

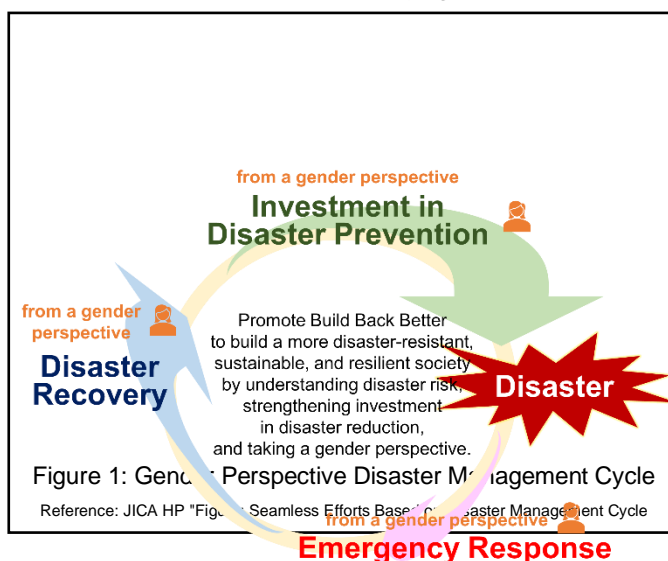
# REFERENCE MATERIAL FOR GENDER MAINSTREAMING IN THE DISASTER RISK REDUCTION SECTOR

Office for Gender Equality and Poverty Reduction  
Governance and Peacebuilding Department  
Japan International Cooperation Agency (JICA)  
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## Reference Material for Gender Mainstreaming in the Disaster Risk Reduction Sector

The Japan International Cooperation Agency (JICA) aims to achieve gender equality and women's empowerment through gender mainstreaming in its development projects. Gender mainstreaming in development projects refers to the incorporation of a perspective that promotes gender equality and women's empowerment in all stages of a project (i.e., planning, implementation, and monitoring and evaluation). Gender mainstreaming enhances the effectiveness of the JICA's projects by addressing different issues and needs of the people of any gender and hence contributes to the realization of an inclusive society, where everyone can fulfill their potential.

In the disaster risk reduction (DRR) sector, with the perspectives of diversity and social inclusion, pre-investment in DRR, emergency response, and recovery and reconstruction assistance responding to diverse gender-based needs will help realize a more sustainable and disaster resilient society (Figure 1). It is therefore important to understand the current situation, challenges, and needs of various people in society, and to incorporate their perspectives and actions that address these challenges into the projects of the DRR sector.



**Gender** is a term that refers to socially and culturally constructed attributes associated with being female or male. Many societies not only categorize humans as "female" or "male" based on biological features but also give specific values to each and prescribed their respective roles and behaviors. Thus, gender not only refers to "sex" in a biological sense but also associates sex with specific roles and behaviors expected to women and men by society.



**A perspective of gender (or gender perspective)** is a perspective that focuses on gender issues, needs, and impacts arising from the different social roles and power relations of women and men in all spheres of the society, including policies, programs, institutions, and organizations. In development projects, this perspective is indispensable to deliver equitable benefits to women, girls and all other beneficiaries regardless of their gender.

### Purpose of Reference Material

The Reference Material serves as a guide for all stakeholders of JICA's projects to understand gender issues, the importance of gender mainstreaming in the DRR sector, and sample

methods of how to incorporate a gender perspective into each stage of a project cycle.<sup>i</sup> The Material especially focuses on the following two sub-sectors selected in accordance with JICA's project strategies and priority issues.

(1) **Investment in disaster risk reduction (understanding disaster risk, governance, structural measures)**

Examples of activities: data-based risk assessment, spatial planning and public infrastructure development based on risk assessment and the development of laws and standards related to DRR, strengthening of DRR systems and governance, capacity development of agencies on DRR, development of human resources on DRR, and advocacy activities

(2) **Disaster recovery and reconstruction (response during the recovery and reconstruction phases, promotion of Build Back Better)**

Examples of activities: infrastructure reconstruction work, distribution of materials, industrial promotion, livelihood restoration, and support for disaster survivors by using local human resources such as counselors

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<sup>i</sup> It must be noted that involvement of men is important for addressing gender issues, and also gender issues faced by men must be addressed in the efforts for transforming patriarchy. Capturing and addressing gender issues faced by other genders (other than 'women' and 'men') are also important in gender mainstreaming.

## Chapter 1. Major gender issues and their causes in the DRR sector

This chapter outlines four major gender issues and their causes that must be understood for gender mainstreaming in the DRR sector.

- (1) Many more women die than men during disasters.
- (2) Women are more prone to hygiene and health problems as their diverse needs are not reflected in emergency supplies and facility operations.
- (3) Sexual and gender-based violence (SGBV) against women and girls, unintended pregnancy, early marriage, and trafficking in persons increase after disasters.
- (4) DRR plans and master plans do not reflect gender perspectives.

### (1) Many more women die than men during disasters.

When looking at the number of deaths caused by natural disasters by gender, the number of women is higher in the total number of deaths than men in many cases, regardless of whether they were in developed or developing countries. For example, in a survey of 141 countries conducted between 1981 and 2002, more women died than men in natural disasters.<sup>1</sup> In Aceh, Indonesia, which was hit by the 2004 Sumatra earthquake and Indian Ocean tsunami, the number of women who died was four times higher than that of the men.<sup>2</sup> During the 1995 Great Hanshin-Awaji Earthquake in Hyogo, Japan, the number of female fatalities was also about 1.4 times higher than that of males. The number of fatalities<sup>ii</sup> in the three prefectures<sup>iii</sup> in Tohoku where hit hardest in the 2011 Great East Japan Earthquake showed approximately 1,000 more women than men.<sup>iv,3</sup> In addition, the percentage of deaths among persons with disabilities was approximately twice that of persons without disabilities in the Great East Japan Earthquake.<sup>4</sup>

Gender differences in the number of deaths in disasters are often attributed to division of gender roles<sup>v</sup>. For example, in Aceh, Indonesia, women and girls were not supposed to climb trees or swim owing to gender norms. Thus, when the tsunami reached, their skills of survival, such as climbing trees and swimming, were limited compared to those of men and boys. That is one of the factors contributing to the high number of female deaths. Another factor causing the high number of female fatalities was that clothing, such as long skirts, clung to them and made it difficult to move, and the fact that women were hit by the disasters while taking care of their families or evacuating with elderly or children they were taking care of. In addition, men usually have decision-making

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<sup>ii</sup> Iwate, Miyagi, and Fukushima Prefectures

<sup>iii</sup> Those who have completed autopsies. (As of March 11, 2012)

<sup>iv</sup> A study in Aceh, Indonesia, found that although women outnumbered men in the pre-disaster demographic composition of Aceh, the difference was minimal, and the large difference in the number of deaths was not a "natural" result. It also states that in both the Great Hanshin-Awaji Earthquake and the Great East Japan Earthquake, more women than men died in the working-age group, which cannot be explained by the population composition. (Reference: Newsweek Japan, Toshihiko Maita, "Why Do More Women Die in Disasters," accessed October 23, 2019, <https://www.newsweekjapan.jp/stories/world/2019/10/post-13240.php> (Accessed October 10, 2021))

<sup>v</sup> Gender division of roles is often stereotyped as men as the heads of the households make important decisions and women do the household chores. Owing to these stereotyped gender division of roles, men, for example, tend to be responsible for disaster management and shelter operations, overseeing the distribution of emergency supplies, negotiating with government authorities, planning and decision making related to search and rescue operation, risk identification and risk mitigation, and identifying safe areas. On the other hand, women often have little involvement in disaster-related decision-making platforms and processes, and their needs are often not reflected in disaster-related policies and measures.

authority and women are unable to make quick judgments when a disaster strikes, which sometimes causes women to delay their evacuation.

Furthermore, gender differences in the number of deaths due to disasters are often attributed to women's limited access and control over resources. For example, in societies where women's social status is low and their access to information is limited<sup>vi</sup>, women tend to lack access to knowledge and information about evacuation routes, shelter locations, and disaster response. This impedes women to take appropriate evacuation actions when a disaster strikes. In addition, women tend to have lower literacy rates and may not be able to understand evacuation information accurately. Female-headed households, the poor, and diverse populations such as elderly, persons with disabilities, and LGBTQIA+<sup>vii</sup> tend to be more affected by disasters, as they tend to live in vulnerable coastal areas and their houses are often not built to withstand disasters.

## (2) Women are more prone to hygiene and health problems as their diverse needs are not reflected in emergency supplies and facility operations.

While women are often responsible for care work such as cooking and childcare, men often manage and operate facilities in shelters and temporary housing. This leads to the situation where women's needs are not always reflected in management of shelter and temporary housing. For example, supplies for women (e.g., sanitary products) may not be provided because male managers are not aware, or childcare supplies<sup>viii</sup> and nursing/caregivers' supplies<sup>ix</sup> may not be prioritized. Additionally, the distribution of supplies by men makes it difficult for women to receive sanitary products and other items.<sup>x</sup>

In addition, various facilities tend to be established from a male perspective, which can easily lead to health and hygiene problems in a diverse population.<sup>xi</sup> Women's access to toilets in shelters may be restricted because of poor hygiene conditions and safety issues (see below), resulting in increased stress, irregular menstruation, cystitis, and other mental and physical health problems.

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<sup>vi</sup> For example, according to "the gender handbook for humanitarian action" of the Inter-Agency Standing Committee (IASC), the rate of women who own cell phones is 14% lower than men. In Africa, the rate of women who use the Internet is 50% less than men. There is also a challenge on information accessibility that information is not provided to persons with disabilities in accessible forms and ways.

<sup>vii</sup> LGBTQIA+ is an umbrella term for lesbian, gay, bisexual, transgender, queer, intersex, asexual, and others who have different variations of gender identity, gender expression, sexual orientation, and sex characteristics, which are often different from those of the majority in a society. The acronym for the umbrella term can be different, such as 'LGBT,' 'LGBTI,' and 'LGBTQ,' but we use 'LGBTQIA+' in this reference material, aligning OECD (Reference: OECD, '[Gender Equality and the Empowerment of Women and Girls: Guidance for Development Partners](#),' accessed on Jan 23, 2023)

<sup>viii</sup> Baby carriers, baby bottles, milk, baby food, change of baby clothes, diapers, wipes, etc.

<sup>ix</sup> Wheelchairs, walkers, walking canes, urine collectors, stoma braces, etc.

<sup>x</sup> For example, a survey conducted by the Cabinet Office of Japan reported that, because those in charge of running shelters and temporary housing as well as those in charge of distributing supplies were men, women were reluctant to speak up or go to get sanitary products and other items. (Reference: Cabinet Office (2012) Survey on the Situation of Earthquake Disaster Response from the Perspective of Gender Equality, [https://www.gender.go.jp/policy/saigai/pdf/hokokusyo\\_P17-P22.pdf](https://www.gender.go.jp/policy/saigai/pdf/hokokusyo_P17-P22.pdf)) (Accessed March 30, 2022)

<sup>xi</sup> For example, shelters that are biased toward a male perspective, with no partitions in changing rooms or laundry drying areas, no nursing areas, and no separate toilets for women and men, make diverse populations difficult to use them, and are likely to increase post-disaster stress. In addition, elderly persons and persons with disabilities who are physically challenged face more severe health hazards due to the lack of accessibility, which severely limits their access to sanitation facilities. Furthermore, LGBTQIA+ may be questioned and abused when entering toilets if shelters are not equipped with "all-user toilets."

It has also been reported that women are more likely than men to be depressed in shelters.<sup>5</sup> A report on the incidence of post-traumatic stress disorder (PTSD) and its impact on mental health due to the Great East Japan Earthquake found that 24% of men experienced mental health effects compared to 40% of women. In a survey conducted after the earthquake, more women than men were strongly suspected of having a sleep disorder. In terms of mental status (mental wellness), women were more likely to be in the severe group that required individual consultations.<sup>xii</sup>

### (3) Sexual and gender-based violence (SGBV) against women and girls, unintended pregnancy, early marriage, and trafficking in persons increase after disasters

Spousal and intimate partner violence against women, as well as sexual assault and sexual violence, increase in post-disaster environments owing to increased stress and weakened police and judicial functions. For example, a study in Tanzania reported an increase in the incidence of domestic violence when rainfall decreased because of the 2007-2008 drought.<sup>6</sup> Transactional sex<sup>xiii</sup> also tends to increase after disasters.

