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Strategy to Integrate Gender Sensitivity in Comprehensive Disaster Management for the Tourism Sector

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

Title:

Strategy to Integrate Gender Sensitivity in Comprehensive Disaster Management for the Tourism Sector

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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
GMS	Gender Management System
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	The University of the West Indies
WTO	World Tourism Organisation

GLOSSARY 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).¹

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 arise 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):

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.

¹ https://unfccc.int/files/press/backgrounders/application/pdf/press_factsh_science.pdf

DISASTER RISK REDUCTION (DRR)

DRR 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;
- 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; and
- 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 recognizes 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 generally 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 a 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.²

GENDER MAINSTREAMING:

This is a strategy and process used in organizations 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.

² Gender sensitivity also includes respecting the rights of sexual minorities.

SOCIALISATION:

This is a learning process that shapes the development of masculine and feminine gender roles, attributes, behaviors, 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 behaviors that are considered appropriate for their ascribed gender role. Females are 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.³

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

BACKGROUND

This Tourism Gender Strategy (TGS) is a critical deliverable under the project, 'Enhancing Knowledge and Application of Comprehensive Disaster Management.' The Initiative established an effective mechanism to manage and share Comprehensive Disaster Management (CDM) knowledge that can be used by various stakeholders in the region to improve resilience. Funded by Global Affairs Canada and implemented by the UWI's Institute for Sustainable Development, three Consultants from the UWI's Institute for Gender and Development Mona Campus Unit (IGDS-MCU), implemented the gender component.

This Tourism Gender Strategy supports the following output and deliverable:

OUTPUT
3.1.2

Gender-sensitive strategies developed for mainstreaming the CDM Framework. The strategies produced were presented to the Caribbean Disaster Emergency Management Agency (CDEMA) for endorsement.

DELIVERABLE
6.3

Two gender-sensitive strategies for mainstreaming the CDM Framework were produced. One general strategy tailored for application to any sector; and one strategy developed for the tourism sector.

This Strategy for the Tourism Sector is one of several tools produced under the EKACDM Initiative to integrate gender sensitivity in CDM. The others include a Gender Manual for Tourism; as well as a Generic Gender Manual and a Generic Gender Strategy.

Development of this Strategy was guided by:

1. The Terms of Reference provided by the EKACDM Initiative team;
2. The Gender Consultants' knowledge of gender, tools to mainstream gender in climate change, disaster risk management and in the tourism sector;
3. Findings of the 2017 EKACDM Needs Assessment study; and
4. Feedback from stakeholders and the EKACDM Initiative's Peer Reviews Network.

RESEARCH METHODOLOGY

The methodology used to conduct the 2017 EKACDM Needs Assessment study involved:



A Desk Review of documents including the CDM Framework 2014-2024.



Interviews, focus group discussions and consultations with several stakeholder groups engaged in disaster risk management, climate change, gender, as well as in the tourism sector. Consultations were facilitated by interviews with the Caribbean Tourism Organisation's Sustainable Tourism team, Ministry of Tourism personnel in Jamaica as well as through participation in two tourism conferences: the UNWTO, Government of Jamaica and World Bank Group Conference on '**Jobs and Inclusive Growth: Partnerships for Sustainable Tourism**' held in Montego Bay, Jamaica, November 27-29, 2017 and the **Climate Smart Sustainable Tourism Forum**, held in St. Kitts from December 11-15, 2017.



An online questionnaire survey circulated to CTO members.

Analysis of data from these sources was used to guide the preparation of the two training manuals and two strategies, including this one for the tourism sector. Drafts were prepared and circulated to stakeholders from the target sectors including tourism. They provided feedback on the draft Manual and Strategy at a regional consultation held in Jamaica. As previously noted, feedback from the EKACDM Initiative's Peer Review Network (PRN) also guided the revision of the final documents.

RESEARCH FINDINGS



The research findings confirmed the need for the tools and guided their content. The needs assessment study showed that stakeholders had:

1. Varying levels of knowledge about gender and comprehensive disaster management.
2. Varying levels of technical capacity to *integrate gender sensitivity in disaster risk management*.
3. *Interest* in increasing their knowledge and capacity to support gender mainstreaming in the tourism sector.
4. Need for a *practical tool for training* that would include case studies and exercises, a glossary of key concepts and definitions, checklists to guide action to integrate gender perspectives in comprehensive disaster risk management.
5. Need for guidance on how a tourism organization or institution should manage the process to integrate gender sensitivity in CDM.

PURPOSE/ OBJECTIVES OF THE STRATEGY

The specific objective or result desired is improved resilience and sustainability in organizations in the tourism sector. This is part of CDEMA's Comprehensive Disaster Management (CDM) Framework 2014-2024, which includes gender as a cross-cutting issue.

The specific goals to achieve this objective include:



Providing accessible materials to tourism policy makers and practitioners, to build their capacity to mainstream gender-sensitivity in CDM-related policies and programmes across various sub-sectors in the industry.



Communicate changes being proposed which includes building awareness among tourism policy makers and practitioners to empower them to establish a gender management system to integrate gender-sensitivity in CDM policies and programmes in the sector.

