

Enhancing Knowledge and Application  
of Comprehensive Disaster  
Management (EKACDM) Initiative

Final Tourism Gender Training Manual

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## EXECUTIVE SUMMARY

This Gender Training Manual for the Tourism Sector is one of the deliverables under the gender component of the EKACDM Initiative (Enhancing Knowledge and Application of Comprehensive Disaster Management). This five-year project was designed to share knowledge and skills on Comprehensive Disaster Management (CDM) across nine (9) CDEMA participating states<sup>1</sup> and five economic sectors including the tourism sector. The project was funded by Global Affairs Canada (GAC) through a grant to the UWI's Institute for Sustainable Development.

This Gender Training Manual for the Tourism Sector addresses issues identified in a needs assessment study. The emerging situation analysis confirmed the importance of tourism in the Caribbean for revenue generation and employment, especially for women who account for a higher proportion of workers. It also noted the vulnerability of the tourism sector in Caribbean Small Island Developing States (SIDS) to climate change. It also builds on previous work within the Caribbean region to promote awareness of climate change and disaster risk management in the tourism sector. Gender mainstreaming in CDM is part of global, regional and national commitments and best practices for sustainable development. It is consistent with conventions and agreements ratified by all Caribbean governments and several institutions. Details are provided in the Manual.

### Objectives

The main objectives of this Manual are to increase knowledge and technical capacity among tourism industry stakeholders to integrate gender-sensitivity and Comprehensive Disaster Management (CDM) principles and practices in the tourism sector to reduce vulnerability and build resilience.

### Methodology

The methodology used to develop the content of this Manual was based on research. This involved the collection and analysis of quantitative and qualitative data, feedback on a draft manual from a validation workshop with stakeholders, as well as feedback from the EKACDM Peer Review Network (PRN).

### Findings and Conclusions

Research findings from tourism stakeholders consulted, confirmed need for the Manual. The results showed: varying levels of knowledge about gender; limited technical skill and capacity to integrate gender perspectives in climate change and disaster risk management policies and

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<sup>1</sup> Antigua and Barbuda, Barbados, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago.

programmes for the tourism sector. There was keen interest among policymakers as well as practitioners to increase knowledge and skills to support gender mainstreaming in CDM in the tourism sector. The findings also guided the content and format of the Manual. Stakeholders noted the need for a practical tool for stakeholders in the tourism sector.

### **Recommendation**

Stakeholders recommended that the Tourism Gender Manual and the Gender Tourism Strategy should be closely linked. The Manual should provide knowledge, and the Strategy should provide technical skills to mainstream gender sensitivity in CDM policies and programmes. Both should be adaptable to mainstream gender in CDM in various sub-sectors in the tourism sector.

### **Target Audience**

The Manual is designed for use by decision-makers. These may be policymakers and practitioners in government Ministries Departments and Agencies (MDAs) who are responsible for the tourism. They may be leaders in the private sector or civil society organizations involved in community tourism. The Manual provides knowledge and skills that these leaders can use to develop gender-sensitive CDM policies, programmes and strategies and sustainable tourism. It supports good governance and coherence between global and national policy commitments to gender equality and gender mainstreaming generally, as well as in CDM. It also encourages international best practices in the tourism sector.

### **Policymakers and Practitioners in Accommodation and Transportation Sub-sectors**

Although there are eight major subsectors in tourism, this manual focus on the two largest: accommodation and transportation. They also represent occupational groups dominated by females and males respectively. Tourism policymakers and practitioners can examine how best to integrate gender-sensitivity in climate change and comprehensive disaster management activities to address the needs of employees in these two groups. Stakeholders in other tourism sub-sectors can adapt the information for their own needs.

### **Assumptions**

The Manual assumes that most policymakers and practitioners in the tourism sector have not had any or much exposure to gender, gender mainstreaming, and principles of CDM. The Manual, therefore, makes it easier to recognize the linkages between gender, climate change, and comprehensive disaster risk management in tourism-sector policies and programmes.

### **Learning Outcomes**

After using this Manual, tourism policy makers and practitioners will be able to:

1. Understand key concepts such as gender, gender mainstreaming, gender analysis, climate change and main principles of comprehensive disaster management;

2. Understand relevant commitments to promote best practices; and
3. Understand how to integrate gender-sensitivity into CDM policies, programmes and strategies in the tourism sector to reduce vulnerability and risk of all. This commitment means integrating gender-sensitivity in disaster prevention, mitigation, preparedness and response, recovery and rehabilitation.

## LIST OF ACRONYMS

CC	Climate Change
CDEMA	Caribbean Disaster Emergency Management Agency
CDB	Caribbean Development Bank
CDM	Comprehensive Disaster Management
CDRMP	Caribbean Disaster Risk Management Programme
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
CTO	Caribbean Tourism Organization
CWWA	Caribbean Water and Wastewater Association
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EKACDM	Enhancing Knowledge Application of Comprehensive Disaster Management
FAO	Food and Agriculture Organization
GAC	Global Affairs Canada
GM	Gender Mainstreaming
ISD	Institute for Sustainable Development, UWI
IUCN	International Union for Conservation of Nature
IGDS	Institute for Gender and Development Studies, UWI
IPCC	Intergovernmental Panel on Climate Change
MDG	Millennium Development Goals
SDGs	Sustainable Development Goals
PAHO	Pan American Health Organization
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations Office for Disaster Risk Reduction
UWI	University of the West Indies
WTO	World Tourism Organisation

## GLOSSARY AND DEFINITION OF KEY TERMS

**Comprehensive Disaster Management (CDM):** CDM includes planning for all and responding to all hazards and threats (both natural and man-made) during all phases of the disaster cycle (mitigation, preparedness, response, and recovery). CDM involves people in all levels and sectors of society. An integrated management approach is therefore needed, and this requires the continuous engagement of tourism policy decision-makers and practitioners.

**Climate Change:** The UN's Intergovernmental Panel on Climate Change (IPCC) defines climate change as a change in the state of the climate that can be identified by using data from statistical tests and noting changes in the mean and the variability of its properties. It is climate change when this persists for an extended period, typically decades or longer. The IPCC's definition also refers to any change in climate over time which may be due to natural variability or as a result of human activity (IPCC). The United Nations Framework Convention on Climate Change (UNFCCC), also defines climate change. The UNFCCC definition of climate change refers to "a change of climate that is attributed directly or indirectly to human activity that alters the composition of the global atmosphere, and that is in addition to natural climate variability observed over comparable time periods" (UNFCCC 2911.p2). <sup>2</sup>

**Disasters:** Definitions from three UN entities (UNISDR, UNDP, and IUCN) note that disasters result from the combined factors of natural hazards and people's vulnerabilities. These vulnerabilities take the form of physical exposure, socio-economic vulnerability, and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arising out of a complex mix of factors: poverty, social class, age group, race/ethnicity, disability and gender relations. It is important to note that for an event to be considered a disaster, it must exceed/overwhelm the resource capacities of the people/state.

**Disaster Risk Management:** DRM is the systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities to lessen the adverse impacts of hazards and the possibility of disasters.

**Disaster Risk Reduction (DRR):** DRR is a considers the possibilities of minimizing vulnerabilities and disaster risks throughout a society. The aim is to avoid (prevention) or to limit (Mitigation and Preparedness) the adverse impacts of natural hazards, within the broad context of sustainable development. DRR involves:

- Risk awareness and assessment including hazard analysis and vulnerability/capacity analysis;

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<sup>2</sup> [https://unfccc.int/files/press/backgrounders/application/pdf/press\\_factsh\\_science.pdf](https://unfccc.int/files/press/backgrounders/application/pdf/press_factsh_science.pdf)

- Knowledge development including education, training, research and information;
- Public commitment and institutional frameworks, including organizational, policy, legislation and community action;
- Application of measures including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments;
- Early warning systems including forecasting, dissemination of warnings, Preparedness measures and reaction capacities (International Strategy for Disaster Reduction (UNISDR 2004).

**Fairness:** This is impartial and just treatment or behavior without favoritism or discrimination.

**Femininity:** These are the characteristics and traits associated with femaleness.

**Gender equality:** This reflects a situation in which all gender groups in all sectors, enjoy the same rights and opportunities such as equality in economic participation, pay for work of equal value, equality in access to power and decision making and equal capabilities to achieve their aspirations, needs and behaviours which are equally valued and rewarded.

**Gender equity:** This entails the provision of fairness and justice in the distribution of benefits and responsibilities between females, males and other gender groups. The concept recognises that each biological sex may have different needs and powers. Equity means that these differences should be identified and addressed in a manner that rectifies any imbalances or discrimination. Gender equity may include equal treatment or treatment that is different but considered equivalent to ensure access to human rights, benefits, obligations, and opportunities.

**Gender vs. Sex:** Gender is the social meaning given to the biological differences between males and females and the social roles and behaviors associated with masculinity and femininity. These experiences can change over time and can vary across cultures. Sex describes biological characteristics of being male, female or third sex, as in every society, some persons are born with both male and female genitalia.

**Gender-sensitivity:** This is understanding and taking account of the societal and cultural factors involved in gender-based exclusion and discrimination in the most diverse areas of public and private life. It identifies and seeks to address structural disadvantages in the positions and roles of either females or males.

**Gender Mainstreaming:** This is a strategy and process used in organisations to bring a gender perspective to all aspects of an institution’s policy and activities. It does this by building gender capacity and accountability. [...] With a mainstreaming strategy, gender concerns are seen as important to all aspects of development; for all sectors and areas of activity, and a fundamental part of the planning process. Responsibility for the implementation of a gender policy is diffused across the organizational structure, rather than concentrated in a small central unit.” (Baden &



Reeves, 2000:9)

**Masculinity:** These are the characteristics and traits associated with maleness.

**Resilience:** This is the ability to prevent and mitigate disasters and crises, as well as to anticipate, absorb, accommodate or recover from and adapt to them in a timely, efficient and sustainable manner. Examples of resilience include: protecting, restoring and improving food and agricultural systems, as well as the abilities of men and women to maintain their livelihoods including in the tourism industry. Resilience for male and female visitors could mean taking steps to protect their lives in the event of a natural hazard or disaster during their vacation.

**Socialisation:** This is a learning process that shapes the development of masculine and feminine gender roles, attributes, behaviours and expectations. Individuals learn from their interaction with others in the family, schools, churches, peers and the media. Positive and negative responses from these encounters, teach individuals what society expects from them regarding behaviours that are considered appropriate for their ascribed gender role. Females have ascribed the role of family caregivers and males, the role of family breadwinners and protectors. In the Caribbean, almost half of the households are headed by females who are both caregivers and providers/protectors.

**Small Island Developing States (SIDS):** Most are socially, economically, and geographically vulnerable and have low levels of achieved well-being on most criteria.<sup>3</sup>

**The Caribbean Tourism Organization (CTO)** notes that the regional tourism industry includes eight sub-sectors:

1. **Accommodation:** This sub-sector is a core element of the tourism product. All tourists need some accommodation: a hotel, guesthouse, bed and breakfast establishment, villa, time-share or host home.
2. **Food & Beverage:** This sub-sector is another key element of the tourism product. All tourists consume food and beverage during their stay, and culinary tourism is a fast-growing niche market in the Caribbean.
3. **Transportation:** This sub-sector is also a core element of the tourism product. Tourism by definition involves the movement of people to destinations outside their normal place of abode. Transportation falls into one of three categories: air, ground, and sea.
4. **Attractions:** These are the last core element of the tourism product. The Caribbean's tourist attractions are typical nature-based such as waterfalls and parks; based on the built heritage, for example, museums, and historic sites or based on popular cultures such as carnivals and music festivals.