In addition, issues of sexual violence are increased in shelters and temporary housing due to the challenges of living conditions such as toilets. A study conducted by Oxfam reported that women's safety is at risk when women's and men's toilets were located next to each other: physical or sexual assaults occurred when women used the toilets at night.<sup>7</sup>

It has also been reported increased unintended pregnancies<sup>xiv</sup> after disasters. Main factors causing unintended pregnancies could be amplified stress in the post-disaster environment and increased spousal, partner, and other forms of violence against women, as well as sexual violence. There have also been reports of an increase in early marriages<sup>xv</sup> among women following disasters. Young women are at an increased risk of maternal mortality due to pregnancy and childbirth. They also tend to be more vulnerable to violence, abuse, and exploitation. Early pregnancy increases the risk of dropping out of school.<sup>8</sup> In addition, disasters worsen living conditions and increase trafficking of children, especially girls,<sup>xvi</sup> and many children might become victims of severe exploitation and abuse.

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<sup>xii</sup> After the Great East Japan Earthquake, sleep disorders were strongly suspected in 44.4% of women and 27.7% of men in Rikuzentakata City and 50.2% of women and 32.4% of men in Ishinomaki City, and the severe group of mental status was 7.0% of women and 3.3% of men in Rikuzentakata City and 8.4% of women and 6.0% of men in Ishinomaki City. (Reference: [https://www.gender.go.jp/about\\_danjo/whitepaper/h24/zentai/html/honpen/b1\\_s00\\_02.html](https://www.gender.go.jp/about_danjo/whitepaper/h24/zentai/html/honpen/b1_s00_02.html)) (Accessed March 22, 2022)

<sup>xiii</sup> For example, in the aftermath of the Great East Japan Earthquake, there were reported cases of transactional sex in return for receiving food and daily commodities. (Reference: Disaster risk reduction and Gender Equality Training and Promotion Center (GDRR) website, Violence and its Prevention in Disasters, <http://gdr.org/災害とジェンダー/災害時の暴力/>) (Accessed March 30, 2022)

<sup>xiv</sup> For example, there are reports that in Haiti, the 2010 earthquake prevented the use of the most widely used contraceptive, the injection, leading to an increase in unwanted pregnancies.

<sup>xv</sup> For example, five years after Indonesia's 2004 Sumatra earthquake and Indian Ocean tsunami, it was reported that women who had lost both parents were 62% more likely to be married than women of the same age who had not lost parents. (Reference: Cas, A G, Frankenberg, E, Suriastini, W, and Thomas, D. (2014) "The Impact of Parental Death on Child Well-being: Evidence from the Indian Ocean Tsunami." *Demography*, 51(2): 437-457. <https://doi.org/10.1007/s13524-014-0279-8>) (Accessed October 11, 2021)

<sup>xvi</sup> For example, according to Maiti Nepal, which works in the sector of trafficking in persons, the number of women and girls rescued at the border in 2014 was 2,900, but after the Nepal earthquake in 2015, the number increased 1.97 times, 5,700 women and girls. (Reference: UNICEF [https://www.unicef.or.jp/about\\_unicef/about\\_act04\\_04.html](https://www.unicef.or.jp/about_unicef/about_act04_04.html)) (Accessed October 11, 2021)

#### (4) DRR plans and master plans do not reflect gender perspectives

Considering the gender-related issues stated above, it is important to develop DRR plans and master plans with a gender perspective, even during the pre-disaster phase. However, the development of DRR plans tends to be male-centered in many cases. Plans usually do not reflect the needs of women and vulnerable groups, such as elderly persons and persons with disabilities, as their participation in decision-making in relevant institutions is limited because of the division of gender roles.<sup>9</sup>

Lack of active participation of women and the fact that their needs are not reflected in DRR planning and master planning can result in inaccurate risk identification and assessment, inadequate and ineffective policy responses, prioritization and financing of disaster risks at the national and local levels, worsening gender inequalities and vulnerabilities, and civil protests.<sup>10</sup>

## Chapter 2. Importance of gender mainstreaming in the DRR sector

Following the gender issues and their causes presented in the previous chapter, this chapter explains the importance of a gender perspective in development projects from two aspects: realization of gender equality and women's empowerment, and increase of development effectiveness. It also outlines international frameworks for achieving gender equality in the DRR sector.

### 2-1 Why is gender mainstreaming important in the DRR sector?

#### (1) Development of DRR plans and implementation of disaster recovery and reconstruction activities with a gender perspective can create an equitable and inclusive society that respects diversity.

When a disaster strikes, women's vulnerability increases owing to increase of domestic and care work, physical and mental burden, and violence. In addition, men are often responsible for decision-making in shelter and temporary housing planning and management. If projects do not adequately address gender issues, the benefits of those projects will tend to be proportionally distributed toward men. All genders are members of society with equal rights and obligations,<sup>11</sup> and should benefit equally from DRR planning and disaster recovery and reconstruction activities. Gender mainstreaming in the DRR sector can also respond to the challenges to the human rights of diverse groups of people, including women, children, elderly persons, persons with disabilities, and LGBTQIA+, and the risk of leaving vulnerable groups behind. Different Also the efforts to incorporate as many diverse views as possible can lead to inclusive recovery aimed at reducing social vulnerability at the individual and household levels.<sup>12</sup> The development of DRR plans and implementation of disaster recovery and reconstruction activities with a gender perspective will promote the formation of an equitable and inclusive society in which diverse populations, including women, can complement each other in post-disaster societies.

#### (2) Women are key players in DRR, and their equal participation in decision-making effectively promotes DRR.

While women are victims of disasters, they also have different knowledge and experience in DRR compared to men through their daily chores and care work. Women staying at home longer

than men enable them to be more aware of changes in the natural environment and the signs of disasters. For example, in Sri Lanka, women's group was formed to watch signs of landslides and falling rocks during the rainy season, because they are often at home during the day are more likely to notice those signs.

In disaster preparedness, men tend to focus on protecting their property, while women tend to prioritize stockpiling supplies and ensuring their families' safety. After a disaster, women often deal with family needs, such as family concerns and requests related to childcare, nursing care, health, and nutrition. Therefore, effective use of knowledge of women and involvement of women as proactive players in DRR planning and disaster recovery and reconstruction will lead to improved disaster preparedness within households and communities. In reality, however, women's participation in decision-making processes related to disaster recovery and reconstruction, and DRR planning is limited. Gender-responsive planning and preparedness, as well as early warning and response to disasters, can reduce disaster mortality, and also promote equitable distribution of emergency supplies, ensure the safety of shelters, and build more disaster-resilient societies.<sup>13</sup> Gender equal participation is not only a response to challenges of women's rights but also contributes to effective implementation of disaster recovery and investment (planning) in DRR.

### (3) The empowerment of women in the DRR sector will enhance the impact of development.

Many cases have been reported in which women gained confidence and leadership skills by organizing community activities and participating in DRR activities in response to disasters. For example, the city of Sendai, which suffered from the Great East Japan Earthquake, is engaged in a training program aimed at building a disaster-resilient community and developing women's leadership. A network has been created where women from all generations come together to support each other's activities.<sup>14</sup> Action Aid in Bangladesh reported that by developing women's capacities for disaster preparedness, rights, and leadership skills, women started taking the initiative in leading community disaster management activities.<sup>15</sup>

Thus, responding to disasters can serve as a catalyst for social change and promote women's proactive participation in decision-making in the community, thereby building gender equal relationships and promoting women's empowerment. In addition, promoting the empowerment of women, who play an important role in the DRR sector, is an essential initiative not only in the DRR sector, but also in enhancing the development impact as a whole.

## 2-2 International frameworks to achieve gender equality in the DRR sector

### (1) The 2030 Agenda for Sustainable Development and Sustainable Development Goals (SDGs) (2015)

Gender equality and women's empowerment are considered a prerequisite for achieving the Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development. In other words, gender equality and women's empowerment are the means to realize all 17 goals and 169 targets, and actions for achieving gender equality and women's empowerment are required.

Among the 17 goals, Goal 5, which addresses gender equality and women's empowerment, aims to empower women and eliminate gender-based discrimination and build a society in which all people equally enjoy their rights and opportunities, and share responsibilities. The following is a list of targets of Goal 5, which is related to the DRR sector. Relevant points are highlighted in orange.

- 5.1 End all forms of discrimination against all women and girls everywhere.



- 5.2 Eliminate **all forms of violence** against all women and girls in the **public and private spheres**, including trafficking and sexual and other types of exploitation.
- 5.3 Eliminate all harmful practices, such as **child, early and forced marriage and female genital mutilation**.
- 5.4 Recognize and value unpaid care and domestic work through the provision of **public services, infrastructure** and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.
- 5.5 Ensure women’s full and effective participation and equal opportunities for leadership **at all levels of decision-making in political, economic and public life**.
- 5.a Undertake reforms to give women equal rights to **economic resources**, as well as access to ownership and control over land and other forms of property, **financial services**, inheritance and natural resources, in accordance with national laws.
- 5.b Enhance the **use of enabling technology**, in particular information and communications technology, to promote the empowerment of women
- 5.c Adopt and strengthen **sound policies and enforceable legislation** for the promotion of gender equality and **the empowerment** of all women and girls **at all levels**

The table below shows other Goals, Targets and Global indicators relevant to both the DRR sector and gender equality and women’s empowerment, except for Goal 5.

Goal	Target	Global indicators
Goal 1: End poverty in <b>all</b> its forms <b>everywhere</b>	1.5 By 2030, build the resilience of <b>the poor and those in vulnerable situations</b> and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	1.5.1 Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population 1.5.2 Direct economic loss attributed to disasters in relation to global gross domestic product (GDP) 1.5.3 Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 1.5.4 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies
Goal 11: Make cities and human settlements <b>inclusive</b> , safe, resilient and sustainable	11.1 By 2030, ensure access for <b>all</b> to adequate, safe and affordable housing and basic services and upgrade slums	11.1.1 Proportion of urban population living in slums, informal settlements or inadequate housing
	11.2 By 2030, provide access to safe, affordable, accessible and sustainable transport systems for <b>all</b> , improving road safety, notably by expanding public transport, with special attention to the needs of <b>those in vulnerable situations, women, children, persons with disabilities and older persons</b>	11.2.1 Proportion of population that has convenient access to public transport, <b>by sex, age and persons with disabilities</b>
	11.5 By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses	11.5.1 Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population

	relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting <b>the poor and people in vulnerable situations</b>	11.5.2 Direct economic loss in relation to global GDP, damage to critical infrastructure and number of disruptions to basic services, attributed to disasters
	11.7 By 2030, provide <b>universal access to safe, inclusive and accessible</b> , green and public spaces, in particular for <b>women and children, older persons and persons with disabilities</b>	11.7.1 Average share of the built-up area of cities that is open space for public use for all, <b>by sex, age and persons with disabilities</b> 11.7.2 Proportion of persons victim of physical or sexual harassment, <b>by sex, age, disability status</b> and place of occurrence, in the previous 12 months
	11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards <b>inclusion</b> , resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels	11.b.1 Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 11.b.2 Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies
Goal 13: Take urgent action to combat climate change and its impacts	13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on <b>women, youth and local and marginalized communities</b>	13.b.1 Number of least developed countries and small island developing States with nationally determined contributions, long-term strategies, national adaptation plans and adaptation communications, as reported to the secretariat of the United Nations Framework Convention on Climate Change

\* Highlights in **orange** indicate relevance to achieving gender equality and women’s empowerment.