BENEFITS OF THE STRATEGY

This Strategy complements and builds on previous work on disaster management in the tourism sector over several years, to build a culture of resilience and promote sustainable tourism. This work has been led by CDEMA, in partnership with the Caribbean Tourism Organisation (CTO) and other stakeholders.

This Strategy *adds value to previous work by providing training tools to integrate gender-sensitivity in CDM policies and programmes in the tourism sector*. Two tourism sub-sectors have been used as examples: accommodation and transportation. The tools can be adapted for use in other tourism sub-sectors. These two subsectors were selected because of three main reasons:

- i. They are largest regarding employment;
- ii. Their importance for revenue generation in most Caribbean economies; and
- iii. They are both dominated by one sex: females in accommodation and males in transportation.

The two subsectors provide opportunities to understand how gender roles and differences can contribute to the vulnerability of both sexes in their everyday lives and at work. The examples provide insight on the challenges and differences in coping capabilities even before there is a natural hazard that could become a disaster. Decision makers can use this information to develop gender-sensitive policies and programmes to mitigate risks, for all stakeholders and all cycles of a disaster: pre-disaster, recovery and post-disaster/reconstruction.

CORE GUIDING PRINCIPLES

The Strategy is guided by two core principles:



Gender equality: This is the first principle. It is based on global human rights commitments to integrate gender as a cross-cutting issue. Gender equality is included in the CDM Framework, in CEDAW, and in the UN's Sustainable Development Goals. This principle has implications for regional, national and organizational policies in the tourism sector.



Comprehensive Disaster Management: This is the second principle. It includes planning for all hazards and threats (both natural and man-made) during all phases of the disaster cycle (mitigation, preparedness, response, and recovery). Participation is a core principle of CDM. This requires the involvement of people in all levels and sectors of society, and as such an integrated management approach should be used by tourism policy decision-makers and practitioners.



The main aims of linking gender and CDM are to ensure:

1. A more holistic and integrated approach to disaster management.
2. Gender concerns are identified and addressed in all phases of the process: policy, project design, and implementation of all planned activities and programmes.
3. Gender-related needs, and inequalities/gender gaps are identified and addressed.
4. Gender expertise is available to support the implementation process.
5. Broader and more equitable participation of primary & key stakeholders in the process taking account of their specialized knowledge, needs, and capacities.
6. Coherence between policy commitments and institutional practices.

SUMMARY OF COMMITMENTS TO INTEGRATE GENDER-SENSITIVITY IN THE CDM FRAMEWORK 2014-2024

The global and regional commitments to integrate gender as a cross-cutting theme in the Comprehensive Disaster Management Framework 2014-2024 are reflected in Figure 1 below. The Framework represents the regional commitment to use 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.

FIGURE 1: ILLUSTRATES THE LOGIC MODEL INCLUSIVE OF THE PURPOSE STATEMENTS AND CROSS-CUTTING THEMES



Consistent with CEDAW (UN Convention on the Elimination of all forms of Discrimination Against Women) and other commitments to mainstream gender in sustainable development. Figure 1 shows that CDEMA has included gender as a cross-cutting theme in CDM and four (4) priority areas have been identified 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.

Tourism policymakers and practitioners can use this Strategy to integrate gender-sensitivity in CDM, in four (4) important areas:

Management of all Hazards through All Phases of the Disaster Management Cycle.

This implies integrating gender perspectives in a comprehensive disaster plan for the tourism sector. This Plan would cover the management of all hazards through all phases of a disaster management cycle: prevention and mitigation, preparedness, response, recovery, and rehabilitation.

Promotion of a Participatory Approach to Disaster Management. This implies that decision makers in the tourism sector should ensure broad and equitable stakeholder participation. If planning for a tourism organization or event, the aim is to have gender equity in the composition of employees. If planning for the tourism sector, consideration should be given to ensure gender equity in the representatives from public and private sectors and community groups.

Promotion of Sustainable Development. Decision-makers in tourism should use gender-sensitive strategies to reduce risks and losses associated with natural and technological hazards related to climate change.

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.

OTHER CORE COMMITMENTS AND CONCEPTS

In addition to CEDAW and the CDM Framework, the Strategy is also guided by other global concepts, commitments, and principles. Among these are:

- The Beijing Platform for Action from the Fourth World Conference on Women in 1995
- The United Nations' Sustainable Development Goals (2015-2030) which replaced the Millennium Development Goals (2000-2015)
- The United Nations Framework Convention on Climate Change (UNFCCC)
- The Sendai Framework which replaced the Hyogo Framework for Action
- The CARICOM Charter of Civil Society
- The Paris Agreement

SUSTAINABLE TOURISM

The Strategy supports UNWTO's commitment to sustainable tourism, which is defined as tourism that takes full account of current and future economic, social and environmental impacts. Sustainable tourism addresses the needs of visitors, persons working in the industry, and those in host communities. It also promotes the preservation of the environment. Sustainable tourism development guidelines and management practices are therefore applicable to all forms of tourism in all types of destinations within and outside the Caribbean. These include mass tourism and the various niche tourism segments. The principle of sustainability 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.

CONTENT OF THE STRATEGY

The Strategy suggests actions that can be taken to realize the objective and the goals. The Consultants developed a draft Implementation Plan (IP) as a template and guide on how best to integrate gender-sensitivity in CDM for the tourism sector.