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<sup>3</sup> See Understanding Small Island Developing States. Retrieved from <http://dro.deakin.edu.au/eserv/DU:30052185/mcgillivray-understandingsmall-2011.pdf>

5. **Adventure Tourism:** This is an expanding sub-sector and caters for visitors desirous of active and recreational experiences. These types of activities are typically outdoors and require some interaction with nature.
6. **Events and Conferences:** This sub-sector is dynamic, and requires the pulling together of all elements of the tourism industry to create the result of an international conference, a carnival, a music festival such as a jazz festival or a sporting event such as a cricket test series.
7. **Travel Trade:** This sub-sector comprises tour operators, travel agents, and destination management companies, which provide ground handling and ground tour operation services.
8. **Tourism Services:** This sub-sector involves persons working in diverse areas to better develop and manage the tourism industry as a whole. Included are government agencies, industry or trade associations, marketing services, researchers, consultants, training institutions, Tourism educators and travel writers.

## INTRODUCTION

Tourism is a major economic sector in most Caribbean countries providing significant revenue and employment. It is however vulnerable to environmental hazards that threaten the sustainability of the sector. There is a gender division of labor among workers in the industry with the majority of workers being women employed in the accommodation subsector, while males are employed in transportation and maintenance.

### Situational Analysis of Tourism in the Caribbean

Tourism is a major contributor to the economy of most Caribbean Small Island Developing States (SIDS) regarding foreign exchange earnings, jobs, and investments. Benefits include the direct employment of men and women working in the industry's various sub-sectors, employment and earnings linked to the provision of goods and services to the sector and income from taxes to governments. Evidence of tourism's contribution to national development in the region is reflected in the 2017 Caribbean Report of the World Travel and Tourism Council (WTTC). The Report shows that in 2016: direct contribution to Gross Domestic Product (GDP) was US\$17.9 bn; total contribution to GDP was US\$56.4bn; direct employment was 725,500 jobs; total employment was 2,319,400 jobs; direct investment was US\$6.8bn, and visitor expenditure was US\$31.4bn. The WTTC report also shows that globally the Caribbean tourism ranked number 1 for direct contribution to GDP; and number 1 for a total contribution to GDP (14.9%). Regarding employment, the WTTC ranked the Caribbean at #5 (4.2%) for direct employment and #1 for total employment (13.4%). Regarding investment - the ranking was number 1 (12.3%) and Visitor expenditure was number 1 (20.7%).

### Vulnerability of Tourism to Climate Change and Disasters

Despite its economic importance, the Caribbean Tourism industry is also very vulnerable to climate change and natural hazards. Extreme weather events, rising sea levels and damage to marine life and ecosystems, threaten the long-term sustainability of the region's tourism industry and its image as a tropical paradise. Integrating gender sensitivity in Comprehensive Disaster Management in the tourism industry has several benefits. It can help to promote environmental sustainability, improve the resilience of key industry stakeholders to cope with climate change and the increased threat of natural disasters. The Caribbean Tourism industry is very vulnerable to climate change and natural hazards which can become disasters. Among the major impacts are:

1. ***Rising Sea Levels:*** Most tourism infrastructure and facilities are located in coastal areas which can be destroyed by rising sea levels.
2. ***Changes in Global Weather Patterns and Temperatures:*** Warmer winters in northern countries reduce the likelihood of visitors to the Caribbean during the region's peak 'winter tourist season.' Extremely cold winters, e.g., December 2017/January 2018 impacted travel resulting in closed airports and other factors which affected flights from North America and Europe to the Caribbean region. Cancellations would impact sales.

While Jamaica's Minister of Tourism reported that visitor arrivals in 2017 increased to a record 4.3 million visitors this could change in future years.

3. **Precipitation Patterns:** Unpredictable rainfall patterns observed in the last year have resulted in more floods, landslides, and disruptions in the international and local transportation sectors.
4. **Hurricanes:** More intense Category 4 and 5 hurricanes pose a direct threat to the accommodation and transport sub-sectors. The cruise ship industry was also affected in 2017, as planned routes had to be diverted or canceled.
5. **Loss of infrastructure:** Destruction and damage to hotels, roads and other physical infrastructure have implications for men and women working in various tourism sub-sectors and industries indirectly linked to tourism. Floods and landslides impede access for local staff to come to work. Accommodation and transportation for visitors to and from airports to hotels and attractions would also be difficult.
6. **Gender:** There tends to be a 'sexual division of labor' in each tourism sub-sector. For example, females dominate in accommodation and males dominate in transportation. Loss of infrastructure in hotels and roads will affect both groups of workers but in different ways. Damaged hotels may mean the loss of income for housekeepers until repairs are completed. Damaged road infrastructure, hotels, and vehicles can reduce earnings of male transport workers.

## Sustainable Tourism

This Manual supports sustainable tourism. The UNWTO's definition of sustainable tourism notes that tourism takes full account of current and future economic, social and environmental impacts. Sustainable tourism addresses the needs of visitors, persons working in the industry, those in host communities as well as preserving the environment. Sustainable tourism development guidelines and management practices are therefore applicable to all forms of tourism in all types of destinations. These include mass tourism and the various niche tourism segments like community tourism and heritage/culture tourism. The principle of sustainability, therefore, refers to the environmental, economic, and socio-cultural aspects of tourism development. A suitable balance must be established between these three dimensions to guarantee long-term sustainability of the industry. Gender-sensitivity and equality are also critical components to achieve this goal. Tourism policymakers and decision-makers have a significant role to play in promoting sustainable, gender-sensitive tourism. They must take account of the differential needs of men and women of various backgrounds working in the industry and who are visitors to build their resilience. The gender mainstreaming strategy can also help to create an enabling environment not only for gender equality but also for the empowerment of women who comprise the majority of employees in the Caribbean tourism hospitality industry.

## Gender, Women and the Tourism Sector

The Global Report on Women in Tourism 2010 published by the UNWTO and UN Women (2011)<sup>4</sup>, provides valuable data on the situation of women working in the sector globally as well as in the Caribbean. It is a useful guide to support the empowerment of women and to support mainstreaming of gender in CDM in the tourism sector. The report notes that:

*"Tourism provides better opportunities for women's participation in the workforce, women's entrepreneurship, and women's leadership than other sectors of the economy. Women in tourism are still underpaid, under-utilized, under-educated, and underrepresented; but tourism offers pathways to success."*

*It also notes that:*

- 1. Women make up a large proportion of the formal tourism workforce*
- 2. Women are well represented in service and clerical level jobs but poorly represented at professional levels.*
- 3. Women in tourism are typically earning 10% to 15% less than their male counterparts.*
- 4. The tourism sector has almost twice as many women employers as other sectors.*
- 5. One in five tourism ministers worldwide are women.*
- 6. Women make up a much higher proportion of own-account workers in tourism than in other sectors.*
- 7. A large amount of unpaid work is being carried out by women in family tourism businesses.*

*Global Report on Women in Tourism 2010 published by the UNWTO and UN Women (2011, p.3)*

The Global Report provides a gender profile of women in the industry globally and regionally. It showed that women are employed in the formal and informal tourism sector, and their jobs are often flexible in a variety of locations (formal workplaces, as well as in the community and in households and through complex value chains to provide goods and services to the sector. Among the challenges that they face in the tourism industry is the tendency for them to be concentrated in low status, low paid and precarious jobs. They face gender stereotyping and discrimination as they tend to perform jobs such as cooking, cleaning and hospitality and their work may be seasonal.

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<sup>4</sup> Available at : [http://www2.unwto.org/sites/all/files/pdf/folleto\\_globalr\\_report.pdf](http://www2.unwto.org/sites/all/files/pdf/folleto_globalr_report.pdf)

Data on the situation of women in tourism in the Caribbean is included in 'Women in Tourism Global Report 2010: Preliminary Findings published by the UNWTO/UN Women (2011) shows the following:

1. **Employment:** In the Caribbean tourism sector, women account for 55.4% of total employment, which is higher than the global average of 48.62%.
2. **Gender and Occupation:** Data on hotel and restaurant employees by occupation by sex shows that in the Caribbean, women accounted for 67.3% of clerks and 42.9% as service workers. The global data showed women as 36.8% as professionals, 59.0% as clerks and 44.7% as service workers. There was a gap in the Global Report as it is known that several Caribbean women are employed as professional in the tourism sector.
3. **Employers:** The Report also highlighted women as employers in tourism. In the Caribbean women accounted for 26.4% generally and in the hotel and restaurant sector, they accounted for 32.8%. This showed higher percentages of Caribbean women compared to the global average (21.95%) and lowered for the subsector (36.68%) respectively.
4. **Education:** The Report shows that 88.7% of Caribbean women working in tourism had a tertiary level education. This was much higher than the global average of 53.7%. Among all service graduates, they accounted for 50.3% compared to 45.3% globally. This data is consistent with other reports that show higher levels of education and certification among Caribbean women, compared to men.

### **Links between gender climate change and disasters and the tourism sector**

Data in the Global report provides important information on the areas in which women are concentrated and variations in their occupation and socio-economic status which can impact their vulnerability to climate change and disasters related to the sector. As the majority of women are in low wage low-status jobs, they are less likely to be able to prepare for and recover from disasters such as a hurricane. The high concentration of women in the hotel and restaurant sector means that destruction of tourism infrastructure will impact negatively on the ability of the sector to recover. Women employers may have challenges accessing financial resources to effect repairs and reopen their businesses. Integrating gender perspectives in CDM in the tourism sector would, therefore, address the challenges highlighted in the Global Report (2011) which noted that: “tourism provides better opportunities for women’s participation in the workforce, women’s entrepreneurship, and women’s leadership than other sectors of the economy.” It also notes that women in tourism are still underpaid, under-utilized, under-educated, and underrepresented; but tourism offers pathways to success.

## Definitions

**Comprehensive Disaster Management (CDM)** is defined by the Caribbean Disaster Management Agency (CDEMA) as giving attention to all phases of the Disaster Management Cycle – prevention, mitigation, preparedness and response, recovery and rehabilitation. The goal is to reduce risks. CDM reflects the global trend in the discipline for increased focus on risk management as well as the intense desire among Caribbean disaster management stakeholders to accelerate initiatives to promote disaster loss reduction. (CDEMA Glossary)<sup>5</sup>

**Disaster Risk Management (DRM)** is defined as “the systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters.”<sup>6</sup> This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) the adverse effects of hazards. (ISDR definition in CDEMA Glossary). The term reflects a global 'best practice' in the discipline of disaster preparedness and management and the desire of Caribbean disaster management stakeholders to place more emphasis on risk management and initiatives that reduce losses as a result of natural disasters. The Caribbean's commitment to CDM supports global commitments outlined in the Sendai Framework. These are reflected in the UNISDR's Strategic Framework Work Programme for 2016-2019<sup>7</sup> which includes a clear vision, mandate and objective as outlined below:

- **Vision:** The substantial reduction of disaster risk and losses for a sustainable future.
- **Mandate:** The UNISDR is the Focal point of the United Nations system for disaster risk reduction and the custodian of the Sendai Framework, supporting countries and societies in its implementation, monitoring and review of progress.
- **Overarching Objective:** The prevention of new and reduction of existing disaster risk and strengthening resilience through successful multi-hazard disaster risk management.