Reference: Prepared based on the information

<https://www.mofa.go.jp/mofaj/gaiko/oda/sdgs/statistics/index.html> (Accessed April 20, 2022)

## (2) Climate change-related international commitments

The United Nations Framework Convention on Climate Change (UNFCCC) was adopted at the 1992 Rio Earth Summit (United Nations Conference on Environment and Development), setting the international framework. At the 21<sup>st</sup> Conference of the Parties (COP21) in 2015, the "Paris Agreement" was adopted, in which the importance of gender equality and women's empowerment in combating climate change was specified in the preamble.<sup>16</sup> In recent years, disasters have become more intense and frequent owing to climate change, and there is growing momentum in the international community to address climate change and DRR in a coherent manner for sustainable development. At COP25 in 2019, the "Lima Work Programme on Gender" and its "Gender Action Plan" were adopted, with an implementation period from 2020 to 2025. In addition, at COP26 in 2021 in Glasgow, Scotland, the Scottish government and UN Women issued a joint statement calling for progress on women’s role in combating climate change and committed to

further strengthening climate action to support women at the local, national, and international levels.<sup>17</sup>

### (3) "Sendai Framework for Disaster Risk Reduction 2015-2030" (2015)

The resolutions on "Gender Equality and Women's Empowerment in Natural Disasters" (2012 and 2014) in the 56<sup>th</sup> and 58<sup>th</sup> United Nations Commission on the Status of Women (CSW)<sup>xvii</sup> and the Sendai Framework for Disaster Risk Reduction 2015-2030 (2015) adopted at the 3<sup>rd</sup> UN World Conference on Disaster Risk Reduction have been formulated to promote women's leadership, participation, and capacity building. The Sendai Framework for Disaster Risk Reduction is characterized by the following four Priorities of Action: (1) understanding disaster risk, (2) strengthening disaster risk governance to manage disaster risk, (3) investing in disaster reduction for resilience, and (4) enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation, and reconstruction. The report also emphasizes the roles of diverse stakeholders such as women, youth, persons with disabilities, and businesses in DRR and mitigation. Particularly with regard to gender, the report states that "women and their participation are critical to effectively managing disaster risk and designing, resourcing, and implementing gender-sensitive DRR policies, plans, and programs; and adequate capacity-building measures need to be taken to empower women for preparedness as well as to build their capacity to secure alternate means of livelihood in post-disaster situations."<sup>18</sup>

**The four priority actions of the Sendai Framework for Disaster Risk Reduction 2015-2030** are 1) understanding disaster risk (collection, analysis, management and use of relevant data, disaster risk assessment, use of geospatial information, disaster education, public awareness, supply chain), 2) strengthening disaster risk governance to manage disaster risk (mainstreaming DRR across all sectors, adoption of DRR strategic plan, government coordination forum with relevant stakeholders, and empowerment of stakeholders), 3) investing in disaster reduction for resilience (public and private investment in DRR through hard and soft measures, land use, building codes), and 4) enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction [disaster warning; business continuity; securing shelter, food, and equipment; evacuation drills; standards during the recovery and reconstruction phases; improved land use planning; and strengthening international mechanisms such as the International Recovery Platform (IRP)].

### (4) Other international developments related to gender and disaster risk reduction (in chronological order)

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<sup>xvii</sup> At the 56th CSW meeting in 2012, six resolutions and one decision were adopted, among which "Gender Equality and Women's Empowerment in Natural Disasters" was a resolution submitted by Japan. As a follow-up, Japan, together with 78 other countries, submitted the above six resolutions, which were adopted at the meeting. In addition, the priority theme of the 66th CSW meeting scheduled for March 2022 is "Achieving gender equality and empowerment of all women and girls in climate change, environment and disaster risk reduction policies and programs. (Reference: Gender Equality Bureau, Cabinet Office, Government of Japan website: [https://www.gender.go.jp/english\\_contents/international/un/CSW.html](https://www.gender.go.jp/english_contents/international/un/CSW.html); UN Women website: <https://www.unwomen.org/en/csw/csw66-2022>) (Accessed April 11, 2022)

- United Nations Security Council Resolution (UNSCR) 1325<sup>xviii</sup>
- Addis Ababa Action Agenda of the Third International Conference on Financing for Development 2015<sup>xix</sup>
- World Humanitarian Summit 2016<sup>xx</sup>, Agenda for Humanity
- New Urban Agenda, Habitat III 2016<sup>xxi</sup>
- The “Guidance Note: Gender Inclusion and Women’s Empowerment at the Centre of Resilience Building: Operationalising the Asia Regional Plan”<sup>xxii</sup> for the Implementation of the Sendai Framework for Disaster Risk Reduction
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) General Recommendation No. 37 on Gender-related Dimensions of Disaster Risk Reduction in the Context of Climate Change 2018<sup>xxiii</sup>

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<sup>xviii</sup> UNSCR 1325, adopted in 2000, identifies four key elements to be included: 1. prevention of all forms of violence against women and girls in conflict and post-conflict situations; 2. equal participation of women as men in peace and security decision-making at the national, regional and international levels; 3. protection and promotion of the human rights of women and girls in conflict and post-conflict situations; 4. addressing the specific relief needs of women and girls and strengthening women's capacities in relief and reconstruction (Reference: UN (2000) Security Council Resolution 1325 at [https://www.un.org/ruleoflaw/files/res\\_1325e.pdf](https://www.un.org/ruleoflaw/files/res_1325e.pdf)) (Accessed April 28, 2022)

<sup>xix</sup> The Addis Ababa Action Goals were adopted at the Third International Conference on Financing for Development in 2015. The Goals called for: increasing the number of cities and settlements that adopt and implement integrated policies and plans for inclusion, resource efficiency, climate change mitigation and adaptation, and disaster resilience by 2020; developing integrated disaster risk management at all levels in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 and others, and also called for ensuring gender equality and the empowerment of women and girls. (Reference: UN (2015) Addis Ababa Action Agenda of the Third International Conference on Financing for Development 2015

[https://sustainabledevelopment.un.org/content/documents/2051AAAAA\\_Outcome.pdf](https://sustainabledevelopment.un.org/content/documents/2051AAAAA_Outcome.pdf)) (Accessed April 11, 2022)

<sup>xx</sup> The 2016 World Humanitarian Summit was convened to revitalize commitment to humanitarianism, strengthen national and local preparedness and response to crises, put affected people at the center of humanitarian action, initiate concrete actions to help alleviate suffering, and share good practices. One of the priorities is the empowerment of women and girls and the call to action for gender equality. (Reference: Agenda for Humanity website, World Humanitarian Summit 2016, <https://agendaforhumanity.org/summit>) (Accessed April 11, 2022)

<sup>xxi</sup> In line with the Sendai Framework for Disaster Risk Reduction 2015-2030, the New Urban Agenda aims to adopt and implement DRR with a gender perspective to reduce vulnerability, build resilience and response to natural and man-made disasters, and promote climate change mitigation and adaptation. (Reference: New Urban Agenda, Habitat III 2016 <https://uploads.habitat3.org/hb3/NUA-English.pdf>) (Accessed April 11, 2022)

<sup>xxii</sup> The guidelines were developed by a regional gender stakeholder group in Asia in preparation for the 7<sup>th</sup> Asian Ministerial Conference on Disaster Risk Reduction held in New Delhi in November 2016. JICA is a member of the group, along with the United Nations Office for Disaster Risk Reduction (UNDRR), the UN Women, and others. (Reference: Gender Inclusion & Women's Empowerment at the Centre of Resilience Building Operationalising the 'Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction',

[https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2017/01/GUIDANCE-NOTE\\_final.pdf](https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2017/01/GUIDANCE-NOTE_final.pdf)) (Accessed February 25, 2022)

<sup>xxiii</sup> This General Recommendation seeks to contribute to the coherence, accountability and mutual reinforcement of the various international agendas on DRR and climate change adaptation by focusing on the impact of climate change and disasters on women's rights. (Reference: CEDAW, General Recommendation No. 37 on Gender-related dimensions of disaster risk reduction in the context of climate change

[https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1\\_Global/CEDAW\\_C\\_GC\\_37\\_8642\\_E.pdf](https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf)) (Accessed April 11, 2022)

- Japan's Fifth Basic Plan for Gender Equality 2020<sup>xxiv</sup>
- Asia-Pacific Action Plan for the Implementation of the Sendai Framework for Disaster Risk Reduction (2021-2024)<sup>xxv</sup>

### Chapter 3. Mainstreaming gender perspective in project cycle

Gender mainstreaming in a project means integrating a gender perspective in all the stages of the project: planning, implementation, monitoring, and evaluation. This Reference Material presents the following five practical steps to mainstream a gender perspective in a project.

- **Step 1 “Social and gender analysis”**: Conduct a social and gender analysis. Specifically, identify gender issues through analyzing related policies, structures, organizations, and different experiences, challenges and needs of women and men in the region, in view of promoting gender equality and women’s empowerment.
- **Step 2 “Formulation of an activity plan”**: Formulate a plan of activities to address the gender issues identified at Step 1.
- **Step 3 “Setting gender indicators”**: Set quantitative and qualitative indicators to objectively measure the effects of the activities.
- **Step 4 “Implementation and monitoring with a gender perspective”**: Establish a gender-responsive implementation structure. With a gender perspective, implement activities, and monitor the progress, results, and impacts (unexpected positive and negative effects of project implementation).
- **Step 5 “Evaluation with a gender perspective”**: Evaluate implemented activities that had incorporated a gender perspective, and their results and impacts.

The table below shows the five steps for gender mainstreaming applied in three project phases: project formulation phase, project implementation phase, and after project completion. Step 1 to 3 fit into the project formulation phase, Step 4 is the project implementation phase, and Step 5 is the phase after project completion. Although a gender perspective must be incorporated throughout all phases, it is particularly important to mainstream a gender perspective in the project formulation phase (Step 1 "Social and gender analysis" to Step 3 "Setting gender indicators").

Project formulation phase	Project implementation phase	After project completion
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<sup>xxiv</sup> In the eighth area, the report refers to the promotion of gender equality in disaster prevention, reconstruction, and environmental issues, and introduces the CSW Resolution on Gender Equality and Women's Empowerment in Natural Disasters and the Sendai Disaster Risk Reduction Cooperation Initiative Phase 2 as concrete initiatives for international DRR cooperation.

<sup>xxv</sup> The Asia-Pacific Action Plan for the Implementation of the Sendai Framework for Disaster risk reduction was adopted at the Asian Ministerial Conference on Disaster Risk Reduction held in Ulaanbaatar, Mongolia in July 2018 and is structured to reflect the four priority actions of the Sendai Framework for Disaster Risk Reduction 2015-2030, at three levels (regional, national, and local). Actions related to gender include implementing DRR actions that promote gender equality (2.2 h), prevention and response to SGBV (2.2 i), promoting gender budgeting (3.2 k) and increasing diversity among youth, persons with disabilities and indigenous peoples (2.2 g), with a perspective of gender and inclusiveness. (Reference: Asia-Pacific Action Plan 2021-2024 for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 <https://www.undrr.org/publication/asia-pacific-action-plan-2021-2024-implementation-sendai-framework-disaster-risk>) (Accessed February 25, 2022)

Step 1 Social and gender analysis	Step 2 Formulation of an activity plan	Step 3 Setting gender indicators	Step 4 Implementation and monitoring with a gender perspective	Step 5 Evaluation with a gender perspective
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The following table indicates where to refer in the Reference Material according to the project cycles of technical cooperation, Official Development Assistance (ODA) loan and ODA grant.

Scheme	Project cycle	Where to refer in the Reference Material
Technical Cooperation	At the time of preparing the Terms of Reference (TOR) for the data collection survey, detailed design study and basic design study	Step 1 (Analysis)
	At the time of drafting Main Point Discussed in the Record of Discussion (R/D) (activities related to gender), PDM, and Ex-Ante Evaluation document	Step 2 (Activity planning), Step 3 (Indicators)
	At the time of preparing the TOR of the project, implementing the project, and reviewing a monitoring sheet	Step 4 (Implementation and monitoring)
ODA loan	At the time of preparing the TOR for the data collection survey and Preparatory Survey, and drafting Project Planning Documents (1)	Step 1 (Analysis)
	At the time of preparing Minutes of Discussion (M/D), Project Planning Document (2)/(3), Records of hearings, and drafting Ex-Ante Evaluation document	Step 2 (Activity planning), Step 3 (Indicators)
	At the time of supervising the project and reviewing Project Status Report	Step 4 (Implementation and monitoring)
ODA grant	At the time of preparing the TOR for the data collection survey and Preparatory Survey, and drafting Project Planning Record (1)	Step 1 (Analysis)
	At the time of preparing Minutes of Discussion (M/D), Project Planning Document (2)/(3), and Ex-Ante Evaluation Document	Step 2 (Activity planning), Step 3 (Indicators)
	At the time of supervising the project and reviewing Project Monitoring Report	Step 4 (Implementation and monitoring)

Details of Steps 1 to 5 are explained in the following sections.