There are three (3) components

- 1.** An Implementation Plan template to establish a Gender Management System (GMS). This can be adapted for use and includes specific objectives, strategies/activities, performance indicators, resources needed and a timeframe.
- 2.** A Gender Equality Action Plan (GAP) template - a 'concept map' of the process.
- 3.** A Gender Operational and Management Assessment Tool- an institutional assessment tool that can be used to evaluate gender sensitivity in an organization to guide future programming.

HOW TO USE THE STRATEGY

Tourism decision-makers will need to read this Tourism Gender Strategy as well as the Tourism Gender Manual to enable them to guide the development of a Gender Management System (GMS).

Resource Materials:

- a. Glossary:** This can be used as a tool to sensitize stakeholder and build awareness of basic concepts and definitions.
- b. The Implementation Plan, GAP, and the Assessment Tool** are key resources that can be used to support gender mainstreaming. Other materials include checklists, glossaries, and definitions as well as exercises that can be adapted for specific training workshops.
- c. The Appendix:** This includes several resources in a list of references that provide access to many online resources that can be downloaded, to build knowledge and capacity. The Appendix also includes a basic tool to guide the collection and analysis of sex-disaggregated data. This information that can be used to guide the integration of gender sensitivity in CDM policies and programmes.

RESPONSIBILITIES

Responsibilities of key stakeholders are included in the Implementation Plan. The Plan is presented in a matrix format for use as is a planning tool. It includes the main objectives, activities, persons responsible, resources required and the timeframe.

SUMMARY OF KEY DELIVERABLES IN THE IMPLEMENTATION PLAN



These include:

1. **Gender Policy:** The Strategy will guide the development of a policy that will equip institutions in the tourism sector to identify and address gender imbalances before, during or after a disaster. For example, the Policy can help Human Resource Divisions in a tourism organization to ensure that HR practices enhance equity (fairness) and equality such as equal pay for work of equal value and address gender discrimination and gender stereotyping in occupations.
2. **Establishment of a Gender Management System (GMS):** The GMS is an approach that can help to create an enabling environment to integrate gender sensitivity in CDM in the tourism sector. This usually includes:
 - a. **Allocation of Human and Financial Resources** to support the implementation of a Gender Action Plan: (staffing, research, training, gender audits, etc.).
 - b. **Building Awareness of Gender Roles and Disaster-related Risks:** Integrating the social and gender dimensions of disaster vulnerability and risks in CDM Planning; examining how men’s and women’s roles influence their livelihoods (jobs, occupations), their perspectives on specific natural hazards (pre-disaster) and capacity to cope in the post-disaster phase.
 - c. **Promoting Participation:** Companies organizing consultations with key tourism stakeholders, ensuring equitable participation of vulnerable groups;
 - d. **Conducting Needs Assessment Research:** Collecting and analyzing sex-disaggregated data to develop a Needs Assessment/ Disaster Vulnerability Risk Profile, linked to gender roles, occupations, economic status, etc.
 - e. **Establishing a Monitoring and Evaluation Framework:** Developing Gender Indicators to measure progress in promoting equality and equity.
 - f. **Developing a Gender Action Plan:** The HR department in a tourism organization, taking action *before a disaster* to ensure that the company:
 - Provides equal pay for work of equal value for both male and female employees;
 - Empowers women economically by appointing them to job positions where they are qualified but underrepresented (e.g., graduates for senior management positions); and
 - Supports family-friendly workplace practices that will enable women with family responsibilities to combine paid work and unpaid caregiving work. The latter includes child-care facilities, flexible working hours, etc.).

TARGET AUDIENCE



The main target audiences for this Strategy are tourism policymakers and practitioners who are in organizations offering accommodation and transportation in the tourism industry.

Assumption: The assumption is that these leaders have an understanding of disaster management and CDM but may have less knowledge of gender mainstreaming in CDM policies, programmes, and strategies. *They are adult learners and bring valuable knowledge and experience to the process.*

OTHER TOURISM INDUSTRY SUB-SECTORS

The target group will also include tourism policy makers and practitioners working in sub-sectors. These categories are provided by the Caribbean Tourism Organization (CTO) which 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 typically: 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.
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 type of 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.

VALIDATION WORKSHOP RESULTS

The two day validation workshop was to review and validate, two tools (manuals), and two strategies produced for policymakers and practitioners to understand gender as a concept and tool of analysis and how to support the integration of gender-sensitive policies and strategies related to (CDM).

The validation workshop was attended by twenty-one persons: (5 males and 16 females) from eight (8) CDEMA participating member states: Antigua and Barbuda, Barbados, Guyana, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname and Jamaica. They represented :

- Regional organizations: The Caribbean Disaster Emergency Management Agency (CDEMA); and the Caribbean Tourism Organization (CTO);
- National organisations: Ministries of Tourism, Ministry of Agriculture, Food and Fisheries, Department of Gender Affairs, the National Emergency Management Organization (NEMO), the National Coordination Centre for Disaster Management; the Westmoreland Municipal Corporation, Disaster Preparedness Parish Coordinator, The Rural Agricultural Development Agency (RADA) in Jamaica and the Office of Disaster Preparedness and Emergency Management (ODPEM).