CDEMA promotes Comprehensive Disaster Management (CDM) as a global best practice and has a responsibility to coordinate the implementation of the CDM Framework 2014-2024 in the Caribbean. This CDM Gender Training Manual for the Tourism sector supports CDEMA's work and aims to increase tourism stakeholders' knowledge of how to mainstream gender-sensitivity in CDM policies and decision-making. This will help to reduce vulnerability, mitigate risks and build resilience in the sector.

<sup>5</sup> CDEMA Glossary: [http://www.weready.org/CDM/index.php?option=com\\_glossary&letter=C&id=5](http://www.weready.org/CDM/index.php?option=com_glossary&letter=C&id=5)

<sup>6</sup> See Castillo, C. (2012). Developing National Frameworks & Engaging The Private Sector. Retrieved from [http://www.redcross.org/images/MEDIA\\_CustomProductCatalog/m13445054\\_Carlos\\_Castillo.pdf](http://www.redcross.org/images/MEDIA_CustomProductCatalog/m13445054_Carlos_Castillo.pdf)

<sup>7</sup>UNISDR Work programme: [http://www.unisdr.org/files/51558\\_unisdrworkprogrammeoverview.pdf](http://www.unisdr.org/files/51558_unisdrworkprogrammeoverview.pdf)

## How is CDM different from DRM?

CDM promotes a more participatory and holistic approach to DRM and enhances sustainable development. It emphasizes partnerships with national, regional and international disaster stakeholders. These include key sectors such as public and private agencies across economic sectors; civil society, vulnerable groups, the general population and also regional and international partners. CDM provides a more holistic approach to DRM. This includes the management of all hazards through all phases of the disaster management cycle: prevention and mitigation, preparedness, response, recovery, and rehabilitation.

CDM Caribbean policymakers and practitioners in the tourism sector can, therefore, use CDM strategies to reduce risks and losses associated with natural and technological hazards related to climate change. CDM also takes account of the challenges of Caribbean Small Island Developing States (SIDS). It considers their vulnerability to the effects of climate change and natural hazards such as hurricanes, floods, droughts, earthquakes, and rising sea levels.

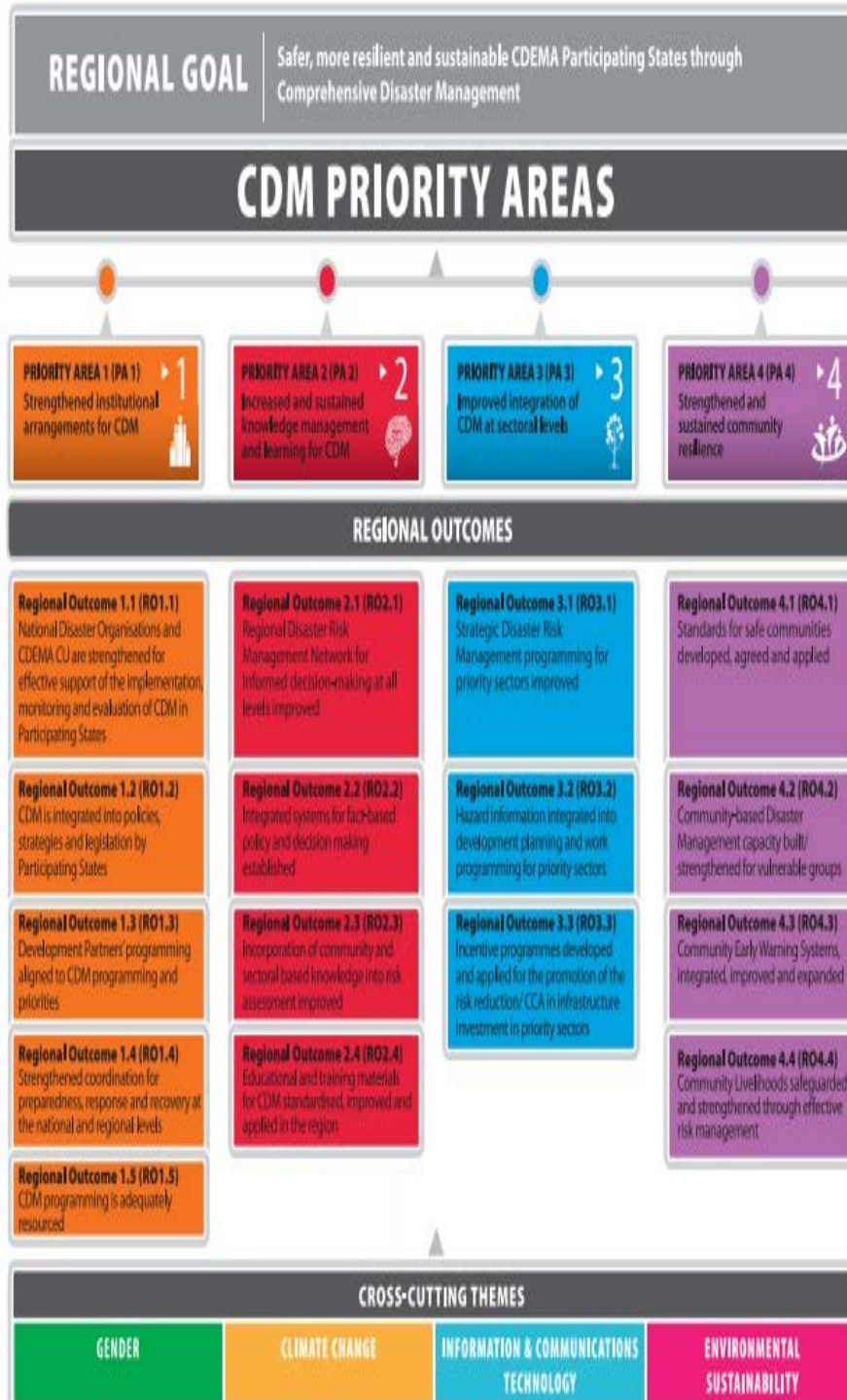
**CDM also includes gender as a cross-cutting issue.** Stakeholders learn to use gender as a tool of analysis and to integrate gender-sensitivity in CDM policies, programmes, and strategies. Mainstreaming gender means that tourism policymakers and practitioners learn how the social construction of gender results in different roles, responsibilities, and risks for males and females. They learn the expected behaviors and attitudes of different sexes as well as how the different behaviors ascribed to masculinity, femininity and other gender identities can affect how each sex, of different ages and backgrounds working in the sector, can prepare for and recover from disasters. These and other factors help disaster managers to assess unique vulnerabilities and risks that need to be addressed to build resilience. This information also supports the development of coping strategies for different groups during a hazard and in post-disaster recovery efforts.

## Commitment to Integrate Gender-Sensitivity in the CDM Framework 2014-2024

Figure 1 below highlights the commitment to integrate gender as a cross-cutting theme in the CDM Framework 2014-2024. The Figure also shows the region's commitment to using CDM to achieve safer, more resilient and sustainable development in CDEMA participating member states. A summary of the Regional Comprehensive Disaster Management Strategy and Results Framework 2014- 2024 is available at [http://www.cdema.org/cdema\\_strategy\\_summary.pdf](http://www.cdema.org/cdema_strategy_summary.pdf)



Figure 1: Illustrates the Logic Model inclusive of the purpose statements and cross cutting themes.



CDEMA has therefore included gender as a cross-cutting issue in CDM, and has identified four (4) priority areas for Comprehensive Disaster Management:

1. Strengthened Institutional arrangements for CDM;
2. Increased and Sustained Knowledge Management and Learning for CDM;
3. Improved integration of CDM at sectoral levels; and
4. Strengthened and sustained community resilience.

To integrate CDM in the Caribbean tourism sector, policymakers and practitioners should consider four (4) important elements:

- i. ***Management of all hazards through all phases of the disaster management cycle.*** There is need to develop a comprehensive disaster plan that covers the management of all hazards through all phases of a disaster management cycle. These include prevention and mitigation, preparedness, response, recovery, and rehabilitation.
- ii. ***Promotion of a participatory approach*** to disaster management. Decision makers should, therefore, ensure broad stakeholder participation. This may include employees in the case of an organization. If planning for the sector, it should include representatives from public and private sectors and community groups.
- iii. ***Promotion of sustainable development.*** Decision-makers in tourism should use strategies to reduce risks and losses associated with natural and technological hazards related to climate change.
- iv. ***Promotion of gender-sensitivity in CDM policies, programmes, and strategies.*** Tourism decision-makers need to ensure that their disaster plans reflect gender-sensitivity to protect both workers and visitors.

### **Gender, Natural Disasters and Small Island Developing States (SIDS)**

Tourism policymakers should develop their disaster plan, guided by the reality that the Caribbean is one of 53 Small Island Developing States (SIDS). The region has experienced a significant increase in hurricanes in the last 20 years (Union of Concerned Scientists Dec 2017). These have had a significant impact on the tourism sector over the years. The 2017 Caribbean Hurricane season was extremely active, and the region experienced two (2) Category five hurricanes. Barbuda and Dominica were hit by one Category 5 hurricane. These events resulted in the loss of life as well as millions of dollars in damage to infrastructure and livelihoods, including in the tourism sector. Scientists, including meteorologists, predict that these climate impacts will worsen if significant action is not taken to reduce global emissions below 1.5. Hence the campaign- "1.5 to stay alive."<sup>8</sup>

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<sup>8</sup> For more information on the 1.5 Campaign to Stay Alive visit <http://www.1point5.info/en/>

## How to Use the Manual

**Reference Guide:** This Gender Manual is designed for use as a reference guide for tourism policy makers and practitioners who are expected to lead the process of mainstreaming gender-sensitivity in climate change and comprehensive disaster risk management policies and programmes and allocate resources for the process. It is recommended that the Manual be used with the accompanying Strategy document and Implementation Plan. These are guidelines that can be adapted by tourism stakeholders to meet their specific needs.

**Modules:** The Manual can be used in sequence starting with Modules 1, 2 then 3. However, each can be used as a stand-alone training tool. Persons responsible for training to build capacity to mainstream gender in CDM in their sector or organization can also use each module on its own, depending on their organization's goals and needs of stakeholders. Policymakers and trainers should read the whole Manual before embarking on any training activity. The planning team should decide how and when each component will be delivered or can adapt the Manual for their use.

**Materials:** The Manual includes materials to support training. These include checklists, glossaries, and definitions as well as exercises that adapted for specific training workshops.

**References:** The list of references can be shared as they provide access to additional resources that can be downloaded to build knowledge and capacity. It also exposes stakeholders to a wide range of resources available online.

**Case Studies:** Persons using the Manual can also develop their own case studies to meet the specific needs of the target audience to be trained.

**Data collection:** The Manual guides organizations on how they can collect and analyze sex-disaggregated data to provide information/data to support the review of policies and programmes and integrate gender sensitivity.

## Structure of the Manual

The Manual includes three (3) modules, and the section below provides a summary of the content of each:

### Module 1: Background and Core Concepts

#### Learning Outcomes

At the end of this module tourism policymakers and practitioners will be able to explain:

1. Basic gender concepts and definitions including the difference between sex and gender and the process of socialization to learn gender roles and responsibilities.

2. Gender equality as a sustainable development goal, its relevance to national strategic plans, as well as relevant human rights commitments.
3. The value of gender as a tool of analysis in promoting gender-sensitivity in CDM in the tourism sector.
4. The differential needs of vulnerable population groups to ensure consistency with human rights commitments to gender equality and principles of comprehensive disaster management and how this impacts tourism workers and visitors.

