁷ Key Performance Indicators, A Working Menu for Key Areas of WFP Assistance, 2000.

⁸ Results Based Management in Canadian International Development Agency, 1999.

Box 13: Criteria

Appropriateness	Design of the operation as formulated during impact assessment.
Relevance	Whether the intervention addresses the needs and priorities of the most vulnerable population.
Efficiency	Use of available resources, and outputs obtained in relation to the inputs.
Effectiveness	Extent to which expected results were achieved.
Impact	Contribution of intervention to securing livelihoods.
Perspective	Short-term activities should take into account longer-term and interconnected problems
Timeliness	Implicit in the efficiency and effectiveness criteria, but important considering that if the delivery is significantly delayed the intervention might not be useful.
Responsiveness	A cross-cutting criterion referring to the capacity of the relief mechanism to address in time the different needs of all the affected vulnerable people. This is intrinsically related to the speed by which recovery from the disaster situation takes place.
Adherence	Whether the project is in line with the policy and targets of the agency and donor

In general qualitative indicators reflect perceptions and levels of participation, and are therefore very relevant for analysing gender impacts, while quantitative indicators are more easily measured.

A Logical Framework (Logframe) is an analytical instrument that links macro and intermediate levels with micro-functions of a programme and project. The Logframe helps to structure policy and management practices (implementation-strategy, design and delivery) while at the same time provides information, guidance, and decisions or complementary inputs to achieve consensus.

Engendering the logical framework is particularly about identifying and accounting for the gender issues implicit in the planning, monitoring and evaluation of projects, *i.e.* ensuring it is conscious of social equity issues such as gender relations. The preparation of an engendered Logframe matrix involves the participation of project planners, stakeholders and beneficiaries in analyzing gender relations and addressing the strategic questions posed at each 'Objective Level'. Stakeholder agreements on these are critical. This analysis should take place not only once during start-up, but also throughout the course of monitoring and evaluation ⁹.

It is important to understand how the underlying logic of a logical framework is tested. Reading the logframe from "bottom-up" does this. For example, the linkages between the components of the matrix would read as follows: if activities are implemented, and the associated relevant assumptions are valid, the project would achieve the outputs. If the outputs are achieved and the related assumptions remain valid, the

⁹ Gender Analysis for Monitoring and Evaluation: the 'Engendered Logframe' approach. A Training Module. ISNAR (International Service for National Agricultural Research). June 2001.

project will achieve its purpose. If the purpose is achieved and the related assumptions hold, then the overall goal is achieved.

Socio-economic and Gender analysis is relevant to investigate and test the assumptions on the roles and relations of women and men, particularly amongst most disadvantaged groups, which are often insufficiently recognized in Logframes.

The questions asked should investigate the socially constructed differences between men and women, and among themselves. These differences determine the extent to which men and women vary in their access to and control over resources and encounter different constraints and opportunities in society (whether at the level of the household, community or state).

5. CONCLUSION

- ★ A principled approach to gender mainstreaming at macro- meso- and micro- levels can provide an important contribution to disaster management.
- ★ By applying an integrated participatory approach to the investigation of livelihoods conditions and the flow of activities and resources, intervention planning with primary stakeholders can reach intermediate and macro levels. The final outcome can include some new international partnerships and networking with specific recommendations for policy reform and structural change.
- ★ Disaster management strategies should aim at assisting local men and women to manage disaster preparedness, hazard mitigation and vulnerability reduction processes, to systematically assess and communicate information themselves about their situation (their perceptions, needs, resources and constraints).
- ★ This would allow for the implementation of cultural and gender appropriate response mechanisms and sustainable changes aimed at reducing hazard-related vulnerability. A development-based response is automatically a future risk reduction measure mechanism.
- ★ Reducing primary risk variables is a very different activity than preparing a society to react or respond in a given primary risk scenario.
- ★ Emergency response includes a significant number of risk control, reduction or elimination issues, but also development issues. Early relief response is about guaranteeing the survival, welfare and continuity of daily life when seen from an economic, social, psychological and political perspective. A development based response and relief is automatically a future risk reduction measure mechanism.
- ★ Impact analysis and needs assessments, together with vulnerability surveys and the delivery and distribution of relief packages provide a basis for applying gender-sensitive analyses to population target groups.

6. RECOMMENDATIONS

- ★ The areas with major disaster impacts are where a greater number of vulnerable people live or where they have resettled (e.g. IDPs and refugees going back to their areas of origin). SEAGA tools can be used to: i.) Evaluate the impact of a disaster on aspects such as agriculture production capacity, ii) Estimate the needs of the targeted population for relief, and eventually iii) Facilitate rapid resumption in production.

- ★ Humanitarian agencies with 'a commitment to gender equality' and women's associations in the intervention area can play a major role to target disadvantaged groups and households and raise awareness on empowerment issues in the community. Specific efforts can be made to empower women by ensuring their active role in decision-making and implementation process, and identifying their main constraints and possibilities for change.