STAKEHOLDER RESPONSE TO TOURISM STRATEGY

General Comments:

“The entire structure and content of the strategy needs to be more comprehensive.”

Scope:

“Change “Hospitality” to “Accommodations”
Provide the source concerning the subsectors being the largest in terms of employment.”

Aim of Strategy:

“3rd Aim – include practitioners.”

Gender Indicators (page 3):

“Include CDM related indicators. These only reflect gender.”

*A full copy of the Validation workshop report is included as an attachment.

ENTRY POINTS TO INTEGRATE GENDER-SENSITIVITY IN THE PROGRAMME AND PROJECT MANAGEMENT CYCLES FOR COMPREHENSIVE DISASTER MANAGEMENT IN TWO TOURISM SUB SECTORS:

ACCOMMODATION AND TRANSPORTATION UNDERSTANDING THE MAIN PHASES⁴

PHASE 1. PRE-DISASTER: PLANNING, PREPARATION, MITIGATION

Gender sensitivity is integrated in the Table below, which was adapted from Delaney & Shrader (2000). It highlights gender considerations in different phases of a disaster and key activities required to build resilience.

TABLE 1: PHASES AND PRIORITY ACTIVITIES TO INTEGRATE GENDER SENSITIVITY IN CDM

PHASES	PRIORITY ACTIVITIES
1. Pre-Disaster	Conduct Gender-sensitive vulnerability assessment and Risk Perception.
2. Emergency	Identify psychological coping strategies for males & females during the hazard. Develop Gender-sensitive temporary shelters.
3. Transition (Rehabilitation and recovery)	Conduct Gender-sensitive Needs assessments (social, economic and other needs). Identify new vulnerabilities created for both sexes in this phase of the disaster.
4. Reconstruction	Consider opportunities for both sexes: <ul style="list-style-type: none"> • New Gender Roles (more flexibility) • New Gender Relationships (more equality and cooperation between sexes) • New livelihood/job opportunities

Source: Adapted from Delaney & Shrader (2000).

⁴ Content in this section is guided by several documents including UNDP (2012): Integrating gender in disaster management in Small Island Developing States: A Guide.

PHASE 1: PRE-DISASTER

During the **Pre-disaster Phase**, the aim is to identify, assess and reduce risks for tourism workers in accommodation and transportation sub-sectors.

1. Identify gender-related risks and vulnerabilities for each sex before the hazard event;
2. Organise, prepare and design programmes to support both male and female workers;
3. Mobilise technical and financial resources to address needs identified; and
4. Develop a Monitoring and Evaluation Framework with gender-sensitive indicators to assess progress.

VULNERABILITY ASSESSMENT - CHECKLIST OF ACTIVITIES:

1. Collect **gender-sensitive data** on the number of males and females employed in the accommodation and transportation sub-sectors to (sex, age, occupation, income, and other factors).
2. Conduct a gender analysis of the data collected to develop a **Vulnerability Profile** of workers in each subsector: Key questions: What is their social, economic and occupational and job status? What governance mechanisms exist for them to participate in decision-making in comprehensive disaster planning? How can they access additional financial and technical resources to prepare for a disaster?
3. Conduct a **Risk assessment** exercise with staff to determine their perception of risks related to a disaster (e.g., hurricane or flood) and how their main source of livelihood could be affected.
4. Organise training to help employees to understand men's and women's tasks in preparing for a disaster during an emergency and after a disaster.

EXAMPLES OF MITIGATION ACTIVITIES

These are structural and non-structural activities, and some examples are provided below:

1. Structural Activities

Physical infrastructure: Assess the capacity of the physical infrastructure of the work building (e.g., hotel) to withstand a Category 4 or Category 5 hurricane. Encourage accommodation and transportation workers to assess the capacity of their homes to withstand a hurricane (for example) and to take steps to hurricane-proof their houses.

Temporary shelter: Discuss alternative housing arrangements in case of a hazard (e.g., temporary accommodation or shelters).

2. Non-structural Activities

Policy Commitments: Assess and ensure that the necessary legal and institutional framework are in place to protect the rights and lives of male transportation staff and female accommodation staff. (e.g., Develop Gender Indicators, a Gender Policy, and Gender Action Plan).

Education and training: Organise programmes for all staff to enable them to understand the organization's disaster preparedness programme, their role in the mitigation process and the importance of their role in decision-making meetings.

PHASE 2: EMERGENCY

Accommodation and transportation workers and their families may need to have access to temporary shelter. The Checklist below includes some factors to consider:

EMERGENCY CHECKLIST

1. **Family Profile:** Profile of family members (numbers and sex; age - children, elderly, disability & sick.).
2. **Gender-related Disaster Risks:** Consider females' a higher risk of sexual violence - especially in shelters. Consider males' higher risk of injury from activities related to their role as protectors, e.g., moving persons at risk before or during the disaster and risks linked to them staying at home during the emergency to protect property and other assets.
3. **Food Needs:** Consider access to food during the emergency: consider equitable (fair) distribution methods to ensure priority access for the most vulnerable. Assess food needs of diverse population groups (differences linked to age, religion, health status, special dietary needs- diabetics).
4. **Personal Hygiene Needs:** Prepare Dignity Kits: these include sanitary pads for females in reproductive years; Consider adult diapers for elderly males & females; infant diapers. Plan access and sanitary disposal.
5. **Water:** Both sexes need water for personal hygiene. However adult females need more water than males to fulfill their family caregiving responsibilities (e.g., care of children's, adults, sick, also cooking washing, cleaning).
6. **Psychosocial Needs:** Assess and address differences in psychosocial needs of males vs. females of different ages, as there are likely to be differences in coping skills related to gender and age etc.
7. **Physical Needs:** Assess needs of older males and females who may need adult diapers, linked to incontinence. Older persons may be more at risk of depression due to unfamiliar surroundings. Older males may be forgotten in the distribution of food. Assess risks for adult males and boys: both may be at higher risks linked to their masculine roles as protectors, and their likely involvement in activities to save others. Men who have Sex with Men (MSM) may face discrimination in a shelter because of their sexual identity.
8. **Persons with Disabilities:** Males and females with disabilities of different ages may be vulnerable at several levels and all stages of a disaster. They may require special needs linked to their intersecting vulnerabilities (age, sex, disability, poverty, etc.). Their vulnerability may vary with the type of disability.

BUILD RESILIENCE:

1. Build the capacity of accommodation and transportation staff in risk assessment include personal and work risk perception; risk mapping; risk management and sustainable development.
2. Sensitise staff of both sexes to early warning systems using methods most appropriate and accessible for each group.
3. Collaborate with National Disaster Agency personnel including Disaster Needs Assessment technical teams to:
 - a. Train accommodation and transportation workers to support the data collection process of Disaster Needs Assessment teams that are organized to assess the differential impact of a disaster on males and females because of their roles, responsibilities, and backgrounds.
 - b. Facilitate employees' participation in the gender analysis process which will identify and assess the differential impacts of a disaster on males and females because of their respective gender roles, responsibilities, backgrounds, job skills and differences in access to financial resources and decision-making.
 - c. Support the development of a gender-sensitive Vulnerability Profile that will identify and help to prioritize responses to the disaster, first addressing the needs of the most vulnerable.

PHASE 3: **TRANSITION (REHABILITATION AND RECOVERY)**

Consider gender differences in access to financial and other resources: cash and kind, based on gender and class. Consider needs of male and female workers to restore their housing, living conditions, assets, and livelihoods.

ACTIVITIES

1. **Training:** provide training for all staff (management and employees) to mainstream gender sensitivity in disaster risk reduction in the recovery phase.
2. **Participation:** facilitate the participation of accommodation and transportation workers in planning programmes to support post-disaster needs assessment, and disaster recovery.
3. **Safety:** Involve staff in damage assessment, repair, and rehabilitation of damaged physical infrastructure.
4. **Infrastructure and Housing:** facilitate the participation of accommodation and transportation workers in planning committees linked to the rebuilding of the hotel and other buildings (if needed); roads, bridges, health facilities and restoring water and power supplies. Assess differences in tenure (e.g., who owns vs. who rents), type of residence, access to insurance.

PHASE 4:

RECONSTRUCTION

1. **Employment and job opportunities:** Discuss with accommodation and transportation workers, the implications of any changes in their job situation as some may face unemployment after a disaster. CDM planning should include, alternative income generating activities for each group of workers in the short and medium term. Example: training for female and male employees in non-traditional occupational skills (e.g., training women in construction, building repairs after a disaster).
 - Males: Alternative training for males in tourism transportation, to develop skills in cosmetology, barbering, other personal services or construction. Or they could provide transportation for school children or deliver goods if there is a downturn in tours to different tourist attractions.



PLAN OF ACTION

This section includes tools that Tourism policymakers and practitioners can use to develop and implement a Plan of Action and evaluate progress.

TOOL #1: **GENDER ACTION PLAN (GAP)**

The GAP supports the Implementation Plan. It specifies how an organization will promote gender sensitivity in its CDM policies, programmes and its operational strategy to gender equality and sustainable development. The GAP outlines general steps that policymakers can use to institutionalize and integrate gender-sensitivity in CDM. The Board and Gender Task Force agree on the content of the GAP, allocates financial and technical resources to support implementation. The GAP guides the work of the Gender Focal Point (GFP), which usually includes:

1. Gender sensitization to build knowledge capacity and skills of all staff;
2. Research to prepare a gender-sensitive needs assessment and to develop a vulnerability and capacity profile of staff and stakeholders;
3. Action programmes and strategies to address needs identified to reduce vulnerability and risk among internal and external stakeholders; and
4. Development of gender indicators to guide actions as part of a GAP. Other resource applied include a detailed Implementation Plan and a Gender Operational and Management Assessment Tool. The latter is designed to provide Policymakers with a planning tool and template that can be used to assess the level of gender sensitivity to CDM in their organization or sector. This strategy can guide the development of an Implementation Plan.