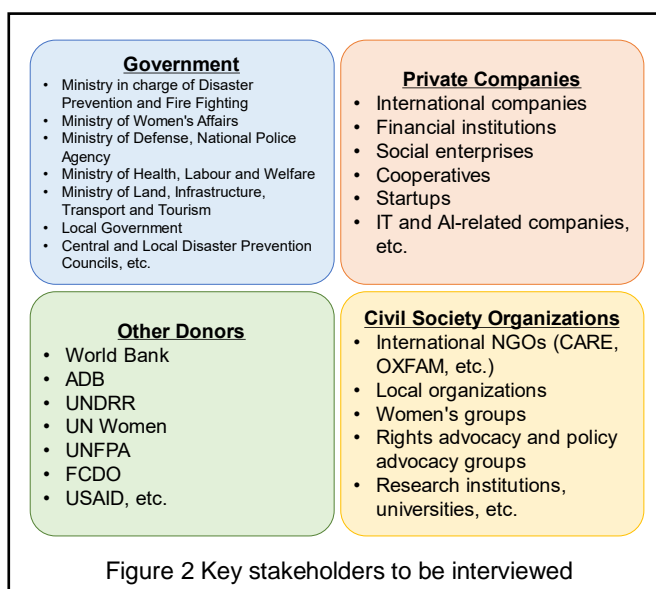
## Step 1. Social and gender analysis

The first thing to perform in gender mainstreaming of a project is to identify gender issues through social and gender analysis. Specifically, a survey is to be conducted to collect and analyze gender-disaggregated data and related information in the target countries and areas to understand the current situation and issues of each gender. It is especially important to understand 1) behaviors and actions of people of different genders and their beliefs and values, 2) social and cultural norms and practices affecting those people, and 3) issues that they face based on their gender.

The table below is a "List of Survey Items and Contents for Social and Gender Analysis" to be referred to when preparing a survey. It shows exemplary survey items with respective survey questions. The list also includes 'Basic information' that helps better understand the current situation and issues related to gender in the sector and the sub-sectors. Furthermore, since every project is expected to contribute to Goal 5 of the SDGs, including the elimination of sexual and gender-based violence (SGBV), it is desirable to collect and analyze a wide range of data; thus, the survey items include those related to Goal 5. It should be noted that these survey items and contents are examples. Thus, in accordance with the purpose and scope of the project, survey items and contents should be modified or added.



The female population is diverse, and it is important to understand the characteristics of people in the target area, such as women with disabilities, female heads of households, and women who are ethnic minority. Therefore, when collecting and analyzing data, it is necessary to collect gender-disaggregated data, gender identity, sexual orientation, income, age, disability, race and ethnicity, migration status, geographic conditions, and other attributes and characteristics, depending on the situation as well as in terms of intersectionality<sup>xxvi</sup>.

Stakeholders for DRR in Japan, for example, are diverse, including the government (e.g., Cabinet Office departments in charge of DRR, Gender Equality Bureau Cabinet Office, Ministry of Defense, National Police Agency, Ministry of Health, Labour and Welfare, Ministry of Land, Infrastructure, Transport and Tourism), private companies, research institutions, civil society organizations (both gender-related and DRR-related), and donors (Figure 2). In addition, stakeholders at the local level such as local disaster management councils need to be identified.





<sup>xxvi</sup> Intersectionality refers to a situation of compounded discrimination in which there is not only discrimination based on sex and gender, but also discrimination based on other grounds such as "race", ethnic origin, nationality, religion, disability, and sexual orientation. (Reference: Kawaguchi, "Women with Disabilities and the Intersectionality of Discrimination," Institute of Human Sciences, Ritsumeikan University, <https://www.ritsumeihuman.com/essay/essay-1607/>) (Accessed December 20, 2021)


## List of survey items and contents

Survey items	Survey contents
<b>Policies and systems</b>	
<ul style="list-style-type: none"> <li>• Laws, systems and policies related to disaster recovery and reconstruction, and gender</li> <li>• Gender equality and women's empowerment in relevant policies and plans</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are there any items/content in laws and systems related to disaster recovery and reconstruction and DRR with a gender perspective?</li> <li><input type="checkbox"/> How is the promotion of gender equality and women's empowerment positioned in DRR-sector policies and plans?</li> <li><input type="checkbox"/> What reports does the country provide on the progress of international pledges such as the Sendai Framework for Disaster Risk Reduction?</li> <li><input type="checkbox"/> Are there any budget allocations for DRR with a gender perspective, and what kind of projects are they allocated to?</li> <li><input type="checkbox"/> What laws and policies ensure gender equality and women's rights and respect diversity of vulnerable groups, including children, elderly persons, persons with disabilities, LGBTQIA+, indigenous peoples, and migrant workers?</li> <li><input type="checkbox"/> Are there any items/content or examples of good practices related to disaster management in policies and plans that respect gender equality and mainstreaming as well as diversity of vulnerable groups?</li> <li><input type="checkbox"/> Has risk assessment been conducted, and are public infrastructure development and disaster prevention-related laws and standards based on risk assessment?</li> <li><input type="checkbox"/> Do land tenure and use rights differ by gender<sup>xxvii</sup>? How are they defined by law?</li> <li><input type="checkbox"/> Are there any unequal contents in the customary laws (land tenure and inheritance, authority of the head of household, freedom of movement, etc.), such as discrimination or prejudice based on gender and other attributes (ethnicity, disability, etc.) that increase vulnerability to disaster? (Examples: customs that prevent women from evacuating unaccompanied by men, prevent women from evacuating on their own initiative, circumstances that prevent or make it difficult for women to use shelters, circumstances or religious reasons that prevent women from being examined by male doctors (see TIPS below), etc. Existence or absence of women's skills [e.g., tree climbing, swimming, etc.] to mitigate the disaster, women's clothing [difficult to move or evacuate], etc.)</li> </ul>
	It should be noted that even if the codified law recognizes equal gender rights, there can be gender discrimination based on customary law. It should also be noted that even if there is no clear statement of gender discrimination, there may be cases where discrimination exists in reality (e.g., a provision that the participation in a meeting on DRR is limited to those who have land tenure, and almost all land owners are men owing to the region's gender norms).
	It is important to understand policies and systems from both perspectives of DRR and gender equality: how DRR is positioned in gender-equality promotion policies and guidelines, and how gender equality and women's empowerment are positioned in DRR-related policies and guidelines. In developing countries, there are tendencies that DRR-related institutions are not interested in gender, and gender-related ministries and agencies are not interested in DRR.
<b>Organizational structure</b>	
<ul style="list-style-type: none"> <li>• Degree of women's participation in the decision-making structure</li> <li>• Decision makers' experience of</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> What is the number and percentage of staff (general, technical, and managerial) by gender in the implementing agency?</li> <li><input type="checkbox"/> Is there a gender focal point in the implementing agency? If so, what is their role?</li> <li><input type="checkbox"/> What is the implementation structure (national and local) for recovery, reconstruction, and DRR planning? What is the number and percentage of staff (general, technical and managerial) by gender in the implementation system?</li> <li><input type="checkbox"/> Are the recruitment criteria gender-equal? Are steps being taken to increase the number of female staff? What steps are being taken? What results have been achieved?</li> </ul>

<sup>xxvii</sup> Examples of land tenure include government ownership, community ownership, indigenous ownership, and individual ownership, and it is necessary to check whether both women and men have ownership and use rights to those lands.



<p>participating in gender awareness training</p> <ul style="list-style-type: none"> <li>Levels of understanding regarding gender issues among stakeholders</li> <li>Existence or absence of gender focal points</li> <li>Gender Mainstreaming Activities</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Have decision-makers in the implementing agency participated in gender training?</li> <li><input type="checkbox"/> What is the number and percentage of gender-training participants by gender?</li> <li><input type="checkbox"/> What is the level of understanding of gender-training participants and stakeholders? (e.g., results of post-training tests on understanding and gender awareness, good practices in using lessons-learned in work, changing behavior, sharing lessons-learned with others, etc.)</li> <li><input type="checkbox"/> Are there any gender mainstreaming activities in the implementing agency or local government offices? If so, what are they?</li> </ul>
 <p>In gender analysis, it is particularly important that women participate as proactive decision-makers in national and local disaster management councils and in the implementation structure. For example, it is important to develop female leaders and to have women participate as members and leaders in national and local disaster management councils, so that women can take the lead in disaster management activities.</p>	
<p>Diverse stakeholders (collaboration)</p>	
<ul style="list-style-type: none"> <li>Existence or absence of gender-related ministries and agencies (e.g., Ministry of Women's Affairs)</li> <li>Possibility of collaboration with gender-related authorities, international and regional organizations, NGOs, etc.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are there institutions (e.g., Ministry of Women's Affairs, Ministry of Social Development, etc.) with a role in promoting gender equality and women's empowerment and respecting diversity of vulnerable groups including children, elderly persons, persons with disabilities, LGBTQIA+, indigenous peoples, and migrant workers. If so, what policies, strategies, and action plans do they have?</li> <li><input type="checkbox"/> Is there any collaboration between the government agencies responsible for gender equality? If so, what kind of cooperation?</li> <li><input type="checkbox"/> Are there international organizations [e.g., World Bank, Asian Development Bank (ADB), United Nations Human Settlements Programme (UN-HABITAT)], bilateral aid agencies [e.g., United States Agency for International Development (USAID), Foreign, Commonwealth and Development Office (FCDO)], civil society organizations (e.g., international NGOs such as CARE and Oxfam, policy advocacy groups), academic institutions, foundations, and private companies (e.g., social enterprises, financial institutions) working in the field of DRR? If so, how do they collaborate with the implementing agency and relevant ministries and agencies? Among them, are there any collaborations with a gender perspective?</li> <li><input type="checkbox"/> Are there international organizations [UN Women, United Nations Population Fund (UNFPA), etc.], bilateral aid agencies (USAID, FCDO, etc.), civil society organizations (women's groups, rights advocates, etc.), and private companies (social enterprises, financial institutions, etc.) involved in gender initiatives? If so, what kind of cooperation is there with the implementing agency and relevant ministries and agencies? Is there any collaboration in the DRR sector among them?</li> </ul>
 <p>It is important to conduct interviews with relevant government ministries and regional offices, international organizations, bilateral aid agencies, experts, and NGO members who are familiar with the local situation, key local people (women's group leaders, community leaders, union leaders, religious leaders, etc.), and key informants (women and men), and to deepen understanding of the gender situation in the target country or region, especially the current situation and issues faced by women and the factors behind them.</p>	
<p>Basic information</p>	
<ul style="list-style-type: none"> <li>Population distribution by gender and</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> What is the population distribution by gender?</li> <li><input type="checkbox"/> What is the population distribution of groups vulnerable to disasters (e.g., female heads of households, elderly persons, persons with disabilities, people living in informal settlements, migrant workers)?</li> </ul>