**Module 1 answers the following key questions:**

1. What is gender? How does it differ from sex?
2. What gender roles, responsibilities and jobs are ascribed to males and females and how are they learnt? How is this reflected in occupations dominated by females and males in tourism?
3. What is gender equality and what are the main governance commitments to promote gender equality?
4. Why is gender important as a tool of analysis to empower tourism policymakers and practitioners to integrate gender-sensitivity in CDM for the sector?

**Module 2: Overview of Gender Mainstreaming**

**Learning Outcomes**

At the end of this module, policymakers and practitioners will be able to:

1. Define gender mainstreaming as a concept.
2. Explain gender mainstreaming as a strategy and process to achieve sustainable development.
3. Use gender mainstreaming tools to promote gender-sensitivity in CDM in tourism, build capacities and increase stakeholder participation to reduce risks for workers and visitors.
4. Identify the four (4) main steps in using gender mainstreaming as a strategy.
5. Identify approaches that can be used to integrate gender- sensitivity in CDM in tourism.

**Module 2 answers the following key questions:**

1. What is gender mainstreaming?
2. How did it evolve as a strategy and process to achieve sustainable development and gender equality?
3. What are the four main steps to follow to mainstream gender?
4. How can gender mainstreaming help tourism policymakers and practitioners to integrate gender-sensitivity in CDM in the sector?

## **Module 3: Tools and Tips for Mainstreaming Gender-Sensitivity in CDM in the Tourism Sector**

### **Learning Outcomes**

At the end of this module, tourism policymakers and practitioners will be able to:

1. Conduct gender analysis of sex-disaggregated data collected.
2. Use the two (2) Checklists to analyze this data to assess any differences in vulnerability of males and females (workers and visitors) before and after a disaster and prioritize their respective needs: Checklist 1 focuses on Disaster Risk Reduction, Mitigation and Preparedness and Checklist 2 focuses on Post Disaster Relief and Recovery.

### **Module 3 answers the following key questions:**

How can the two Checklists be used to collect data to answer the following:

1. Who does what work?
2. Who has what resources?
3. What are the specific needs and priorities of males' viz a viz females of different ages and backgrounds?
4. What are the differences between male and female tourism workers regarding access to power, influence, and status?

# MODULE 1: GENDER CONCEPTS AND DEFINITIONS

Module 1 introduces tourism policymakers and practitioners to basic concepts of gender. It also explains why it is important to integrate gender-sensitivity in Comprehensive Disaster Management in the tourism sector. It includes images and questions to support learning.

## 1.0 What is Gender?

*Gender is the social meaning given to biological sex differences between males and females.* Everyone learns gender roles and has a social identity which is acquired through interaction with others. We learn through positive and negative interactions, the norms associated with masculine or feminine attitudes and behaviours which are considered appropriate for each sex (males and females). Our first interaction is with family members. The lessons they teach us are later reinforced by others outside the family, and these include people in schools, churches, our peers (friends) and the mass media. They all influence how we develop gender roles, behaviors and identity. These interactions shape the social relationships between males and females. These are also influenced by age, class, disability and other factors. Gender is fluid and flexible - not fixed like biological sex.

Gender roles and relationships can change over time and across cultures. Gender provides a 'lens' to look at differences between and among people we meet as well as roles, responsibilities and expectations. It explains many hierarchal and vertical relationships which are regarded as normal. For example, why males are more likely than females to be in top leadership and decision-making positions in tourism and public spaces. Why men are expected to be the main family breadwinners, providers, and protectors. Alternatively, why females are more likely than males to be family caregivers. These roles can also create inequalities and discrimination, especially for women. For example, the view of some persons is that women should stay home and be supported by a male breadwinner. Others justify wage discrimination arguing that females should be paid less than males for work of equal value. This bias against women is based on the false assumptions that females have a male partner who supports them which for many women, is a fallacy.

Understanding gender roles and relations, and using gender analysis skills are global best practices in comprehensive disaster management. Integrating gender-sensitivity can save lives as disaster managers and staff in tourism, can plan better and improve disaster preparation. The knowledge gained can identify who is most vulnerable, where, and why. Understanding these intersecting vulnerabilities can guide the interventions selected to build resilience and save lives. Gender analysis is, therefore, a valuable tool to include in disaster management policies, plans, services. Understanding gender can help to address the specific needs of vulnerable and high-risk groups of both males and females. Disasters affect groups of males and females in different ways. In many contexts, gender inequalities limit how much control females have over decisions that affect their lives as well as their access to jobs and other resources. Cultural beliefs and

practices can result in risks for both females and males. Females are more likely to be financially vulnerable to the effects of disasters.

For example, they may have less extra money to prepare for a disaster as they may be poor and a single female head of household with several dependent adults and children. Women are also more at risk as victims of gender-based violence. If they have to evacuate and move to a temporary shelter, they may have less power to decide on their sexual safety in that environment because of norms about male sexual behavior. On the other hand, males are more at risk from rescuing persons in floods, fixing roofs, staying to protect their home and property instead of evacuating and moving to a shelter. Both sexes need support in different ways to mitigate risks before, during and after a disaster. The empowerment of women and groups of vulnerable persons of both sexes is vital to building disaster resilience.

The exercise below will help to understand gender roles.

### Activity 1: Sex vs. Gender



Describe this scenario. Did you come up with a description like this?

“A couple goes to bed in their usual way. The male frog sleeps on his side that is nearest the bedroom door. There is a loud noise of glass being shattered! The male frog takes charge to protect his wife, the female frog, and to ward off a possible attack.”

#### Questions for Reflection

1. How do you know which frog is male or female?
2. What behaviour is considered masculine or feminine?

The description or the assumptions you would have made about the picture is based on the ideologies you would form. These are based on socio-cultural norms and gender socialization.

### Key Points to Remember

- Sex is a **BIOLOGICAL** category. It describes physical and other differences between males and females (e.g., genitalia, physical characteristics, chromosomes). Some individuals are born with both male and female genitalia. Sex is usually fixed at birth and does not change unless there are medical /surgical procedures.
- Gender is a **SOCIAL** category. Feminine gender roles ascribed to women and girls are linked to reproduction and family caregiving – e.g., taking care of children, older persons, and family members who are sick or who have a disability. Masculine gender roles ascribed to men and boys are linked to protecting the family and providing for them financially. Masculine gender roles assume men should be family providers and protectors.

## 1.1 Gender Equality and Equity

Reflecting on gender roles in the home and workplace, there is recognition that there are areas of inequality and difference. Many people assume (incorrectly) that these roles are the result of personal choices. Decades of development research has revealed that women as a group experience various types of inequality based on their gender roles. These inequalities increase their risk of poverty. In many developing countries, women have less access to education. However, in the Caribbean, females outperform males in education. However, a third of females have their education disrupted by unplanned and untimed pregnancies. These increase their risk of poverty. Males in the Caribbean also have special needs. Fewer of them complete their education and have certificates. More males are perpetrators and victims of crime and violence. Males are socialized to be tough, to take risks and not show emotions, which affects how they cope with the stress associated with a natural disaster.

Women's roles as the primary family caregivers mean that they contribute to the majority of unpaid work. This has implications for the use of their time in paid work, as they have to combine their paid and unpaid work. As a result, women as a group, tend to be dependent on a male breadwinner. Women's roles also make them more likely to work in jobs that allow them to combine their paid work with unpaid caregiving work. Jobs linked to services like caregiving (hospitality workers in tourism, nursing, teaching, domestic workers). They are also likely to pay less for these jobs than in jobs are sectors that are male-dominated such as tourism transportation, building and road construction, auto mechanics, popular entertainment, sports.

As a result, of gender roles, women may have to work harder than men to secure their livelihood. Gender roles in the family may also mean that although women may be engaged in paid work, they may not have complete control over the income they earn. If their family has land and assets, they may not have equal access to these resources as male relatives are more likely to inherit land than female relatives. Another challenge is that females are also more likely than males to face violence from their intimate partners. Victims of gender-based violence face challenges that can adversely affect their life, health, survival and development. In the



workplace, women are also more likely than men to face sexual harassment and discrimination. These risks can adversely affect their health and well-being and their ability to advance equally with men based on qualifications and merit. In the Caribbean, males are more restricted in pursuing occupations dominated by females (e.g., nursing, housekeeping in hotels).

### Discussion Questions

1. How do these gender roles impact on differences in work/occupations in tourism? Income? Time-use? What are the implications when there is a disaster?

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2. How do these roles influence pre-disaster vulnerability of women? Men? Men and women with disabilities as visitors and as workers? Older men and women? Persons living in rural vs. urban areas?

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3. How can this information help tourism policymakers to assess vulnerabilities and risks and capacities for each group and plan for disaster recovery, rehabilitation and reconstruction?

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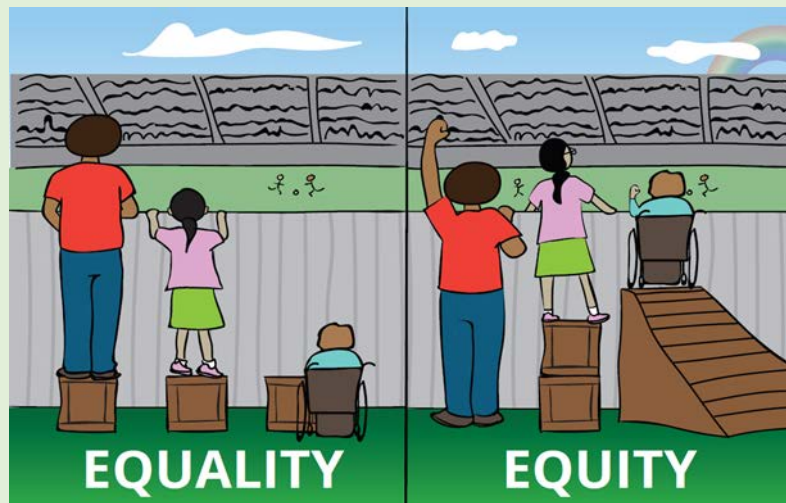
Reflect on the gender division of labour in your tourism sub-sector? Get data and use this for planning CDM in tourism.

## 1.2 What is Gender Equality?

Gender equality is a concept based human rights principles. It supports sustainable development goals for ALL. It describes an aspiration that societies or institutions can work towards to eliminate poverty and discrimination as a result of gender differences. It is a state that allows males and females of different socio-economic and cultural backgrounds to have equal access to resources for development. In practical terms, gender equality means recognizing differences in women's and men's needs, constraints, priorities, and aspirations and creating an enabling environment for the empowerment of all, regardless of gender or other differences. Gender equality is also linked to women's economic empowerment. Why? Because globally, women as a

group face many common areas of discrimination. This is usually based on their gender roles and status as well as institutional structures that accept male power, male privilege and male domination as the norm.

### Summary: Gender equality vs. Gender equity



**Gender equality** means equal rights, opportunities and access to social and economic resources. Equal participation in political and public life to influence public policies and making decisions on the allocation of financial and other resources.

**Gender equity** promotes 'fairness' of outcomes. Resources can be allocated in a way that ensures justice, based on who needs what, to have similar choices for development.