TOOL #1 GENDER ACTION PLAN (GAP) MATRIX

OBJECTIVES	PURPOSE	ACTIONS	TARGETS	RESPONSIBILITY	TIMELINE	
1	Institutional framework established to support the integration of gender sensitivity in CDM policies, programmes and strategies	<p>Build resilience of stakeholders in a sector to prepare for and recover from all natural hazards across all phases of a disaster event, for all hazards and all phases (pre-disaster, emergency, rehabilitation and recovery/post-disaster)</p> <p>Build awareness of gender as a tool of analysis to identify how gender differences contribute to inequalities that create vulnerabilities for males and females of different ages, education and socio economic backgrounds.</p> <p>Integrate gender sensitivity in CDM policies programmes and strategies</p>	<p>Establish Gender Management System by:</p> <ol style="list-style-type: none"> 1. Appointing a Gender Task Force 2. Recruiting a Gender Focal Point 3. Developing a Gender Action 4. Organizing awareness building training sessions for lead & staff to build institutional capacity to mainstream gender in CDM. <p>Provide training on gender and CDM</p> <p>Conduct gender-sensitive research to identify roles, gender gaps and needs</p> <p>Use research data to guide actions to integrate gender sensitivity in CDM policies, programmes, and strategies.</p>	<p>Gender Management System established</p> <p>Gender Task Force appointed</p> <p>Gender Focal Point recruited</p> <p>Gender Action Plan and Implementation Plan developed.</p> <p>Financial resources allocated for GAP</p> <p>Research budget</p> <p>Planning budget</p>	CEO and Board	Y1
2	Institutional framework strengthened to integrate gender sensitivity in CDM.	Create enabling environment to integrate gender sensitivity in CDM process.	Three or four (4) gender sensitization sessions held to build knowledge and skills in gender mainstreaming in CDM E.g. 2 for management and 2 for staff	Increased gender equality in the appointment of Management Employees	GFP	
3	Increased staff awareness of gender equality, audit, findings, gaps, plans.	Check for evidence of CGM in CC and CRM.	Make presentations to Board, CEO, staff, internal and external stakeholders.	Board and Staff	GFP	
4	Support gender review of Vision Mission & programmes.	Conduct gender review Mission and Vision Statement, Policies and programmes of organizations working on CDM Plan.	Develop framework to produce gender inclusive framework.	Implement the proposed GEPOS to mainstream gender.	GFP	
5	Establish monitoring and reporting mechanism for GAP with gender indicators to assess progress re CDM.	Establish monitoring and reporting mechanism for GAP.	GM reports included in Annual reports on integrating gender sensitivity in CDM submitted to the Board.		GFP/CEO/Gender assessment	

TOOL #2:

IMPLEMENTATION PLAN: TIPS ON HOW TO DEVELOP AN IMPLEMENTATION PLAN

There are five (5) steps to develop a gender-responsive Implementation Plan to integrate gender-sensitivity in CDM.⁵



LEADERSHIP:

Define who will be responsible for ensuring that gender issues are integrated into CDM activities.

INDICATORS:

Develop and use gender-sensitive indicators to monitor the impact of programme interventions on stakeholders, promote gender equality and guide alternative measures if needed. Indicators can include the number of men and women, their forms of participation, and their numbers in decision-making positions.

RESOURCES:

Develop a budget line for gender-related actions (e.g. budget for awareness-raising workshops).

COMMUNICATION:

Develop gender-responsive communication methods to reach both men and women. Develop a partnership with the target groups to create relevant messages on gender equality in DRM and CDM.

CASE STUDIES:

Document who benefits from the proposed activities and identify good practices for future use.

⁵ (Adapted from FAO's Training Manual for gender sensitivity in DRM. Available at: <http://www.fao.org/3/a-i6531e.pdf>)

TOOL #2 GENERIC IMPLEMENTATION PLAN FOR TOURISM POLICY-MAKERS TO PROMOTE GENDER-SENSITIVITY IN COMPREHENSIVE DISASTER MANAGEMENT

STRATEGIC GOALS	OBJECTIVES	STRATEGY/ACTION	PERFORMANCE INDICATORS	BUDGET	TIMELINE	RESPONSIBILITY	PROGRESS
YEAR 1							
Leadership Commitment to Gender Mainstreaming and integration of gender-sensitivity in CDM policies programmes & strategies.	Establish organizational structure, programme & three-year strategic plan to support gender mainstreaming.	Develop Concept paper to propose gender mainstreaming policy and Plan.	Gender Task Force established Three-year Gender Action Plan approved Technical and financial resources allocated to support GM	Budget for GM	Q1	Board & CEO	
Gender Management System institutionalised.	The framework established to mainstream gender sensitivity in CDM in all phases of disasters.	GMS established in sector or organization	GMS established in Y1				
Staffing Appoint a Gender Focal Point (GFP) to support the integration of gender sensitivity in CDM.	Recruit internal GFP, assign duties, & provide training as needed. OR Recruit qualified external consultant as GFP.	-Appoint GFP; - Clarify GFP's JD, roles & responsibilities; Prepare GFP's work plan & deliverables Provide training for GFP if needed	GFP appointed in the first quarter GFP-JD & work plan prepared Q1 GFP Trained by the end of Q1	Company	Q1	Board, CEO, HRD	
	Allocate financial resources for GM/GAP	Identify company finances to support GM/GAP project budget for Y1 with projections of Y2 and Y3.	Budget developed Financial resources allocated to support GAP.	Budget items: -Personnel -Training - Research -Communication	Q1	Board, CEO & Financial Manager	
Gender Task Force (GTF)	Establish GTF to govern the process to develop and implement GAP/IP	GTF members recruited - roles, tasks, responsibilities clarified, - support development of a work plan, budget activities & timetable for Y1 Planning meetings with GTF & GFP.	GTF members recruited, briefed Work plan, budget & timetable developed.	Allocation of Meetings Preparation of Work plan & budget	Q1	CEO & GTF	
Gender Action plan	Develop a GAP for Y1	GAP developed to address needs identified	GAP developed in Q1 Y2	Allocation for GFP (staff) & programme activities - Training workshops - Misc.	Q1	GFP & GTF	