<p>vulnerable groups</p> <ul style="list-style-type: none"> <li>• Gender-specific indicators on education, employment/economic activities, and health</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Is there any gender-specific data/information related to past disasters? If yes, what type/content? [e.g., existence or absence and contents of hazard/risk maps, review of past disaster experiences/knowledge (e.g., number of deaths/affected persons, challenges in shelters, incidence of SGBV/unintended pregnancy/trafficking in persons, status of women's mental health, school attendance rates, unemployment rates, resettlement in terms of disaster prevention), Post-Disaster Needs Assessment (PDNA), gender-specific statistics in the PDNA, existence or absence and content of gender-related activities during and after disasters, etc.]</li> <li><input type="checkbox"/> What are school enrollment and literacy rates by gender?</li> <li><input type="checkbox"/> What are labor force participation and unemployment rates by gender?</li> <li><input type="checkbox"/> What are the infection rates for infectious diseases and the access to health care facilities situation by gender?</li> </ul>
<p>Gender division of labor</p>	
<ul style="list-style-type: none"> <li>• Gender division of roles and behavior patterns</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Who is responsible for unpaid domestic work such as securing fuel and water, cooking, and caring for livestock?</li> <li><input type="checkbox"/> Who is responsible for childcare, nursing care, and other unpaid care work?</li> <li><input type="checkbox"/> Is there a gender norm that women and girls are responsible for securing fuel and water, cooking and other unpaid domestic and care work during the recovery and reconstruction phases?</li> <li><input type="checkbox"/> Are there any negative impacts (e.g., harm to health, impact on schooling/work, etc.) of women/girls being responsible for unpaid domestic and care work, etc.? If so, what are those impacts?</li> </ul>
<p> Depending on the diverse attributes of women (age, class, ethnicity, religion, disability, education levels, gender identity and sexual orientation, gender of the head of the household, marital status, number of children, income levels, etc.) the situation, issues faced, needs, and impacts of the development projects are different. Therefore, it is important to understand what types of women live in the project target area.</p>	
<p>Access to resources</p>	
<ul style="list-style-type: none"> <li>• Women's access to resources</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Do women, elderly persons, persons with disabilities, and others have access to the resources they need for recovery and reconstruction and DRR [e.g., land and other economic resources, safe disaster-resistant housing, loans for recovery, reconstruction and livelihoods (e.g., bank accounts and microfinance), transportation, access to information, education and employment, etc.]? If not, why not?</li> <li><input type="checkbox"/> Do women know the location of evacuation centers and evacuation routes?</li> <li><input type="checkbox"/> Are the local authorities and communities aware of where vulnerable populations such as women, elderly persons, and persons with disabilities live? Is any action being taken (e.g., requesting evacuation assistance from nearby youth, etc.)?</li> <li><input type="checkbox"/> Do women have access to information and participate in activities related to recovery/reconstruction and DRR (e.g., DRR training, evacuation drills, seminars and trainings)?</li> <li><input type="checkbox"/> Are there any arrangements for women's access to DRR-related activities (e.g., adjusting hours and locations, providing childcare services, offering literacy classes, using visual aids, etc.)?</li> </ul>
<p>Participation in decision-making</p>	
<ul style="list-style-type: none"> <li>• Women's participation and decision-making in disaster management</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are women participating in the formulation and management of recovery/reconstruction and DRR-related plans? If so, what roles do they play? If not, why not?</li> <li><input type="checkbox"/> Is there a mechanism to reflect women's opinions in recovery/reconstruction and DRR-related planning? If so, what kind of mechanism? What kinds of opinions were actually reflected in the past?</li> <li><input type="checkbox"/> Do women participate in, understand, and utilize hazard and risk mapping?</li> <li><input type="checkbox"/> Who decides on participation in disaster management activities and disaster preparedness (relocation and restoration of dwellings for disaster prevention purposes, purchasing supplies, etc.)?</li> <li><input type="checkbox"/> Who decides how the entire household income, including income from economic activities, is spent?</li> </ul>

	<input type="checkbox"/> How much participation do women have in community gatherings related to disaster management and to what extent do they have a voice?
Evacuation shelter	
<ul style="list-style-type: none"> <li>• Gender division of roles in shelter</li> <li>• Women's needs, resources and access in shelters</li> </ul>	<input type="checkbox"/> Is the plan designed to identify the needs of diverse populations such as women, elderly persons, persons with disabilities, LGBTQIA+, etc., in shelters? How is it planned to identify them? <input type="checkbox"/> Are women, elderly persons, persons with disabilities, LGBTQIA+, and other diverse populations involved in making rules for shelter management? <input type="checkbox"/> Has it become a rule that women are responsible for the care of the sick/injured, children, elderly persons, and persons with disabilities, securing fuel and water, cooking, etc.? <input type="checkbox"/> Is the plan designed to ensure adequate privacy, sanitation and security for women in shelter? <input type="checkbox"/> Is there a plan to provide necessary resources and access to those resources for women at shelter [e.g., feminine products (sanitary items, undergarments, etc.), psychosocial counseling for women by women, and a contact point to report and discuss SGBV, etc.]? (Is the attention paid to who and where they are distributed?) <input type="checkbox"/> Is there a plan to provide necessary childcare items (baby carriers, baby bottles, milk, baby food, change of baby clothes, diapers, wipes, etc.) and care/assistance items (wheelchairs, walkers, walking sticks, urine collectors, stoma braces, etc.) to a diverse population including children, elderly persons, and persons with disabilities at shelter? <input type="checkbox"/> Is a shelter designed from the perspective of diverse populations (e.g., elderly persons, persons with disabilities, LGBTQIA+, etc.)? (e.g., universal design <sup>xxviii</sup> ) Are reasonable accommodations <sup>xxix</sup> planned to be provided? [e.g., installation and provision of ramps, handrails, "all-user toilets," information accessibility (Braille, sign language interpretation, voice guidance, etc.), multilingual signage, etc.]
Temporary housing and resettlement sites	
<ul style="list-style-type: none"> <li>• Needs of vulnerable populations, including women, in temporary housing and resettlement sites</li> <li>• Privacy, sanitation, and security in temporary housing and</li> </ul>	<input type="checkbox"/> Are the information and data on gender, age, health status, etc., in temporary housing and resettlement areas collected? Who is collecting the data and how? <input type="checkbox"/> When setting up temporary housing and resettlement sites, are the needs of diverse populations, such as women, elderly persons, persons with disabilities, LGBTQIA+, etc., reflected in the planning? Who identifies such needs and how? <input type="checkbox"/> Are adequate privacy, sanitary conditions and security ensured for women in temporary housing and resettlement sites? <input type="checkbox"/> Are necessary and accessible resources for women (e.g., social protection, women's counselors for livelihood, education, employment, marriage, pregnancy, etc., and a contact point for women to report and discuss SGBV by women for women) provided in temporary housing and resettlement sites? <input type="checkbox"/> Is the physical infrastructure of temporary housing and resettlement sites designed from the perspective of diverse populations (e.g., elderly persons, persons with disabilities, LGBTQIA+, etc.)? (e.g., universal design) Are reasonable accommodations provided? (e.g., installation and provision of ramps, handrails, "all-

<sup>xxviii</sup> The United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) defines universal design as "the design of products, environments, programmes and services to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design." (Reference: UN website, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-2-definitions.html>) (Accessed April 21, 2022).

<sup>xxix</sup> Reasonable accommodation means "necessary and appropriate modification and adjustments not imposing a disproportionate or undue burden, where needed in a particular case, to ensure to persons with disabilities the enjoyment or exercise on an equal basis with others of all human rights and fundamental freedoms." (Reference: Convention on the Rights of Persons with Disabilities, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/article-2-definitions.html>) (Accessed April 22, 2022)

resettlement sites	user toilets," information accessibility (e.g., Braille, sign language interpretation, voice guidance), multilingual signage, etc.)
Construction sites (for construction component only)	
<ul style="list-style-type: none"> <li>• Employment and working environment of construction workers</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> What is a percentage of construction workers by gender?</li> <li><input type="checkbox"/> What are the reasons if female workers are fewer than male? e.g., gender norms, including fixed gender division of labor, specification of eligibility for men only in recruitment and/or any requirements that look neutral but exclude women indirectly in the local contexts, and risks of SGBV for engaging in construction.</li> <li><input type="checkbox"/> Do female construction workers face challenges? What are they? e.g., restrooms/toilets and/or changing rooms set up only for men use, gender harassment to the women by their co-workers and/or residents near the sites, and lack of a reporting system for those issues.</li> <li><input type="checkbox"/> Is there any culture or custom for paying less to women even if they engage in same work as men? (wage discrimination)</li> </ul>
<ul style="list-style-type: none"> <li>• SGBV risks</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Have female construction workers and/or local women near the construction sites experienced SGBV? (Where are the high-risk areas, such as truck stops and markets, where interaction with local communities occurs? Is there enough lighting in construction workers' latrines and living space?)</li> </ul>



### [Tips on survey methodology]

Social and gender research methods include literature review, interviews (including Key Informant Interviews and Focus Group Discussions), field observations, and inspections. It is also useful to use "gender analysis tools" (referred to the attached list of reference materials at the end of the document) specifically developed to gain more accurate understanding of gender relations, such as gender division of roles and labor, and access and control over resources. Other points to be considered in conducting surveys are as follows.

- \* Interview both women and men to see if there are differences in their perceptions.
- \* When forming groups for interviews or discussions, carefully assess if target groups should be gender-mixed or single-gender. It depends on the cultural practices and social norms of the target country/area as well as the content and purpose of the information to be gathered. If women have difficulties expressing their opinions in front of men, it is desirable to interview women and men separately. On the other hand, mixed group discussions may provide the participants with an opportunity to deepen their discussions while understanding each other's perceptions.
- \* Girls and boys may also have different needs and perspectives, thus make an effort to collect their voices.
- \* For sensitive contents such as SGBV, it is preferable that staff of local NGOs with experience and expertise conduct individual interviews rather than group interviews. Carefully protect anonymity and confidentiality of the respondents.

In order to identify gender issues based on the collected data and information, the following points should be taken into account during the analysis.

- Division of labor: Are there any stereotyped gender division of labor?
- Access: Are there any gender disparities in the access to resources, services and the benefits derived?
- Control: Who manages and owns resources and services? Who controls benefits (are there any gender-based biases)?

- Decision making: Are there any gender-based biases in participation in decision-making?
- Organizational capacity: Do relevant institutions have policies, experience, and capacity to promote gender equality and women's empowerment?
- Sexual and Gender-Based Violence (SGBV): Are there any SGBV within the scope of the DRR sector?  
(Example: risk of SGBV in shelters owing to adjacent of women's and men's toilets and lack of lightings at the toilets)

In addition, to ensure the project help the promotion of gender equality and women's empowerment, consider the following points:

- Will the benefits from the planned project be equally enjoyed by all beneficiaries regardless of gender? If there are any possibilities that they may not be equally beneficial to all, what are the reasons? What should be done to make them equally beneficial?
- What are the entry points for eliminating inequalities, such as gender-based prejudices, and social, cultural, and institutional constraints, and further promoting gender equality in a society?

Against the gender issues identified in Step 1, Step 2 and the subsequent Steps propose effective activities and present some points to keep in mind during implementation: Step 2 lists up gender-responsive activities for helping develop Activities section of a Project Design Matrix (PDM) (see "List of Effective Activities for Solving Gender Issues" in Step 2), and Step 4 introduces tips for the implementation of the activities set in Step 2.

## Step 2. Planning gender-responsive activities

In order to address gender issues identified in the previous Step, an activity plan needs to be developed and reflected in the PDM. In planning activities, it is important to take into account all three of the following aspects.

### (1) Actions to strengthen agency of women and girls (Agency)

Actions to empower women and girls to overcome their relatively disadvantaged positions through strengthening their capabilities and increasing their opportunities.

(Examples: strengthening the capacity of female DRR leaders by training, having women acquire skills and knowledge on the maintenance and management of shelters and temporary housing, and training female DRR specialists)

### (2) Actions to change people's mindset, attitudes and behaviors (Relations)

Actions to transform gender power relations by addressing patriarchal social norms, people's attitudes and behaviors.

(Examples: training and advocacy activities for disaster management committee members, community leaders, and those who work closely with women, and campaigns to raise awareness and promote understanding among men in cooperation with male community leaders)

### (3) Actions to transform policies and institutional mechanisms (Structure and systems)

Actions to review and develop relevant policies and institutional mechanisms to promote gender equality and women's empowerment.

(Examples: revision of systems related to DRR; development of policies and improvement of organizational structures to promote the increase of female administrators, researchers, and DRR personnel; and introduction of a quota system<sup>xxx</sup> for female leaders of national and local government DRR committees)



These three aspects are interrelated, and it is necessary to work on all these three when promoting gender mainstreaming activities to address the identified gender issues. For example, leadership training for women should be provided to develop human resource and increase the capacity of women because currently there are absence of women and the lack of gender perspectives in decision-making groups for DRR. Simultaneously, it is necessary to educate decision-making group members, their families, local communities on the importance of gender equality and women's participation in decision-making groups. These aim to reduce aversion and opposition to women's participation in decision-making groups, and to encourage their positive acceptance of such participation. It is also important to promote women's participation from an institutional perspective, such as introducing rules such as a quota system for women in decision-making groups. By working from these three directions to resolve issues, the project must reflect women's voices in the decision-making process of DRR and make the process sustainable.