### 1.3 Global Commitments to Integrate Gender in CDM

Gender equality has been accepted as a global principle. It is acknowledged and accepted by most governments, international organizations and stakeholders as a development goal. This is evident in several international, Caribbean regional and national agreements and commitments. The main gender-related commitments are:

1. The United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
2. The Beijing Platform for Action from the Fourth World Conference on Women in 1995
3. The Sustainable Development Goals (2015-2030) which replaced the Millennium Development Goals (2000-2015)
4. The United Nations Framework Convention for Climate Change (UNFCCC)
5. The Hyogo Framework for Action
6. The Sendai Framework
7. The CARICOM Charter of Civil Society
8. The Paris Agreement

### Discussion Questions

1. How can tourism policymakers and practitioners use these agreements and commitments to implement gender-sensitive policies, programmes, and strategies in the sector?
2. What are the differences in the social and economic vulnerabilities of women and men working in the sector before there is a natural hazard?
3. How will these differences and inequalities affect their ability to prepare for a hurricane or other hazard, cope with the event and recover from the event?
4. What can tourism policymakers do to address the needs of the most vulnerable in the sector and ensure equal participation of all industry stakeholder groups in planning for a disaster?
5. What knowledge and capabilities can each group of stakeholders contribute, to explore opportunities for building resilience in the sector?
6. What can tourism policymakers do to integrate gender sensitivity in CDM and promote gender equality between men and women in the sector /sub-sector?
7. What legal frameworks and policies exist to promote gender equality in accommodation and transportation in the tourism sector?

**Record the emerging issues to identify the problems and possible solutions.**

## 1.4 Gender Gaps

Gender gaps are identified based on an analysis of data. These gaps reflect gender differences between groups of males and females of varying backgrounds (e.g., age, education, class, ability, sexuality, urban/rural location, etc.):

1. Gender roles - males as family breadwinners and protectors; females as family caregivers are valued differently;
2. Gender gaps in status, power, privileges, political leadership, decision-making;
3. Gender gaps in labor force participation (higher for males);
4. Gender division of labor' in tourism occupations: more females in accommodation and more males in transportation as noted in the *Women in Tourism 2011 Report*;
5. Gender gaps exist in education participation, attainment, certification, subject choices; and
6. Gender differences in access to and use of social services, e.g., health facilities-females.

**Tourism policymakers and practitioners can, therefore, use gender as a tool of analysis to understand the gender profile of employees and visitors.** These differences may be linked to education, location, etc. This information can help to understand disaster-related vulnerabilities, capabilities, opportunities, and differences in access to resources. This information is important when planning for comprehensive disaster management (CDM). Integrating gender-sensitivity in CDM can help to reduce gender and other inequalities and promote *fairness* in access to resources for disaster recovery and development.

Examples: Women working in the accommodation sub-sector are more likely to lose their jobs if a natural disaster has damaged the hotel in which they work. While men working in transportation in tourism may also lose their jobs, males are more likely than females to find jobs in post-disaster reconstruction because they may. This is because of the gender profile of their roles and jobs. Integrating gender perspectives in CDM can, therefore, help to ensure participation of all in identifying potential gender gaps such as in employment and in taking action. Research also shows that men deal with disaster-related stress differently from women (Dunn, 2016). Special measures would, therefore, be needed, to address the differential psychological needs of both sexes and specific vulnerable groups and action to improve coping strategies.

In summary tourism, policymakers and practitioners can use gender as a tool of analysis to collect and analyze data that shows differences between men and women in the industry. This information can be used to understand disaster-related vulnerabilities, capabilities, opportunities and guide decisions that promote more equitable access to resources, as part of comprehensive disaster management planning.

### **Activity 2 - Accommodation and Transportation**

1. Go online, check for data and share information on the following topics:
  - a) Economic profile of women and men in tourism- accommodation and transport sub-sectors (employment, unemployment, part-time work, the gender wage gap,).
  - b) Leadership profile of women and men – Distribution of women and men in decision- making positions in the Tourism Ministry and specialized agencies, and sub-sectors.
  - c) Gender, disasters, and tourism - or climate change and tourism.
2. What are the main areas of gender inequality and what action can be taken to change areas of discrimination?



### **Gender Division of Labour in the Tourism Sector**

Women dominate in the accommodation sub-sector. They are more likely to lose jobs after a natural disaster if the buildings are damaged, and the hotel is closed.

Men dominate in the transportation sector. They may lose their source of livelihood/income because of major damage to road infrastructure and the resulting damage to their vehicles.

Men dominate in the maintenance of hotel grounds and facilities. They are more likely than women to find jobs after a disaster as they may have skills needed for post-disaster reconstruction (construction, road repairs, grounds maintenance, fixing utilities- electricity, water, and sanitation/garbage collection).

### **Key Messages**

Integrating gender-sensitivity in CDM can ensure increased participation of both women and men to identify potential vulnerabilities linked to disasters and planning. There are gender differences in how men and women prepare for natural hazards and how they cope with disaster-related stress.

Research shows that men deal with disaster-related stress differently from women (Dunn, 2016; Enarson and Pease (2016). Policymakers and practitioners in tourism can use this knowledge to address the differential needs of both sexes in the industry to reduce vulnerability and risks.

**“Disasters result from the combined factors of natural hazards and people’s vulnerabilities. These vulnerabilities take the form of physical exposure, socio-economic vulnerability, and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors, which include poverty, social class, age group, ethnicity and gender relations.”**

(UNISDR, UNDP and IUCN, 2009)

## MODULE 2: OVERVIEW OF GENDER MAINSTREAMING

In Module 2, policymakers and practitioners will learn about the global strategy called gender mainstreaming which was adopted by the United Nations in 1995 to promote gender equality. It highlights the importance of using gender as a tool of analysis to improve disaster management policies and programmes.

### 2.0 What is Gender Mainstreaming?

Gender mainstreaming is a strategy and process to achieve gender equality goals. This will help to ensure that both women and men have equal rights and opportunities to access resources and to participate in leadership and decision-making in how resources are allocated.

Gender mainstreaming can help policymakers and practitioners to understand where and why there are differences, and how these can be addressed to meet the specific needs of vulnerable groups in the sector. This strategy can help to ensure equal opportunities for stakeholders to participate in decision-making in pre-disaster planning. Gender mainstreaming strategies can also help to ensure that disaster risk reduction policies and programmes address specific needs and vulnerabilities in meaningful and practical ways. *The goal is to ensure that no vulnerable group or sex is deprived of what they need, irrespective of gender and other differences.*

There are global commitments to mainstream gender in Comprehensive Disaster Management (CDM). The next section will help decision-makers in tourism to understand these commitments and apply the relevant principles to their sector or organization.

### 2.1 What is Gender Analysis?

Gender analysis is a process used to understand and interpret the meaning of data collected and gender differences observed. It supports gender-sensitivity in CDM. In essence, gender analysis helps to identify problems related to the gaps observed when data disaggregated by sex is analysed. It provides information on how different groups will be affected before, during and after a disaster. Gender analysis can be used to develop a gender profile of vulnerable groups in the tourism sector as part of disaster preparation.

Gender analysis of the data collected will give tourism policymakers information on:

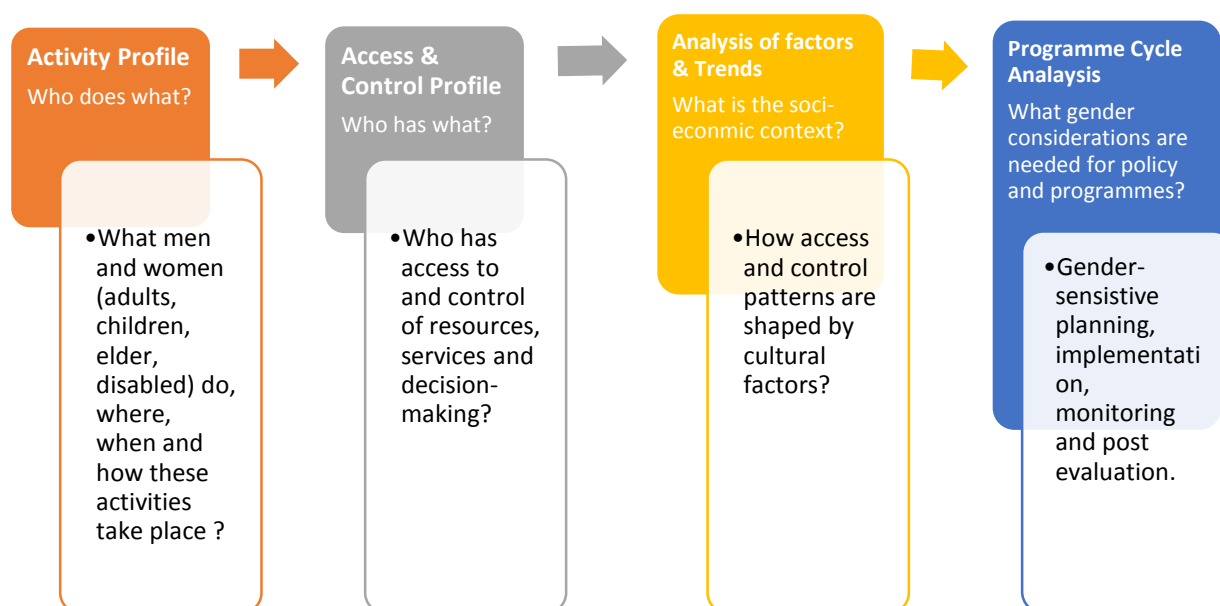
- 1) The connections between gender relations and the disaster-related problem to be solved;
- 2) The likely gender impacts of any solution proposed;
- 3) Implications of any alternative actions that may be required to address needs; and
- 4) Actions that can reduce the risk of perpetuating gender and other inequalities.

In summary, gender analysis involves the collection of sex-disaggregated data, analysis of this data to identify problems and using this data to plan solutions.

Key questions to ask would be:

- 1) Who does what?
- 2) Who has what resources and where are the gaps?
- 3) What are the specific needs and priorities of males and females of different ages and backgrounds?
- 4) What are the differences between and within groups regarding access to power, influence, and status?
- 5) Is there gender equality in the participation of key tourism stakeholders?
- 6) In there equality in access to leadership and decision making? If not, what action can be taken to address these gaps to ensure that inequalities are not perpetuated or reinforced?

### Gender Analysis Steps



## 2.2 What are Disasters?

Definitions from three (3) UN entities (UNISDR, UNDP, and IUCN) note that disasters result from the combined factors of natural hazards and people's vulnerabilities. These vulnerabilities take the form of:

1. Physical exposure, socio-economic vulnerability, and limited capacity to reduce vulnerability and disaster risks.
2. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors: poverty, social class, age group, ethnicity and gender relations. Disasters are when resources exceed capacity to cope with a natural event.

### 2.2.1 What is the Role of Gender in Disaster?<sup>9</sup>



Gender analysis can help to inform the design and implementation of disaster risk management policies, strategies, and programmes in tourism. It helps to ensure gender issues relevant to CDM are adequately addressed. Lack of gender analysis can contribute to gender inequality.

Research shows that men and women are affected by and respond to disasters in different ways. They have distinct coping strategies in response to the stress associated with a hurricane or other natural hazard. Based on the explanation of gender and gender roles in Module 1 it is clear that women and men have *practical and strategic needs*.

**Practical needs for women:** These would include the need for a job and access to basic resources to care for children and other family members - providing food, water, access to health services.

**Practical needs for men:** These would include access to a job to look after themselves and fulfill their role as family providers, for male farmers, this may include: access to funding to replant crops and repurchase livestock.

**Strategic needs for women:** These may include equality in access to resources for jobs (e.g., credit and financing, elimination of discrimination in land ownership, and equal participation in local decision-making mechanisms such as Disaster Risk Reduction (DRR) committees to guide priorities for distribution of food and water to the most vulnerable).