Participation Mobilise internal staff & stakeholders	Leaders, staff & other stakeholders mobilized & sensitized on gender, and gender mainstreaming in CDM	Three (3) workshops organized to develop Gender Action Plan to integrate gender in CDM 1/ leadership & 2 staff.	- 3 workshops held in Q2-Q4 of Y1		1 Q2 & 2 in Q3 & Q4	CEO & GFP	
Conduct Risk & Needs Assessment Study	Risk & Needs Assessment Profile of Staff developed System agreed for data collection and analysis	Gender-sensitive research conducted to include collection & analysis of data disaggregated by sex, age, and other factors.	Report on gendered /Vulnerability Profile developed	Funds allocated for research,	Y1 Q3 - Q4	Board, GTF, GFP	
		Data analyzed to develop Gendered Vulnerability profile & needs of staff		Funds for data analysis, report writing & dissemination	Y 1Q4	Board, GTF, GFP	

YEAR 2

STRATEGIC GOALS	OBJECTIVES	STRATEGY/ACTION	PERFORMANCE INDICATORS	BUDGET	TIMELINE	RESPONSIBILITY	PROGRESS
Revise Gender Action Plan for Y2 based on Vulnerability Profile research	GAP revised for Y2 to address priority needs identified for each sex	Staff consultations; & Planning meetings with GTF & GFP	GAP developed in Q1 Y2	-staff Personnel -Training -Misc.	Q1	GFP & GTF	
Staff aware of gender & links with CDM	Increased awareness of gender, and gender mainstreaming in CDM Staff able to assess family & livelihood risks if there is a natural hazard	Three (3) workshops organized to sensitize leaders (1) & staff (2) to understand links between gender & CDM	-75% of leaders & staff participate in 3 workshops	-staff Personnel -Training -Misc.	1 Q3 & 2 Q4	CEO & GFP	
Gender Action Plan activities implemented	At least 50% of staff participate in the development of GAP.	Work teams and departments meet and agree on specific interventions needed to address issues of gender, vulnerability & CDM identified for males and females	One activity implemented per department /team	Staff Personnel Planning meeting dates and times	Q4	GFP+ HODs	
Evaluation of achievements vs. GAP targets for Y1	Identify lessons learnt from the evaluation of assessment of achievements vs. plans; challenges & opportunities.	Prepare Annual Report with input from stakeholders	Annual evaluative report on GAP developed and disseminated	- staff time to reflect on GAP and prepare report	Q4	GFP and HODs report to GTF	

YEAR 3

STRATEGIC GOALS	OBJECTIVES	STRATEGY/ACTION	PERFORMANCE INDICATORS	BUDGET	TIMELINE	RESPONSIBILITY	PROGRESS
Assess coherence/gap between commitments to gender equality in CDM and company policy & practice / programme	Conduct Gender Review /audit of company policy, Mission, and Vision statement to identify any gaps/needs	Develop TORs, budget and organize a team to conduct Gender Review of organization's policy vision and mission statements.	Report on review of company policy vision and mission conducted and submitted to Gender task force, Board & staff.	Consultants GFP time Funding to hire consultant - prepare report; - report dissemination	Q1-	CEO & GGTF with support from GFP,	
Company policy, Vision, Mission revised to reflect gender sensitivity in CDM as needed	Company V & M reflects gender sensitivity to CDM	Consultant recruited to revise policy vision and mission documents for review and approval by Board	Policy documents revised and approved by Board	Consultant Printing & dissemination	Q2 and Q3	CEO, GTF, GFP, and Consultant	
Staff re-sensitised to integrate gender sensitivity in CDM.	Sensitisation sessions organized for leaders and staff to build capacity to integrate gender- sensitivity in CDM	Sensitisation Workshops held	Two workshops held : -one for policymakers -one for staff	Consultant Workshop costs report	Q3 (1) & Q4 (1)	CEO, GTF, GFP, and Consultant	
M & E Framework established with Gender Indicators	M & E Framework includes gender indicators	M & E framework developed with data sources and gender indicators		Consultant to support the development of M&E Framework.	Q1-	CEO, GTF, GFP, and Consultant	
Evaluation Report with data on progress challenges on integrating gender sensitivity in CDM.	Report on progress, challenges and continue the cycle of change	Evaluation conducted	Evaluation report completed	Evaluation costs	Q4		

TOOL #3: GENDER OPERATIONAL AND MANAGEMENT ASSESSMENT TOOL⁶

A Gender Operational and Management Assessment Tool can be used to assess the level of gender sensitivity in their organization related to CDM.⁵