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<sup>xxx</sup> A quota system is one of the methods to achieve equal opportunity by fixed allotments such as providing special openings within a certain range to those who are disadvantaged owing to social or structural discrimination. For example, gender quotas in the political arena are a system to allocate the ratio of women or men to women on the basis of gender, with the aim of correcting gender disparities in parliament. (Reference: Cabinet Office website [https://www.gender.go.jp/research/kenkyu/pdf/gaikou\\_research/2020/05.pdf](https://www.gender.go.jp/research/kenkyu/pdf/gaikou_research/2020/05.pdf)) (Accessed January 11, 2022)

Below are the examples of effective activities to tackle gender issues. The relevance of the priority actions (1) to (4) of the Sendai Framework for Disaster Risk Reduction [(1) understanding disaster risk, (2) strengthening disaster risk governance to manage disaster risk, (3) investing in disaster reduction for resilience, and (4) enhancing disaster preparedness for effective response, and to "Build Back Better" in recovery, rehabilitation and reconstruction] is also shown.

**List of useful measures to tackle gender issues**

Identified gender issues	Useful strategies and measures (example)
<b>Policies and systems</b>	
<ul style="list-style-type: none"> <li>The promotion of gender equality and women's empowerment is not promoted in policies and plans in the DRR sector.</li> </ul>	<ul style="list-style-type: none"> <li>Conduct awareness-raising and training on gender issues as an effort to change gender awareness and behavior of the implementing agency, related organizations, and local government offices in the DRR sector (e.g., introduction of policies, plans, and good practices in Japan and other countries through training in Japan and third countries). (1)(2)(3)(4)</li> <li>Conduct public consultation on DRR-related policies and plans for local communities, NGOs, and businesses, including diverse populations such as women (including women's groups, women heads of households, etc.), the poor, persons with disabilities, and LGBTQIA+. (2)</li> <li>Make a list of data to be collected by gender and establish a mechanism to collect gender-specific data on a routine basis. (1)</li> <li>In collaboration with the Ministry of Women's Affairs, women's and men's groups motivated to promote gender equality and women's empowerment, develop, implement, and monitor a gender action plan that clarifies responsibilities of monitoring officers within the implementing agency in the DRR sector. (2)</li> </ul>
	<p>In advocating for policies and systems, it is important to secure a budget from the viewpoint of feasibility. It is necessary to fully understand the financial situation and budgeting possibilities within the partner government and relevant ministries and agencies, and to discuss budget allocations.</p>
	<p>It is not easy to set quantitative indicators such as the number or percentage of women participating in the training, but this could be set based on the project's scale and the anticipated benefits. It would be helpful to refer to reports of projects that have been implemented in the countries targeted by other projects or in the vicinity of the target region, if available.</p>
<b>Organizational structure</b>	
<ul style="list-style-type: none"> <li>Systems and structure to promote gender equality and women's empowerment in the DRR sector are not in place.</li> <li>There are only few female members of emergency rescue teams, disaster response headquarters, and disaster management organizations.</li> </ul>	<ul style="list-style-type: none"> <li>Establish systems and structures to promote gender equality and women's empowerment at the national and local levels. (e.g., assignment of gender officers and formation of working groups and task forces composed of focal persons and representatives from implementing agencies, relevant agencies, Ministry of Women's Affairs, regional offices, women's groups, NGOs, local communities, etc.) (2)</li> <li>Encourage employment of diverse people, including women and persons with disabilities, in recovery and reconstruction task forces, construction companies responsible for recovery and reconstruction, and DRR-related government agencies (2)(4)</li> <li>Cooperate with schools and departments related to DRR to create a mechanism for education and human resource development in the DRR sector for women. (e.g., on-the-job training at DRR-related institutions, scholarships for female students and students with disabilities, etc.) (1)(2)</li> <li>Through training and work-group activities for DRR professionals, promote the development of employment, promotion criteria, and workplace environments from the perspective of diverse populations, including women, elderly persons, persons with disabilities, LGBTQIA+, etc. (e.g., develop and provide separate toilets for women and men, "all-user toilets," break rooms, and changing spaces in the workplace; create a code of conduct; conduct awareness-raising on sexual harassment; promote the employment of women in technical and professional posts such as DRR specialists;</li> </ul>

	provide workplace training; and establish the percentage of women in employees and management positions) (1)(2)
Gender division of labor	
<ul style="list-style-type: none"> <li>• After a disaster, the burden of women's unpaid domestic and care work increases.</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct gender awareness training on gender equality and women's empowerment at the community level. (1)</li> <li>• Work with women's and men's groups motivated to promote gender equality and women's empowerment to advocate with local communities about gender equality and the important role of women. (1)</li> <li>• Work with the Ministry of Women's Affairs and the Ministry of Social Development to help improve policies and systems that discriminate against women and vulnerable groups and restrict their participation in productive activities. (2)(4)</li> <li>• Examine ways and mechanisms for providing services that are not based on women's unpaid work. (e.g., provision of childcare, care and assistance services, etc.) (1)(2)</li> </ul>
	Training contents of gender training include what is gender, the impact of gender bias on organizational operations and systems, the significance of gender mainstreaming (e.g., sound organizational operations, higher project results and sustainability), creating action plans to promote gender mainstreaming, and response to harassment and SGBV.
	Advocacy for men on the important role of women can also be effectively carried out by men's groups motivated to promote gender equality and women's empowerment.
Access to resources (provision of services)	
<ul style="list-style-type: none"> <li>• Women's needs and constraints are not fully understood by those responsible for DRR and recovery/reconstruction.</li> <li>• Services that meet women's needs are not provided.</li> </ul>	<ul style="list-style-type: none"> <li>• When implementing and providing activities and services related to disaster recovery and reconstruction and DRR (e.g., training, seminars, evacuation drills, hazard/risk mapping, land use planning, recovery and reconstruction projects, etc.), set target percentages of women and diverse populations such as elderly persons, persons with disabilities, LGBTQIA+, etc., for them to be able to participate. (2)(3)(4)</li> <li>• Support improved access to public services (e.g., subsidies and other poverty reduction policies, social protection programs, entrepreneurial support, etc.) and private sector support for diverse populations, including women, elderly persons, persons with disabilities, and LGBTQIA+. (2)(3)(4)</li> <li>• Support the development of services that meet women's needs by actively promoting and involving women as managers and service providers, and by providing a platform for the exchange of ideas between them and potential female users. (1)(2)</li> </ul>
<ul style="list-style-type: none"> <li>• The residence of those who cannot evacuate on their own, such as elderly women and women with disabilities, have not been identified.</li> </ul>	<ul style="list-style-type: none"> <li>• Local governments and communities will conduct surveys to determine where elderly persons, persons with disabilities, and other people who cannot evacuate on their own live, and based on the survey results, create maps, disseminate information, and cooperate with local youth groups to build an evacuation support and relief system. (1)(4)</li> </ul>
<ul style="list-style-type: none"> <li>• Health problems increase after a disaster.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide psychosocial and trauma care to mitigate the onset of PTSD and its impact on mental health. (4)</li> <li>• Plan and establish a system to ensure that medical institutions will be able to continue to provide sexual and reproductive health (SRH) services during times of emergency and recovery/reconstruction. (3)(4)</li> </ul>
<ul style="list-style-type: none"> <li>• Domestic violence by spouses and others against women and SGBV increase after a disaster.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide psychosocial care, including prevention and counseling on SGBV, domestic violence and alcohol abuse, that is attuned to the specific needs of women and the psychology of victims. (4)</li> <li>• Ensure SGBV prevention systems and awareness-raising on a routine basis through gender training (e.g., SGBV prevention training, assignment of female counselors and female police officers, introduction of a patrol system, establishment of neighborhood watch organizations, etc.). (2)(4)</li> </ul>



	<ul style="list-style-type: none"> <li>• Work with the Ministry of Women's Affairs and women's and men's groups motivated to promote gender equality and women's empowerment to seek to strengthen policies and institutions related to SGBV against women (e.g., criminal code for sexual offenses, laws on punishment of violent acts, etc.). (2)(4)</li> </ul>
<ul style="list-style-type: none"> <li>• Women do not have the initial investment to start a business for recovery</li> <li>• There are few female role models for reconstruction and industrial development.</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporate microfinance and financial literacy training into the project and work with microfinance providers to provide loans to diverse populations, including women, elderly persons, persons with disabilities, and LGBTQIA+. (2)(3)(4)</li> <li>• Provide opportunities to interact and exchange ideas with women entrepreneurs and entrepreneurs with disabilities for diverse populations, including women, elderly persons, persons with disabilities, and LGBTQIA+. Share information on the career paths related to disaster recovery and reconstruction and industrial promotion and initiatives of role models of women and persons with disabilities with diverse populations, including women, elderly persons, persons with disabilities, and LGBTQIA+. (2)(4)</li> </ul>
Construction of infrastructure	
<ul style="list-style-type: none"> <li>• Employers tend to hire men over women for construction work of infrastructure</li> <li>• Women face challenges in the working environment</li> </ul>	<ul style="list-style-type: none"> <li>• Promote women's employment as construction workers through, for example, setting a percentage of women among all employees (a quota system).</li> <li>• Promote/arrange a female-friendly working environment, such as <ul style="list-style-type: none"> <li>➢ equal pay for equal work regardless of their gender,</li> <li>➢ ensure privacy and safety for women through different ways, including providing transportation to construction site, setting up separate toilets for women and men (and possibly all-user toilets), separated break space for women and men, and lighting for nighttime work; and write down above in an agreement with a contractor.</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>• Risks of SGBV increase among female construction workers and local women around the site during a period of construction.</li> </ul>	<ul style="list-style-type: none"> <li>• Take safety measures at the sites, including education of gender equality and women's empowerment as well as human rights to construction workers.</li> <li>• Conduct training on Gender-Based Violence (GBV) and Sexual Exploitation, Abuse, and Harassment (SEAH) for construction workers. Raise awareness on GBV and SEAH in the affected communities.</li> <li>• Write down prevention and responding to SEAH in an agreement with a contractor.</li> </ul>
Participation in decision-making	
<ul style="list-style-type: none"> <li>• Men are often responsible for making decisions on DRR policies.</li> <li>• Procurement of materials and infrastructure reconstruction work are often considered men's work and not women's work.</li> <li>• Women are not entitled to</li> </ul>	<ul style="list-style-type: none"> <li>• Promote gender-equal decision-making at all stages of the project cycle, such as design, development, and implementation of disaster recovery and reconstruction and DRR projects through gender awareness training on gender equality and women's empowerment for those responsible for the projects. (1)(2)(4)</li> <li>• Identify the needs of diverse populations, including women, elderly persons, persons with disabilities, and LGBTQIA+ in advance to determine recovery and reconstruction measures and basic DRR plans. (1)(2)</li> <li>• Provide training for women in recovery and reconstruction work and machine operation. (3)</li> <li>• Discuss the criteria and timing of evacuation in emergency situations and establish rules with family members (e.g., women make their own decisions and evacuate in case of an emergency, even if men are not present). (3)(4)</li> <li>• Encourage disaster preparedness (e.g., purchasing supplies) that reflects women's needs. (4)</li> </ul>

decide when to evacuate.	<ul style="list-style-type: none"> <li>• Work with the Ministry of Women's Affairs, the Ministry of Social Development, and others to acquire latest information on gender equality and diversity, and (to the extent possible) help improve discriminatory policies and institutions. (1)(2)(4)</li> </ul>
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### Good practices in gender mainstreaming

The following shows good practices in gender mainstreaming relating to two or three of the above aspects.

#### Example of JICA's projects 1: Nepal, " Project on Rehabilitation and Recovery from Nepal Earthquake," FY 2015, Technical cooperation

**Project Summary:** As part of the Quick Impact Projects (QIPs) for the 2015 Nepal Earthquake, this project implemented activities to formulate and strengthen women's union from June 2015, targeting the hardest-hit areas and supporting improvement of women's livelihoods through establishing women's unions.