**Strategic needs of men:** These would include integrating gender in education policies to create a more enabling and gender-sensitive school environment for boys with more male teachers etc.

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<sup>9</sup> Adapted from FAO (2017) Gender Responsive Disaster Risk Reduction in the agriculture sector – Guidance for policymakers and practitioners.



Also more programmes for males on the margins of society (e.g., poor, unemployed, and homeless).

A disaster can put increased pressure on either sex because of their ascribed gender roles and responsibilities. Preparing for a disaster may rely heavily on women’s perceived role as family caretakers and men’s perceived role as family protectors and providers.

<b>Activity 3</b>	
<p>Review the gender-related scenarios below. Discuss the impact on tourism employees in the accommodation and transportation sub-sectors as they prepare for a hurricane.</p> <p>How can policymakers facilitate the participation of stakeholders in planning for these gender-related needs?</p>	
<b>Pre-Hurricane Tasks For Men</b>	<b>Pre-Hurricane Tasks For Women</b>
<p>Differences in gender roles influence how men are likely to prepare for a hurricane.</p> <p><b>Physical tasks:</b> Both sexes expect that men will assume responsibility for checking roofs and fixing any leaks, ‘battening down’ windows with ply board; pruning trees, clearing drains to avoid flooding. There are physical risks involved in each of these tasks at home or work.</p> <p><b>Transport Operators:</b> Drivers will need to check engines, tyres and mechanical equipment and purchase petrol/gas.</p> <p><b>Assumption:</b> All men have the required time, technical expertise and resources.</p>	<p>Women as the main family caregivers are expected to prepare by purchasing food, medicines, flashlight batteries; storing important family documents and storing adequate water for the family for washing, cooking, cleaning, and bathing.</p> <p><b>Accommodation workers:</b> They will need time to balance preparations at home and work. Those who are single female heads of household will also have to take responsibility for the physical preparations for their home if there is no male.</p> <p><b>Assumption:</b> All women have the required time and financial resources for these preparations.</p>
<b>Implications for Male Transport Operators in Tourism</b>	<b>Implications for Women Housekeepers in the Tourism Accommodation industry</b>
<ol style="list-style-type: none"> <li>How do those who have to support women and children in several households and have limited/ low-income cope?</li> <li>How do those who may not have the technical expertise to complete pre-hurricane tasks cope?</li> </ol>	<ol style="list-style-type: none"> <li>How do those earning low wages how find additional money to prepare for a hurricane?</li> <li>How do those who are single female heads of households prepare for their larger families and balance work in tourism with family responsibilities?</li> </ol>

<p>3. How do vulnerable men cope? (E.g. those with limited education &amp; skills; older, sick/disabled).</p> <p>4. How do small, independent transport operators not linked to the main tourism transportation companies or hotels with limited income find money to prepare for the hazard?</p>	<p>3. Those in women-only households. How do they find funds to pay a male to support disaster preparation costs - fixing roofs or battening windows?</p> <p>4. How do women working as housekeepers in hotels for many years prepare for recovery? Their vulnerability may be because they are: elderly, sick, disabled, earn low wages etc.</p> <p>5. How do young women who are pregnant and who are working as cleaners buy additional goods needed to prepare for the hazard?</p>
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Here are some gender-related scenarios and facts that policymakers should note and factor into planning for CDM in the tourism sector.

<p><b>Post-disaster Tasks and Risks for Men</b></p> <ul style="list-style-type: none"> <li>Men's roles as protectors can increase their risk of death or injury during and after a disaster, and they are unable to work for some time.</li> <li>The lessons learned about masculine behavior, and the perception that men are biologically the “stronger sex” means that men are more likely to take risks and are less likely to take precautions because society expects them to be heroes and take action to rescue women, weaker men, and children and also protect family assets.</li> </ul> <p>For example, there were more immediate deaths among men when Hurricane Mitch struck Central America, not only because they were engaged in outdoor activities, but because they took fewer precautions when facing risks (Bradshaw, 2004).</p>	<p><b>Post-disaster Tasks and Risks for Women</b></p> <p>After a disaster women's workload may increase significantly in various ways:</p> <ul style="list-style-type: none"> <li>As caregivers, women need water to be able to care for the family which depends on them to cook, wash, clean, and clear debris inside the house if there is flooding.</li> <li>Women in their reproductive years need extra water to manage their monthly period safely.</li> <li>Women caring for babies, young children, and relatives who are old, sick or may have a disability, are also likely to need more water to maintain good health and sanitation;</li> <li>Women may have to go far to get water for household use. This may pose additional risks of being robbed or raped depending on the environment and how close the water source is to their home.</li> <li>If there is need to move to a temporary shelter, women have a higher risk of exposure to sexual violence than men because of shared sleeping accommodation with non-family members.</li> </ul>
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<b>Implications for Male Transport Operators in Tourism</b>	<b>Implications for Women Housekeepers in the Tourism Accommodation industry</b>
<p><b>Risk behavior:</b> Male transport operators may take risks that can be life-threatening to fulfill their masculine identity and to secure jobs to meet family commitments.</p> <p><b>Threat to livelihood:</b> Male operators may not be able to depend on transportation for their livelihood if their vehicles are damaged or washed away or roads are impassable.</p> <p><b>Access to alternative jobs:</b> Men are more likely to be able to access alternative jobs in repairs to buildings, roads, or in construction.</p>	<p><b>Work-life balance:</b> Women with family responsibilities who are working as housekeepers in hotels, will have to arrange care for young children and elderly parents as well as fulfilling their work commitments. There may be longer hours because there is need to clean-up the hotel after the hazard has passed.</p> <p><b>Safety and security risks</b> There may be more safety and security risks for women working as housekeepers especially early morning and late nights linked to darkness because of disruptions in electricity and limited transportation because of road damage or flooding.</p> <p><b>Higher unemployment risks:</b> Women are more vulnerable to unemployment as they may lack the skills required for reconstruction, or repairs to buildings, roads, etc.</p>

### ***2.2.2. Lessons from Research***

An analysis of disasters in 141 countries found that when it came to deaths, gender differences were directly linked to inequality in women’s economic and social rights. In societies where women and men enjoyed equal rights, disasters caused the same number of deaths in both sexes. Studies also confirmed that discrepancies were the result of pre-existing inequalities. For example, boys were given preferential treatment during rescue efforts and, following disasters, both women and girls suffered more from shortages of food and economic resources (Neumayer and Plümper, 2007).

Studies also showed that women, boys, and girls are 14 times more likely than men to die during a disaster (Peterson, 2007). However, men on the margins of society are also vulnerable, e.g., poor men, men with disabilities, gay males (Dunn, 2016). A 2016 Caribbean Development Bank publication on Ten Caribbean country Gender Assessment Reports, showed that although women, children and the elderly are the most vulnerable when natural disasters occur, gender inequalities are often not considered in national climate change and disaster mitigation policies. These scenarios and facts underscore the need for policymakers to understand gender as a concept and to integrate gender-sensitivity in Comprehensive Disaster Management, including in the tourism sector.

## 2.3 Implications for Tourism Policymakers and Practitioners

Decision-makers in should integrate gender-sensitivity in strategies to:

- 1) Strengthen Institutional arrangements for CDM (e.g., develop a Gender Policy & Gender Action Plan).
- 2) Increase knowledge and awareness of gender and gender mainstreaming in CDM policies, programmes, and strategies in their respective sectors and is working to build community resilience.

### *Integrating Gender in Vision and Mission Statement*

An organization's vision and mission statement reflect policy commitments that will guide the choice of programmes and strategies as well as the allocation of human and financial resources. The **language** used in these statements is therefore important. Policymakers and disaster practitioners can integrate gender-sensitivity in the text of their organization's vision and mission statement by using words and phrases that recognize gender and other social differences in the target groups. This may include using words and phrases such as: 'gender equality and equity'; 'diverse populations'; 'men and women' vulnerable groups. This will avoid the risk of 'gender blindness.' If gender-inclusive language is not used, it implies that the organisation assumes that everyone will benefit *equally* from programmes.

#### Activity 4

1. How do gender roles in your agency support integrating gender sensitivity in CDM?

**N.B.:** *Mainstreaming gender at the Institutional level starts with an analysis of how gender 'plays out' in the organisation.*

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2. Start by using your 'gender lens' to look at staff composition: identify the number of men and women; their jobs and status?

**N.B.:** *Analysis of the data will determine if there is gender balance in leadership or the organization. Is there a 'glass ceiling' (Invisible barrier) or is there gender balance? Is there a gender 'division of labour'? Are there gender stereotypes for certain jobs?*

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3. What roles do women and men play in top leadership of the disaster management committee?

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Task: Reflect on the answers to determine strategies that can be used to reduce or eliminate any gender inequalities and vulnerabilities identified.

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### **Key Message**

Gender analysis is an essential tool for policymakers and practitioners. It can help them to understand various degrees of vulnerability of males and female, and it reveals the causes of their differentiated vulnerabilities. As previously noted, the differential vulnerability of males and females to natural disasters and climate change impacts is influenced by their socially constructed gender roles.

Gender analysis involves the collection of sex-disaggregated data, analysis of this data to identify problems and using this data to plan solutions.

Gender analysis can help policymakers and practitioners to inform the design and implementation of disaster risk management policies, strategies, and programmes. Integrating gender-sensitivity can help to ensure gender issues relevant to CDM are adequately addressed and can promote gender equality.

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**“To be successful, it is important that initiatives do not just assume women to be more vulnerable to disasters than men, but that they seek to understand how women and men experience disasters differently.”**

(Bradshaw, 2013)

## MODULE 3: TOOLS AND TIPS FOR MAINSTREAMING GENDER-SENSITIVITY IN CDM IN THE TOURISM SECTOR

This section of the Manual provides practical tools and tips that can be used to support the integration or mainstreaming of gender in Comprehensive Disaster Management in the tourism sector. The content and exercises will build on policymakers, and disaster practitioners' knowledge of gender concepts, enhance their confidence and skills to apply this knowledge to decision making and resource allocation. The manual will also help to guide decisions on steps to be taken to reduce the vulnerability of both males and females and manage/mitigate disaster-related risks. It will also provide insight to support the empowerment of women in the tourism sector as they are the majority of employees and most are in the accommodation sub-sector.

### 3.0 Gender Mainstreaming Steps

Below are the main steps needed to integrate gender -sensitivity in comprehensive disaster management policies and programmes. These can be adapted for use by various tourism sub-sectors.



**Step 1:** Collect data disaggregated by sex and other background factors, e.g., age, education, socio-economic status occupation; ability/disability; and location- urban/rural.

**Step 2:** Analyse this data to develop a vulnerability profile of males and females in the target population to understand differences in their practical (basic) needs to fulfill their gender roles as family caregivers and breadwinners and strategic needs linked to their access to power, decision-making and resources to make a living.

**Step 3:** Identify actions that can be taken to integrate gender-sensitivity in CDM to address specific needs and promote gender equality and sustainable development.

**Step 4:** Promote capacity building to integrate gender-sensitivity in CDM policies, programmes, and how to use gender indicators to measure progress.

## **Gender-Sensitive Indicators for Mainstreaming Gender in CDM**

There are several entry points for integrating gender- sensitivity during the planning process for CDM to be incorporated in the five priority sectors, such as aiming for equal representation of men and women in planning teams, including gender equality as one of the guiding principles of the plan, and budgeting to collect sex-disaggregated data. As previously mentioned, CDM is committed to mainstreaming gender in the following priority areas:

1. Strengthened Institutional arrangements for CDM;
2. Increased and Sustained Knowledge Management and Learning for CDM;
3. Improved integration of CDM at sectoral levels; and
4. Strengthened and sustained community resilience.