OPERATIONAL MANAGEMENT				
<p>Consider how and to what extent your organization demonstrates each of the good practice elements related to operational management in promoting gender-sensitivity in CDM Select the rating that best describes your organization's current capability level (1 to 4). In the space below the rating make brief notes about areas of strength and areas of improvement related to the specific good practice element. Note examples of tangible evidence where possible.</p>				
Good practice element	1. Aspirational We want to be able to do this well.	2. Emerging We are developing, however, we need more capability	3. Consolidating We do this well, but we are looking to improve.	4. Transformative We do this really well and are open to sharing with others.
1) Management responsibilities, accountabilities and delegations to integrate gender- sensitivity in CDM are well understood throughout the organization.	1	2	3	4
2) Staff members are supported by skilled management staff to integrate gender- sensitivity in CDM in all phases of a disaster (pre and post)	1	2	3	4
3) The Organization's plans reflect policy commitment to gender equality SMART Gender Indicators developed. These are: Specific, Measurable, Achievable, Realistic and includes a timeframe to integrate gender -sensitivity in the CDM in all phases of a disaster (pre and post)	1	2	3	4

⁶ Adapted from MSD Organisational Capability Self-Assessment Tool - Version 1: January 2013

Good practice element	1. Aspirational We want to be able to do this well.	2. Emerging We are developing, however, we need more capability	3. Consolidating We do this well, but we are looking to improve.	4. Transformative We do this really well and are open to sharing with others.
4) All the organization's systems, policies, and practices are monitored, regularly reviewed and improved to gender - sensitivity in the CDM in all phases of a disaster (pre and post).	1	2	3	4
5) The organization's programmes are delivered in a manner that ensures the best use of all male and female staff.	1	2	3	4
6) Demonstrated effectiveness in integrating gender -sensitivity in CDM monitoring & evaluating pre and post-disaster activities	1	2	3	4

OPERATIONAL MANAGEMENT SUMMARY RATING

Add ratings for the six (6) good practice elements related to the organization's operational management to mainstreaming gender in CDM Divide the total by six to get the organization's summary rating for operational management. Check whether this feels right regarding your evidence and adjust if necessary. Include a brief commentary and evidence for your adjusted rating.

Rating:	Adjusted rating:
Commentary and evidence:	

TOOL #4:

CHECKLIST TO INTEGRATE GENDER-SENSITIVITY IN COMPREHENSIVE DISASTER MANAGEMENT

VISION AND MISSION STATEMENT & STRATEGY:

Do the vision and mission statement & strategy reflect:

- Commitments to gender-sensitivity in CDM policies and programmes?
- Diversity and gender differences among the target population groups.

PARTICIPATION:

- Do decision-making bodies for CDM reflect gender equity or gender balance?
- Are representatives of vulnerable groups included?

PROGRAMMES

- Does the Implementation Plan include action to identify and reduce gender discrimination or gender gaps between women and men?
- Are actions planned to empower women and vulnerable groups, to adequately prepare for and recover from natural hazards?
- Are mechanisms in place to collect and use knowledge of women and other vulnerable groups to address both practical and strategic needs as part of disaster planning and management?
- Is there equitable access to resources, assets, and knowledge to guide the adoption of gender-sensitive approaches to CDM?
- Is there consideration of differences in women's and men's roles, time use and workloads and the challenges they face in striving to balance work and family responsibilities?

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APPENDIX 1

DATA COLLECTION MATRIX (SAMPLE)

BASIC DATA & DEMOGRAPHICS			
	Male	Female	Total
Occupational groups:			
1. Accommodation workers			
➤ Management			
➤ Non-Management			
2. Transport workers			
➤ Management			
➤ Non-management			

Other issues for attention to integrate gender- sensitivity in CDM

- Legislative and Institutional Framework
- Tourism Emergency Management Committees
- Tourism Emergency Operations Management
- Crisis Communication – Messaging, target audience, reach (land based and offshore),
- Shelter Management - handling foreign national, diplomats etc, emergency staff, MOUs for accommodations
- Transportation – management of non-conventional modes of transporting tourists

Learners are encouraged to view these issues on the Caribbean Tourism Organisation’s website

THE EKACDM INITIATIVE

The Enhancing Knowledge and Application of Comprehensive Disaster Management, EKACDM) Initiative is a five year project which was implemented in the Caribbean region from September 2013 to December 2018 by the Disaster Risk Reduction Centre, the Institute for Sustainable Development, the University of the West Indies. This Initiative seeks to establish an effective mechanism and programme to promote an integrated approach to Comprehensive Disaster Management knowledge in the Caribbean region, to fast track the implementation of the CARICOM Enhanced Comprehensive Disaster Management (CDM) Strategy and Frameworks (2007 - 2012 and 2014 - 2024).

The ultimate outcome of the EKACDM Initiative is to reduce the impact of natural and technological hazards and the effects of climate change on men, women and children in the Caribbean region. It seeks to position the region with greater knowledge and practical solutions to strengthen climate adaptation, and other sustainable practices that will make the region more resilient and sustainable.

For further information:

<http://www.uwi.edu/EKACDM/index.aspx>

<http://uwi.edu/drrc/>

<http://www.uwi.edu/isd/>