#### Gender-oriented activities

- **Orientation on gender mainstreaming and the establishment of women's unions**

Prior to establishing the women's union, the project conducted an orientation on gender mainstreaming for key members of the district-level rehabilitation and recovery committee. After the women's union was established, union members received training on gender equality, women's empowerment, leadership skills, domestic violence, and entrepreneurship and savings. As a result, the number of members of the women's union exceeded 400 (as of October 2017). Before project implementation, 1% of the stakeholders reported having knowledge on women's empowerment; the percentage increased to 45% after implementation.

- **Training on vegetable cultivation and goat raising to improve women's livelihood**

With the aim of restoring and improving women's livelihoods, training was conducted on skills related to vegetable cultivation and goat rearing. In addition, manuals for vegetable cultivation and goat raising were developed and distributed to stakeholders. As a result, the area of home vegetable gardens and vegetable production increased and people began to consume vegetables in their daily diet. In addition, the birth of baby goats and an increase in goat weight compared to when the goats were distributed were observed.

- **Women's Empowerment through Women's Unions and Women's Livelihoods**

Some women received loans from the women's union to invest in increasing the number of goats and purchasing mowers, and some women have begun goat farming businesses.<sup>xxxii</sup> According to a study conducted by the project during the endline survey, the majority of women (over 97%) felt more hopeful about their future economic activities and status, made more friends, and were more confident and more united with other women compared to before the project; the results confirm that women were empowered through the expansion of economic opportunities.

- **Awareness and behavior change within families and communities through women's empowerment**

The project also provided training on goat shed construction, and new and improved goat sheds were built by the female participants as a result. Some women improved their own

<sup>xxxii</sup> Thirty percent of the loans lent by the women's cooperatives were used to start new economic activities or expand existing businesses. (From interviews with project officials)

goat sheds by installing feeding tanks in the walls, and some neighboring farmers imitated their initiatives. Constructing goat sheds had previously been the role of men, but women's involvement in the construction changed society's and households' attitudes toward women. It also transformed people's attitudes and behavior, such as increasing the frequency of household conversations and women's power to speak out.<sup>xxxii</sup>

- **Capacity development of counterparts through economic activities**

Through livelihood-improvement activities for women, the capacity of the Women and Children's Office (WCO), the District Agriculture Development Office (DADO), and the District Livestock Development Office (DLSO) in the Gorkha District to conduct and coordinate training has improved. For example, the DLSO had no previous experience in providing technical guidance to women's unions, but has accumulated experience by providing 9 out of 11 training courses on women's goat raising, and the women's union in a remote area became the new target of their goat raising promotion, changing their mindsets.

### **Example of JICA's projects 2: Nepal "Transitional Project Implementation Support for Emergency Reconstruction Project (TPIS-ERP)," FY 2015, ODA loan**

**Project Summary:** The project was designed to support reconstruction assistance for the 2015 Nepal Earthquake by helping to rebuild severely damaged houses that meet certain earthquake resistance standards.

#### **Gender-oriented activities**

- **Empowerment of women through the provision of subsidies and grants that are accessible to women**

The project provided financial support for housing subsidies and grants by the Government of Nepal. In providing these subsidies and grants, the project supported the establishment of consultation services and the assignment of staff in charge, promoting women's participation in the project and facilitating improved access for women, including female heads of households. Since the subsidies and grants were paid into bank accounts, women were able to have bank accounts in their own names and land certificates were issued in conjunction. Having bank accounts, owning property in their own names, and improved access to various social protection benefits played important roles in women's social advancement and self-realization.

- **Support for restoration through training on earthquake-resistant construction and development of female masons**

In terms of technical assistance, the project provided housing-reconstruction training and actively supported women's participation in the process. For example, the project conducted "training for residents" aimed at informing residents about the importance of building homes that conform to technical guidelines, basic construction mechanics and technical guidelines, and the government subsidy benefit system and procedures; 2,809 women (43% of the total) participated in the training. In addition, although masonry has

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<sup>xxxii</sup> In addition to changes in gender awareness and behavior, the project had other positive impacts. For example, the project intentionally made no distinction by caste and provided a space for different castes in establishing women's unions and conducting training, and administrative officials who had not traveled to remote areas began to pay attention to remote areas through the implementation of the project activities.

traditionally been a male occupation, the project actively supported women's participation in training programs to develop female masons. Nineteen women participated in "masonry training" that fosters masons who would be responsible for rebuilding houses. Fifty-five women participated in "masonry re-training" for masons who had already completed JICA's masonry training or similar training provided by other donors, such as UN Women. In addition, 14 women participated in the "Mobile Mason Training" to train mobile masons who would provide practical skills instruction at the reconstruction site. Nearly 90% of beneficiaries in the target area (as of November 2020) have completed housing construction, thanks in part to the work of female masons.

### **Example of JICA's projects 3: Philippines "Project on Rehabilitation and Recovery from Typhoon Yolanda," FY 2013, Technical cooperation**

**Project Summary:** The project supported improving women's livelihoods as part of the QIPs to respond to the damage caused by Typhoon No. 30 (local name: Yolanda) in 2013.

#### **Gender-oriented activities**

- **Improving women's livelihoods through technical training**

The project provided livelihood-improvement support to approximately 240 women members belonging to 15 women's groups. The livelihood-improvement activities included supporting the production and processing of marine products by women's groups, providing technical and marketing skills tailored to the needs of each group, developing processed milkfish products as a new livelihood option for women in fishing villages, and providing necessary tools and equipment. For example, members of the women's groups worked together to produce and sell deboned milkfish products, and some of the women gained regular customers and even started running their own restaurants. The project's success was attributed to the women's leaders, who devoted sufficient time and leadership to the group's activities.

- **Creation of Hazard Maps with Women's Participation**

With regard to DRR, the project supported women's participation in developing hazard maps as an effort to reduce disaster risk for women and children. Women play an important role in developing village hazard maps, as they have a better understanding of where residents live and whether they need assistance in evacuation.

### **Example of JICA's projects 1: Indonesia, "Project for Development of Regional Disaster Risk Resilience Plan in Central Sulawesi," FY 2018, Technical cooperation**

**Project Summary:** This project supported disaster recovery and reconstruction and DRR efforts in response to the 2018 earthquake that hit the province of Sulawesi, Central Indonesia, aiming to "Build Back Better" (BBB) and creating a more disaster-resistant society.

#### **Gender-oriented activities**

- **Improve women's livelihoods through technical training and training on entrepreneurship and accounting**

The project supported eight food-sales groups in the community food court in front of the town hall to help women in the evacuation shelters recover their livelihoods by supporting their entrepreneurship and providing accounting training. As a result, household income increased from the level before the activities. In addition, as livelihood recovery support

for affected fishermen's groups and women's groups, training on fish (whitebait) processing techniques, bookkeeping, hygiene management, and trademarks as well as equipment was provided to women's fish-processing groups.

- **Gender-balanced disaster education**

The project provided DRR education to mitigate earthquake, tsunami, and flood damage. DRR education was gender-balanced (number of participants: 38 women and 40 men) and included the history of disasters in the region, how to deal with earthquakes, and training on first aid and rescue methods.

### Step 3. Setting gender indicators

After considering activities with a gender perspective, indicators (gender indicators) will be set to measure expected results (changes) of such activities. When setting indicators, set quantitative indicators as much as possible to objectively assess the status of the changes. If it is difficult to set quantitative indicators, qualitative indicators can be set to measure the progress of change. Examples of gender indicators are indicated below.

#### List of gender indicators

<b>Policies and systems</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Number of gender and awareness-raising training sessions in Japan and third countries, and public consultations held, number and percentage of participants by gender (including number and percentage of participants from poor, female-headed households, women with disabilities, etc. for the activities in the target country), and their level of understanding and satisfaction</li> <li><input type="checkbox"/> Number of DRR policies, plans, guidelines, etc., formulated with a gender perspective</li> <li><input type="checkbox"/> Existence or absence of Gender Action Plan</li> <li><input type="checkbox"/> Number of DRR-related projects of the partner government that incorporate gender-responsive activities, outcomes, indicators, targets, and budgets, as well as project evaluation results</li> <li><input type="checkbox"/> Number of monitoring and evaluation with a gender perspective, and their results</li> <li><input type="checkbox"/> Existence or absence and content of gender-disaggregated data and their analysis</li> <li><input type="checkbox"/> Existence or absence and content of policies and systems related to the participation of diverse populations, including women, elderly persons, persons with disabilities, and LGBTQIA+, and whether or not they have been revised and the details of any revisions.</li> </ul>
<b>Organizational structure</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Existence or absence of working groups or task forces promoting empowerment of women and vulnerable groups in the DRR sector, and the number and percentage of members and leaders by gender</li> <li><input type="checkbox"/> Number and percentage of staff and managers by gender in ministries and agencies in charge of disaster recovery and reconstruction and DRR, and whether there is a quota system</li> <li><input type="checkbox"/> Employment and promotion criteria and workplace environment of ministries and agencies in charge of disaster recovery and reconstruction and DRR</li> <li><input type="checkbox"/> Existence or absence and content of education and human resource development mechanisms in the DRR sector with a gender perspective</li> <li><input type="checkbox"/> Existence or absence and content of practical learning programs/guides with a gender perspective to strengthen disaster response capacity</li> <li><input type="checkbox"/> Number and percentage of trained disaster recovery and reconstruction and DRR specialists by gender</li> <li><input type="checkbox"/> Existence or absence of women's groups, self-help groups involving women and vulnerable groups, and men's groups motivated to promote gender equality and women's empowerment; number and percentage of members/leaders of these groups by gender</li> </ul>
<b>Gender division of labor</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Number of training and awareness-raising activities conducted to encourage sharing of workload and changes in attitudes and behaviors so that burdens are not placed on only certain gender groups; number and percentage of male, female, and vulnerable adult participants; and their level of understanding and satisfaction</li> <li><input type="checkbox"/> As a result of training and awareness-raising activities, the number and percentage of respondents by gender who indicated in the monitoring and evaluation that there is a change in attitudes and behaviors (e.g., unpaid domestic and care work were shared between women and men)</li> <li><input type="checkbox"/> Number and percentage of people by gender who are able to go to school and start economic activities as a result of reduced unpaid domestic and care work</li> <li><input type="checkbox"/> Number and percentage of people by gender within households and communities that have taken on a greater role in disaster recovery and preparedness than in the past</li> </ul>
<b>Access to resources (provision of services)</b>

[Access to resources related to DRR (training, information, etc.)]