The following gender-sensitive indicators are examples of different ways to track the extent to which the CDM planning process is addressing gender equality.

- Multi-stakeholder coordination mechanisms include organizations and experts representing gender issues and women’s specific priorities in CDM.
- Participatory and gender-responsive mechanisms are put in place for CDM to be mainstreamed in the tourism sector.
- Gender experts contribute to models that assess the capacity of men and women, boys, and girls.
- Vulnerability assessment models include sex-disaggregated data.
- Community plans integrate actions targeted at women’s and men’s specific needs.
- Number of Institutions involved in the testing of good practices for CDM, disaggregated by sector and sex.

### 3.1 Summary of Entry Points to Mainstream Gender in CDM

#### **Outcome 1**

seeks to address the institutional arrangements and capacity at the national and regional levels by:

#### **1. Strengthening capacities for the implementation, monitoring and evaluation of CDM.**

##### **Gender Mainstreaming Entry points:**

**Below are entry points** to strengthen institutional arrangements to integrate gender-sensitivity in CDM in tourism:

**Governance:** Establish a Gender Management System, with a **Gender Task Force**.

**Technical/Human Resources:** Appoint a Gender Focal Point to support GM.

**Training:** Organise gender sensitisation workshops for policy makers and staff.

**Research:** Collect and analyse data disaggregated by sex and other factors to identify vulnerable groups and their needs in the sector.

**Programme:** Develop a Gender Action with interventions to respond to findings of the needs assessment study.

**Monitoring and Evaluation:** Develop gender sensitive indicators to support monitoring and evaluation of your gender-sensitive CDM programme.

**Participation:** Ensure equitable participation of women and men in the membership and in the leadership/ decision making levels. of the organisation  
Organise a women's group if needed.

**Budget:** Mobilize and allocate financial resources to support implementation of the Gender Action Plan.

#### **2. Addressing the required enabling legislative, strategic and policy framework**

Conduct a gender review of legislation related to gender equality and to CDM in the tourism sector. Identify areas of coherence and gaps (incoherence).

Conduct a review of relevant CDM policies and strategies in tourism, to determine if there is gender sensitivity and identify how the language of the policy or strategy could be amended.

#### **3. Aligning CDM priorities among all partners with that of the Regional CDM and sector Priorities.**

Ensure that CDM priorities for the tourism sector are gender-sensitive and aligned with regional CDM priorities.

#### **4. Addressing the allocation of the various types of resources to meet the needs of Countries.**

#### **5. Maintaining a focus and capacity for preparedness, response and recovery.**

Ensure that human and financial resources (and staff time) are allocated to support gender mainstreaming in CDM especially related to building capacity to integrate gender sensitivity in disaster preparedness, disaster response and disaster recovery programmes and strategies.



## Outcome 2

seeks to address the information, knowledge management and learning at all levels by:

### **1. Emphasizing the role that existing and expanded knowledge networks will continue to play in the information required for sound and rational decision-making.**

Ensure that policymakers responsible for CDM in the tourism sector have access to information that is gender-sensitive and rational to guide sound and equitable decision-making.

Ensure that the content and delivery mechanisms for CDM knowledge sharing reflect the needs of diverse stakeholders in tourism, and those who are most vulnerable.

### **2. Addressing the technological backbone that will support data sharing for fact-based policy and decision making.**

Ensure that the technology used for data sharing and to guide evidence based policy and decision making in the tourism sector, considers gender differentials in access to and use of computers and other technologies, among women and men' working in the sector. Needs of staff with a disability or are older should also be considered.

Examples:

Use of braille and JAWS technology for persons who are blind.

Text technology for deaf persons; Large print for older persons who are literate with visual impairments; Social media for male and female staff who are millennials; and Use of radio or TV for males and females who staff working in locations with less access to wireless and cable etc.

### **3. Emphasizing the critical role that local and community level actors will play in the generation of data decision making and risk assessment processes**

Build partnerships with women's and men's community groups to promote gender isensitivity in CDM in the tourism sector and enrich disaster risk assessment processes and strategies.

### **4. Highlighting the need for the generation and application of educational and training materials that will support learning and continued development of CDM stakeholders.**

Review CDM education and training materials to assess gender-sensitivity and adapt materials as needed for diverse stakeholder groups.

## Outcome 3

seeks to address how sector stakeholders plan, coordinate and implement CDM at the national and regional levels by:

### 1. Promoting DM programs in sectors.

Ensure that males and females working in the tourism sector , have access to knowledge about CDM and understand the relevance of gender in CDM programmes as it affects the sector.

### 2. Integrating hazard and disaster information and concerns into sector development agendas.

Ensure that development plans for the tourism sector include information on hazards and disasters and that this information is gender-sensitive/reflects understanding of vulnerabilities and risks for males and females of diverse backgrounds working in tourism. Note: intersecting vulnerabilities related to sex, age, occupation, job status disability etc.

### 3. Highlighting the need for investing in disaster-proof measures/initiatives by sectors.

Disaster proofing initiatives. Ensure that gender differences and needs are considered in preparing such initiatives.

### 4. Coordinating preparedness, response and recovery efforts among various stakeholders.

Ensure that the composition of Disaster Coordinating Committees reflect gender equality and equity.

**Disaster Preparedness:** Ensure that coordination of disaster preparedness reflects sensitivity to social and gender inequalities that affect the ability of individuals and households that are vulnerable, to adequately prepare for a disaster. **Special consideration should be given to the needs of women workers in low wage occupations in the industry who are single female heads of household, as part of the pre-disaster preparation phase. Examples of these are women who work as housekeepers and clerks.**

**Disaster Response:** Ensure that Disaster Coordinators (DC) are equipped to conduct gender sensitive ,post-disaster needs assessments that can provide data on who is most vulnerable, where, why and how. Coordinators should prioritise disaster assistance to the most vulnerable stakeholders, based on evidence collected from the needs assessment. This would include data on an analysis of intersecting social economic, political and environmental factors that contribute to vulnerability.

**Disaster Recovery:** Ensure that Disaster Coordinators are equipped to support recovery programmes in the short, medium and long term.

DC's should understand how gender inequalities can affect women's access to financial resources for recovery as well as access to people in positions of power and decision-making

DC's should be able to collect and analyse sex-disaggregated data for each hazard and disaster in each sector.

## **Outcome 4**

seeks to address community level concerns and integration within the overall framework for Disaster Management by:

### **1. Building community level capacity for CBDM.**

Tourism stakeholders involved in community based tourism should be able to integrate gender-sensitivity in community disaster management programmes. The aim is to improve the resilience of males and females of different ages and backgrounds, related to disaster preparedness, response and recovery.

Integrate gender-sensitivity in community CDM programmes to avoid perpetuating social inequalities.

### **2. Harnessing the knowledge within communities to refine national level standards, knowledge and procedures.**

Ensure data collection on disasters in communities includes strategies to harness relevant knowledge and skills from all stakeholders including children, older persons and persons with disabilities.

### **3. Improving and further vertically integrating EWS.**

Ensure EWS to promote disaster resilience are vertically linked to the national system and enhanced by targeting a diverse range of stakeholders to ensure CDM practices are accessible and usable by both men and women.

### **4. Emphasizing the need to safeguard livelihoods in addition to assets and life.**

Ensure that communities are more resilient to disasters by ensuring that the differential impacts of disasters on men's and women's livelihoods are included in disaster preparedness, planning and early warning systems.

### **5. Emphasizing the need to focus on actions that will address vulnerable groups and how they are impacted by hazard events.**

Ensure that data collection for disaster impact assessments is gender sensitive and includes data on the needs and capacities of vulnerable groups to prepare for, respond to and recover from natural hazards that could become disasters.

### 3.2 Tools to Integrate Gender-Sensitivity in CDM in the Tourism Sector

Checklists are one of the important tools that tourism policymakers and practitioners can use to promote gender- sensitivity CDM in tourism. They provide guidance on strategic questions that can be asked to identify gender gaps and inequalities. The responses to questions can be used to support actions to address specific needs of either males or females.

<b>CHECKLIST 1: Disaster Risk Reduction and Preparedness</b>	
Disaster Risks vary for men and women and are linked to several intersecting factors: gender roles as family caregivers, breadwinners, and protectors; job status, occupation, and income; access to power and other resources. Understanding these socially constructed roles and other factors in the pre-disaster/preparedness stage can provide valuable information on potential vulnerabilities and risks. This Checklist can be used by institutions in the tourism sector to guide actions	
<b>Institutional Basis for Implementation</b>	
Is there gender balance in the leadership committee responsible for resource allocation for disaster management in the sector?	
Does the tourism organization have a gender equality policy? A Gender Action Plan?	
Is there staff with technical capacity and time allocated to integrate gender sensitivity in CDM in the sector/ organization?	
Is there commitment to broad stakeholder participation in promoting CDM in the tourism sector? Example: Are organizations of women and vulnerable groups adequately represented in Disaster Risk Reduction programmes and strategies?	
Has sex-disaggregated data been collected and analyzed to identify the specific needs of men and women working in the sector, before there is a disaster as part of CDM programming?	
<b>Risks and Enhanced Early Warning Systems</b>	
Are women and men and vulnerable groups (e.g., persons with disabilities) involved in the design and development of early warning systems (EWS) to ensure they are responsive to their specific needs?	
Are men and women are equally involved in the development of risk and hazard maps for the tourism sector?	
Are evacuation plans for in place for employees and guests to address the specific needs of vulnerable groups (special needs of children, women, the aged, persons with disabilities, sick, isolated/homeless?)	
<b>Preparedness and Response</b>	
Are men and women working in the tourism sector adequately included in Comprehensive Disaster Management?	
Are there women's organizations in the sector? Are they integrated into the political and policy-making process? Are they encouraged to use their capacities and expertise to influence decisions in emergency management?	
Are women employed in the tourism sector /or organization, equally involved in disaster management committees and disaster response drills?	
Are women employed in the institution recognized as key change agents? Are they effectively included in disaster planning for the institution?	
<b>Awareness &amp; Public Education</b>	
Are men and women employed in the institution included in the development of gender-sensitive CDM educational and training materials?	
Are women and men with disabilities consulted to guide the development, testing, and dissemination of CDM message testing?	
Are women's heavy domestic workloads considered when designing training and simulation exercises for employees in the tourism institution?	

### **CHECKLIST 2: Post Disaster Relief and Recovery**

Gender-Sensitive responses to the needs of males and females and vulnerable groups are very important after a disaster. Knowledge of their capacities and coping strategies are key in effective disaster relief and recovery. Integrating gender-sensitivity in the post-disaster efforts should ensure disaster relief and livelihood support to both women and men. This is important as many women are single female heads of households. Alternative employment can restore or improve their pre-disaster livelihood strategies.

#### **Gender-sensitivity in Relief: Meeting Basic Needs**

Is there collaboration and coordination with emergency management and development agencies to address the concerns of vulnerable women, vulnerable men, and persons with disabilities?	
Are women and men equally involved in all aspects of disaster relief?	
Are there cultural norms and practices that affect the ability of women (or men) to contribute to and benefit from post-disaster assistance?	
Are women and men adequately represented in the teams involved in collecting and analyzing information for Disaster Needs Assessment?	
What are the immediate challenges that men and women face in any economic sector to enable them to return to employment-related activities?	
How are the livelihood needs of men and women employed in tourism considered in the post-disaster period?	

#### **Gender-sensitivity in Shelter Management**

Do hotels provide temporary accommodation for staff (and their families if needed) during a hurricane? Are measures in place to ensure the safety of women, girls, boys, vulnerable males, and persons with disabilities while in a temporary shelter, given the risks of gender-based violence, human trafficking, sexual violence, abuse of older women and men, etc.)?	
Are shelters equipped with bathrooms, ramps and other facilities for persons with disabilities?	
Have any of the vulnerable groups been involved in the design, layout and DRM programme of the sector?	

#### **Gender-sensitivity in Relief Distribution**

Are special arrangements made to provide employees with relief supplies after a disaster? Is data collected for a needs assessment to guide the distribution of relief supplies disaggregated, by sex?	
What gender can sensitive systems be established to ensure equity (fairness) and ease of access for vulnerable groups in the distribution of relief supplies for those working in the tourism sector?	
Do relief supplies organized for those working in the tourism sector, including dignity kits for women?	

#### **Psychosocial care**

Is psycho-social support arranged to address the differential emotional needs of male and female employees after a disaster?	
What actions can be used to address the stigma associated with male and female employees who may need to have access psycho-social support to cope with the aftermath of a disaster?	
Are organizations providing counseling included as part of the team of support services required to meet the needs of employees and community members? Are these organizations equipped to provide support to women who are victims of GBV?	

#### **Damage and Needs Assessment**

Is damage and needs assessment data, disaggregated by sex, age & socioeconomic status?	
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## Next steps

Policymakers and practitioners are encouraged to use this Manual with the Tourism Gender Strategy to develop an action plan to address needs and gaps. The Strategy provides details on how to establish a Gender Management System with a Gender Task Force or committee to lead the process; to appoint and train Gender Focal Points to support the process; to develop a Gender Action Plan to address gaps and integrate gender sensitivity in CDM and to draft and Implementation Plan.

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## **APPENDIX 1: Sister Cutie’s Story<sup>10</sup>**

'Betty Roberts', also known as Sister Cutie, rises at 4 a.m., and then puts an uplifting reggae, gospel or blues record on her player to begin her day in Spring Gardens, St. Thomas, Jamaica. Widowed 18 years ago, Sister Cutie raised six children in her home and now also helps to raise four grandchildren, all of whom live with her. “She is the best mom,” says her son Shane, who works in construction. “She pushed us as kids.” Outside, she feeds and 'waters' the chickens. When they grow to maturity, locals will buy them from her to cook jerk chicken. As the grandchildren wake up, she hurries them along, so they are not late for school. She carefully inspects their uniforms which she made for them on her sewing machine. “They may not have pretty clothes, but they have to go to school,” says Sister Cutie.

However, Sister Cutie’s day is just beginning when she sends her last grandson off to school. As a full-time fruit and vegetable farmer, her days are also filled with hours of weeding, planting, and picking. Up the road, she climbs a hill to get to her farm, with her weed wacker and machete in hand. She branches away from the road onto a path that is slippery from overnight rain and at times treacherous, as it winds through dense forest cover. It takes much effort to climb to her hillside plot of farmland, but the beauty of the view over the valley is a warm morning greeting. The small island of Jamaica is experiencing a severe drought. The droughts have become more frequent and severe over the past two decades as a result of climate change. In June 2015, Sister Cutie’s parish received just 6 percent of normal rainfall for that month; and crop yields had declined by as much as a quarter in recent years.

Nine months ago, there was not a banana to harvest, nor a cucumber or tomato to pick on her 3.5-acre farm. One-third of her 2,600 banana trees had collapsed to the ground as her land grew drier and drier. Sister Cutie tried to quench her plants by retrieving water one bucket at a time—making the 10 to 15-minute trek to the local gully as many as 20 to 30 times a day with heavy loads on her head. However, it was not enough to save her plants. Sister Cutie wondered how she was going to pay her light bill or school fees for her grandchildren. She began sewing curtains and crocheted colorful tams—Jamaican hats worn by Rastafarians—to supplement her income, but this did not match the income she was earning before the drought. “With the drought, we do not have the money to send her to college,” said Sister Cutie of how she has been unable to support her daughter’s ambition to become an engineer.

### **Questions for Reflection**

1. What changes took place in Sister Cutie’s house when her husband died 18 years ago?
2. Given Sister Cutie’s caregiving role and responsibilities, what control does she have over her earnings?
3. How can Sister Cutie obtain resources to prepare for disasters such as a drought?
4. Does Sister Cutie have access to training to enable her to adapt her livelihood?

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<sup>10</sup> Original Narrative by Ellie Van Houtte/ USAID was lightly edited/adapted for JAREEACHII/ACDI VOCA/USAID training material (2016).

## **APPENDIX 2: Case Study: A Gender Impact Assessment of Hurricane Ivan in Grenada – Making the Invisible Visible<sup>11</sup>**

### Context

Grenada has one of the highest total dependency ratios in the OECS region (94.8 percent) and a relatively high elderly dependency ratio of 31.8 percent. This means that almost one-third of the population is older and are dependent on those who are working (aged 15-65 years). Women and men have different roles and responsibilities in the family. Traditionally women are responsible for the care of the very young and the elderly, family members who are sick and have a disability. People over 65 years of age account for 16.3 percent of the population. Grenadian women also begin childbearing at a young age (10-19 years old) and have many children. This fertility pattern is most pronounced among the poorest<sup>12</sup> Data show that one-fifth of the population had their first child in this age range. It is estimated that women head 48 percent of households, and this proportion reached 52 percent among poor people. After Hurricane Ivan, it was reported that many women felt increasingly overwhelmed when they tried to meet the household's basic needs.

The Grenada Agricultural Census (1995) indicated that among persons with land holdings of at least 0.05 hectares of land, there were more males than females (3,989 were females and 7, 818 were males). However, the farm population was comprised of more females (23 436 females and 19 964 males).<sup>13</sup> According to the 2000 Population Census of Grenada, out of the 3,734 persons employed in agriculture and fisheries, the majority were men (2,533 or 68% were men, and 1,201 or 32% were women).<sup>14</sup>

### The Impact and Aftermath of Hurricane Ivan

After the disaster, both men and women working in the agriculture sector lost the means of livelihood for their households. These included persons working in the nutmeg industry. The OECS (2004) estimated that some 30,720 persons were *directly or indirectly* dependent on the nutmeg industry at the time of the hurricane.

Before the disaster, as typical for Caribbean countries, men and women had different opportunities and skills to access the job market. After the hurricane, women became even more marginalized and put Grenada's reconstruction efforts at a severe disadvantage. The construction sector experienced a boom and men typically involved in agriculture or tourism could easily move to this sector, while this was not possible for women. Many efforts were made to involve women in reconstruction work, which required both time and changes in cultural attitudes so that they could be accepted. Women's limited participation in construction slowed rebuilding efforts.

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<sup>11</sup> Adapted from Publisher: UNECLAC, UNDP, UN WOMEN 2005

<sup>12</sup> 1999 Poverty Assessment

<sup>13</sup> Grenada Agricultural Census 1995

<sup>14</sup> Volume of Basic Tables, 2000 Round of Census: Grenada [www.caricomstats.org/Files/Publications/NCR%20Reports/VBT.pdf](http://www.caricomstats.org/Files/Publications/NCR%20Reports/VBT.pdf) accessed April 13, 2017

This increased the burden of responsibility on the State, as the pool of labor needed to kick-start and sustain the economy had to be drawn from men in the labor market. With fewer women employed there was increased need for social protection programmes to support the poorest people.

#### Women in rural and semi-rural environments

Women grow crops in their backyard gardens and agricultural plots. Their agricultural produce reaches the table of many households, and this played a significant role in national food security. Research showed that most women with backyard gardens had been doubly hit: they could no longer produce to ensure food security for their families nor they were able to access the extra income gained by selling the excess produce in the market. For survival, many women reported that they supplemented their income as domestic workers or produced small craft items for sale (knitting or making doilies). These possibilities for earning an income no longer existed.

Women in rural and semi-rural settings and those working in agriculture felt forgotten. Those working in the nutmeg industry, either gathering nutmegs in the community for sale to the board, such as in Clozier, or involved in the nutmeg pools as in Gouyave, felt particularly threatened by the impact of Hurricane Ivan on this industry. Women who had been engaged in the nutmeg pools for many years, who had few other skills or limited education which would enable them to move to other areas of work, were the most disadvantaged. It was estimated that the nutmeg pools implied three months of work. Alternative plans were required to provide them with an alternative source of livelihood.

Women who collected nutmegs in the community were also involved in farming products such as citrus, bananas, flowers and other fruits. After Ivan, they reported that now “they had nothing to live by.” Many female farmers reported that they did not have the wherewithal to clear land or pay for extra labor to prepare land for planting. Women who harvested cinnamon bark and other spices suffered reduced income due to tree destruction and struggled to continue their trade. Based on their local knowledge, women suggested agricultural diversification such as investing in bananas as an early cover crop in replanting the nutmeg trees. The women indicated that they had not been consulted. Some women considered replanting nutmegs as pointless since it would take many years to realize a crop. Instead, farmers preferred cash crops. Others were involved in commercial production of flowers (50 percent were women) and other agricultural activities. The latter included banana farming, rearing chickens, minding goats or working in the fisheries sector, which was also severely affected.

#### Initiatives undertaken by the Government of Grenada

The agriculture sector was targeted for interventions and farmers were identified as a vulnerable group in the population. Some 310 persons prequalified for housing assistance. However, data were not disaggregated by sex, type of farmer or size of holding and therefore it was not clear what proportion of those affected or to benefit were male or female farmers. For this reason, it

was not possible to determine whether persons in the informal, agricultural sector were considered within this category.

To improve data collection, focus group discussions were organized, and a gender analysis of the data was conducted. This gender-sensitive research served to identify the specific needs of women and men in the informal agricultural sector. For example, analysis of data in the Après Tout community showed that women who earned an income from harvesting cinnamon bark lost their source of livelihoods since most trees had either been uprooted or severely damaged. The research also highlighted other issues. For example, how childcare responsibilities, lack of skills, and low educational status prevented many women from finding alternative means of earning a livelihood. Research also showed that in the agricultural community of Clozier, many women earned a livelihood and supported their families by harvesting and selling nutmegs to the Nutmeg Cooperative. However, analysis of data disaggregated by sex and other factors showed that assistance for rebuilding mainly benefitted male farmers with relatively large holdings and not the most vulnerable. In Clozier, the needs assessment analyzed by sex and age showed that among women working in the informal agricultural sector, there were significant differences in the needs identified among women of different ages. For example, younger women identified training as a priority, while this was not considered relevant by older women who had been in the sector for 20-30 years or more.

### **Questions for reflection to support gender mainstreaming in CDM**

1. What lessons does the case study provide on gender as a tool of analysis for disaster preparation, and recovery and reconstruction?
2. What valuable information did data disaggregated by sex and age in the population census provide for CDM generally?
3. What insight does the pre-impact data in the case study reveal about gender issues in Grenada in the general population?
4. What socially constructed roles are suggested for the work carried out by men and by women in the agriculture sector in Grenada, before the hurricane Ivan?
5. How did the gender division of labor affect job opportunities for women and men?
6. How did gender stereotypes in occupations affect access to paid work during the post-disaster reconstruction and recovery period?
7. What gender aspects could be considered in the recovery process for the agriculture sector to ensure that both women and men can have access to jobs to support their families?

Why would child care be considered important to increase women's access to jobs?