- Existence or absence and content of supplies needed for DRR and disaster relief reflecting women's needs
- Number and percentage of people by gender with access to and satisfaction with disaster recovery and reconstruction and DRR-related activities and services (e.g., training, seminars, evacuation drills, hazard/ risk mapping, land use planning, recovery and reconstruction projects, etc.)
- Existence or absence, accessibility, and content of training and seminars for women
- Number and percentage of people by gender who have access to means of transportation and information to participate in disaster recovery and reconstruction and DRR-related activities
- Existence or absence and details of local support systems for women who lack means of transportation and information

[Access to services]

- Number and percentage of respondents by gender who consulted government agencies on disaster response and DRR, including evacuation shelters, temporary housing, and resettlement sites
- Number and percentage of people by gender who were able to access grants and loans to access disaster recovery and reconstruction and DRR-related activities and services, and number and percentage of people by gender who increased their income through loans and other means
- Whether or not a survey was conducted to determine where elderly persons, persons with disabilities, and others who are unable to evacuate on their own live, details of measures, systems, and other support put in place after the survey, and the level of satisfaction with the support provided
- Number and percentage of people by gender with access to psychosocial and trauma care
- Number, content, accessibility, and users' satisfaction of public infrastructure (e.g., toilets) newly constructed or renovated through the involvement of ministries and agencies responsible for DRR.
- Number and percentage by gender of people with access to SRH services during emergencies and recovery/reconstruction

[Safety and violence]

- Number and percentage of people by gender with access to counseling on SGBV and domestic violence and alcohol abuse
- Number and percentage of reported SGBV against women (note: not all cases are reported, so comparisons need to be made in pre- and post-surveys through KII and other sources)
- Existence or absence, number, and content of systems and mechanisms in place to prevent and report SGBV
- Number and percentage of people by gender who feel that their reported/registered grievances have been more adequately resolved (compared to previous years)
- Change in attitude accepting SGBV
- Existence or absence and content of policies and programs on SGBV against women, whether they have been revised or not, and the details of revisions, if any

Participation in decision-making

- Number and percentage of national and local recovery and reconstruction planning committees, departments in charge of DRR and crisis management, and fire and flood prevention teams by gender (by staff and management)
- Number and percentage of people by gender who participated in the design, development, and implementation of activities and projects related to disaster recovery and reconstruction and DRR, by members and leaders/responsible persons
- In the monitoring and evaluation, number and percentage of respondents, by gender, who indicated that women's opinions were incorporated in the design, development, and implementation of activities and projects related to disaster recovery and reconstruction and DRR, and details of their opinions
- Existence or absence and number of women's and men's groups motivated to promote gender equality and women's empowerment that participated in discussions on disaster recovery and reconstruction and DRR, and details of discussions and collaboration
- Number and percentage of people by gender who participated in training on recovery and reconstruction work and machine operation
- Number and percentage of people engaged in infrastructure recovery and reconstruction work by gender
- Number of trainings on gender equality and women's empowerment and human rights, targeting to construction workers
- Changes in understanding of gender equality and women's empowerment (comparison of answers to questionnaires before and after the trainings)

<input type="checkbox"/> Incorporation of an article on prevention and responding to SEAH into an agreement with a contractor <input type="checkbox"/> Equal pay for equal work regardless of any gender (only for cases where gender-based wage discrimination have been observed) <input type="checkbox"/> Number and percentage of people by gender who can decide how household income is spent <input type="checkbox"/> Existence or absence and content of rules developed with women's participation regarding the criteria and timing of evacuation within the household
<b>Basic indicators</b>
<input type="checkbox"/> Number and percentage of deaths (direct and related) and missing persons by gender and age due to disasters <input type="checkbox"/> Number and percentage of injuries from disasters by gender and age <input type="checkbox"/> Number and percentage of post-disaster fatalities (related deaths) by gender and age <input type="checkbox"/> Number and percentage of shelter users by gender and age <input type="checkbox"/> Number and percentage of temporary housing residents by gender and age
<b>Impact</b>
<p>[Gender division of labor]</p> <input type="checkbox"/> Number and percentage of women who feel respected by their husbands or partners <input type="checkbox"/> Number and percentage of people by gender who value women's competence <p>[Access to resources]</p> <input type="checkbox"/> Percentage of income inequality corrected by gender <input type="checkbox"/> Number and percentage of people who were able to borrow from financial institutions, by gender <input type="checkbox"/> Number and percentage of small savings and loan group members and leaders by gender <input type="checkbox"/> Number and percentage of respondents who have a bank account in their name or have opened a new bank account, by gender <p>[Women's participation and decision-making]</p> <input type="checkbox"/> Number and percentage of women and vulnerable groups who feel that their participation in decision-making has improved (compared to before) in areas other than disaster management, by gender <input type="checkbox"/> Number and percentage of participants/leaders in community activities by gender <input type="checkbox"/> Number and percentage of respondents who reported active participation in community activities, by gender <input type="checkbox"/> Number and percentage of community activities led by women <input type="checkbox"/> Number and percentage of civic forums that achieved the quota target of women participants <input type="checkbox"/> Percentage of students going on to higher education by gender <input type="checkbox"/> Number and percentage of employed people by gender <input type="checkbox"/> Number and percentage of workshops on gender issues in the workplace



## Step 4. Gender responsive project implementation and monitoring

A project should also include actions to respond to situations of the stakeholders of different gender, including their gender issues and needs identified in Step 1.

In monitoring, gender-disaggregated data and gender indicators set in Step 3 help understand the implementation status of the activities, including the participation rates of women and men, and assess if the expected results are being achieved.

If unexpected gender issues have been identified during the monitoring, effective solutions should be formulated, assessed on the compatibility with the project scope and progress, and added in the project as new activities. Where the situation allows, it is desirable to revise project plans, such as Project Design Matrix (PDM) and Plan of Operation (PO) accordingly.

The table below illustrates points to keep in mind during project implementation and monitoring.

### Points to remember for gender-responsive project implementation and monitoring

Category	Points to remember
Implementation structure	<ul style="list-style-type: none"> <li>● Except where there is a specific reason, check the gender balance of the counterpart (C/P) and consider measures to achieve balance if there is a bias.</li> <li>● Conduct gender training for C/Ps, project staff, and Japanese experts prior to and during implementation. If, at the time of training, it is found that there is a lack of understanding and awareness of gender, continuously consider ways to change attitudes and behaviors.</li> <li>● When hiring project staff, clearly communicate clauses prohibiting sexual harassment and sexual exploitation of beneficiaries and have them sign a consent form.</li> <li>● In view of the culture and customs of the target countries/regions and the responses to sexual exploitation, abuse, and harassment in the field of international cooperation, Japanese experts should exercise caution and remind each other not to unintentionally engage in discriminatory language or behavior.</li> <li>● Set up a consultation window and route that can be used by all parties concerned, including the project team and beneficiaries, to respond to cases of SGBV and harassment.</li> <li>● Assign international and local gender experts as needed.</li> <li>● Encourage discussion and collaboration with women's groups and men's groups motivated to promote gender equality and women's empowerment when developing DRR plans.</li> <li>● Create a community support system for women and socially vulnerable groups who lack means of transportation and information gathering (e.g., create a mechanism for women's groups and men's groups motivated to promote gender equality and women's empowerment to share information with women, and a mechanism for lending or sharing means of transportation).</li> </ul>
Implementation of activities	<ul style="list-style-type: none"> <li>● Ensure that consideration is given to the time and place of activities so that women, who are busy with unpaid care and domestic work, can easily participate in activities. Moreover, check to see that participation in activities does not increase the burden on particular persons/groups</li> <li>● If the literacy rate of women is low, devise ways to convey information and skills through training and technical guidance (e.g., explanations using illustrations and photographs rather than text, group learning), and continuously monitor participation to ensure that those who need the information and skills are attending the training.</li> <li>● Create an environment in which it is easier for women to participate and speak out, paying attention to factors such as the composition of members and the way meetings</li> </ul>

	<p>are conducted, so that women always participate in the decision-making process and their voices are reflected.</p> <ul style="list-style-type: none"> <li>● Pay attention to diversity among women, as their circumstances, challenges, needs, and impacts from development projects differ according to gender, age, social class, ethnicity, disability status, education level, family/household type, and other factors.</li> <li>● Engage and promote understanding among boys, men, and community members. (Where gender norms and discrimination are strong at the project site, the understanding and cooperation of influential community leaders, religious leaders, and others is especially important.)</li> </ul>
Monitoring	<ul style="list-style-type: none"> <li>● If participation in DRR project activities and benefits from the project are biased toward either men or women without justifiable reasons, identify the causes and factors and consider implementing necessary measures. (e.g., lower proportion of women in training and employment compared to men)</li> <li>● Monitor if the time and place of activities are set to promote the participation of women, who are busy with unpaid care and domestic work. Moreover, monitor if participation in activities does not increase the burden on particular persons/groups.</li> <li>● If differences in the practice and retention of introduced skills owing to gender or other reasons are found, identify the contributing factors and address them.</li> <li>● Check for any positive or negative impacts that were not anticipated at the planning stage. If they do exist, consider ways to maximize positive impacts and minimize negative impacts. (Positive: women's participation in DRR activities has strengthened awareness on disaster throughout the household. Negative: women's participation in activities related to DRR has increased domestic violence by men who do not want women to stay away from home.)</li> </ul>

## Step 5. Gender mainstreaming evaluation

In the evaluation phase, project achievements, implementation process, outcomes, and impacts should be assessed with a gender perspective, while evaluating the project in accordance with a prescribed project evaluation framework (ex-post evaluation) and evaluation methodology (DAC six evaluation criteria). When identifying the outcomes and impacts, attention needs to be paid to signs of emerging outcomes and impacts as well as already achieved outcomes and impacts. If there is difference in benefits received by women and men, details of the difference and its causes should be analyzed.

It should be noted that during the evaluation, whether be it quantitative or qualitative, gender-disaggregated data and information should be collected, whenever possible, and analyzed. When conducting interviews, attention should be given to gender balance and attributes of the survey participants. Group formation (either single-gender or mixed-gender) will be decided depending on the content of the interview. Gender composition of an evaluation team should also be decided after thorough consideration.

The following shows gender-responsive evaluation questions listed in accordance with the DAC six evaluation criteria.

## Check points for gender-responsive evaluation

OECD DAC 6 evaluation criteria	Check points
Relevance	<p>Development policies and needs of the target country</p> <ul style="list-style-type: none"> <li>- Are the gender-responsive activities of the project consistent with priorities of gender equality policies and DRR policies?</li> </ul> <p>Inclusion of people with special needs</p> <ul style="list-style-type: none"> <li>- Do specific gender or groups occupy the majority of beneficiaries?</li> <li>- Prior to beneficiary selection, was information collected from women and women's groups?</li> <li>- Did the project promote the participation of female-headed households, women with disabilities, and elderly women?</li> </ul> <p>Appropriateness of the plan and approach</p> <ul style="list-style-type: none"> <li>- Have methods been taken that do not exclude certain gender groups?</li> <li>- Did the project take an approach to benefit diverse people?</li> <li>- Have methods been taken that ensure no increase in the workload of a particular gender group?</li> <li>- Did the project made any revision based on the monitoring results?</li> </ul>
Coherence	<p>Coherence between global goals and initiatives such as SDGs and global norms and standards</p> <ul style="list-style-type: none"> <li>- Did the gender-responsive project activities align with global initiatives?</li> <li>- Did the aforementioned activities contribute to achievement of global goals such as SDGs?</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>- Did the project make use of knowledge and experiences of women and vulnerable groups, and collaborate groups of women and persons with disabilities to realize effective project implementation? (e.g., were initiatives taken to disseminate information related to DRR to women by utilizing the networks of women's groups?)</li> <li>- Are the training participants in Japan and the third countries gender-balanced?</li> </ul>
Effectiveness	<ul style="list-style-type: none"> <li>- Did the gender-responsive activities achieve the expected results?</li> <li>- Did the aforementioned activities contribute to achievement of the project objectives and outcomes?</li> </ul>
Impact	<ul style="list-style-type: none"> <li>- Did the gender-responsive activities facilitate positive impacts? (e.g., women's leadership, equal participation in all decision-making processes, and supporting government review systems, etc.)</li> <li>- If there are any negative impacts, are there any differences in impacts depending on people's attributes such as gender and age? (e.g., women's workload increased, increase in domestic violence and SGBV against women by men who do not want women to stay away from home, etc.)</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>- Will women and girls be able to continue their activities without difficulty?</li> <li>- Will women and girls be able to participate in DRR-related activities continuously and contribute to the sustainability of project effectiveness?</li> <li>- Will the role and contribution of women and girls in the community and households be recognized and will there be continued cooperation between women and men in DRR-related activities?</li> <li>- Will relevant agencies keep implementing gender mainstreaming?</li> <li>- Will relevant agencies keep facilitating women's participation in decision-making?</li> <li>- Will the voices of women and girls continue to be reflected in policies, measures, and institutions of the DRR sector?</li> <li>- Will activities with gender perspective be reflected in the DRR sector policies and plans?</li> <li>- Will activities with gender perspective be reflected in the budget of the DRR sector?</li> </ul>

Regarding effectiveness (outcomes), impact, and sustainability, identify how gender-responsive activities have contributed to the promotion of gender equality and women's empowerment, taking into account the three aspects of agency, relations, and structure and systems (see Step 2). Specifically, "agency" refers to what women have become able to do as a

result of the implementation of the activities (including not only their own abilities but also changes in the external environment surrounding the women). “Relations” refers to how the activities have helped transform the gender relations among stakeholders and in societies. As for “structure and systems,” the scope of evaluation includes how the activities have been integrated into policies and systems, as well as operational policies and plans of the implementing agencies, and how gender equality has been promoted in the organization. If a negative impact is identified, lessons learned should be extracted as much as possible for reflecting in future projects.

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