

Enhancing Resilience through Gender Equality



Gender Equality and Women's Voice in Asia-Pacific Resilience Programming

Research Report





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Much learning has taken place throughout the process of developing and conducting the research. It is this process that should be valued equally to the report itself.

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ACRONYMS

CBA	Community based adaptation
CVCA	Climate Vulnerability and Capacity Analysis
DFAT	Department of Foreign Affairs and Trade
DRR	Disaster risk reduction
GBV	Gender based violence
GED	Gender, equity and diversity
GEF	Gender Equity Framework
HPA	Humanitarian Partnership Agreement
ICAM	Integrated Community-based Adaptation in the Mekong project
NGO	Non-government organisation
ToC	Theory of Change
UNFCCC	United Nations Framework Convention on Climate Change

Disclaimer: The views in this report are those of the author alone and do not necessarily represent those of CARE Australia or the Australian government.

Cover page photo: Members of a women-centred farmer-to-farmer groups proudly show off their agricultural produce at a World Food Day Exposition held at Nissan District High School in 2014. Photo: CARE.

SUMMARY

CARE Australia has been working with communities in the Asia-Pacific region for over three decades, supporting women, their families, and local communities to build their capacities to prepare, adapt and respond to disasters and climate change. Using participatory, rights-based approaches, with a specific focus on women, CARE has made good progress in assessing and responding to the vulnerability and capacity of women, and in promoting and enhancing more gender equitable social relations in its programming.

This report is the culmination of desk- and field-based research across six of CARE Australia's country programs – Cambodia, Laos, Papua New Guinea, Timor Leste Vanuatu, and Vietnam. The author consulted over 600 documents, and the research team engaged directly with 89 people (50 female, 39 male) using participatory approaches to gather the relevant information from key informants in Papua New Guinea.

This report finds that highly gendered roles and responsibilities mean higher workloads and lower recognition of women for their work. Men and women have distinct gendered roles in agricultural production, income generation, management of natural resources and household activities, and men tend to have more authority and control of power and resources within the household and community. This leads to inequality for women in terms of division of labour, decision-making power, and access to resources.

CARE recognises that promoting women's leadership and equal decision-making requires changes in multiple areas: women's own sense of entitlement and confidence; expectations about women's and men's roles and relationships; and the social and political structures that surround her.¹ Enabling women to become leading figures within resilience-related work increases resilience for the whole community.²

With this in mind, CARE has sought to better understand how gender and other factors intersect to influence people's vulnerability and capacity, through a range of approaches and tools, including: the Gender Equality Framework (GEF); the Community Based Adaptation (CBA) Framework; gender and power analyses; climate risk, vulnerability and capacity analyses (CVCA); inclusive planning; and monitoring change from a gender perspective.³ In using these tools and approaches, CARE has been better able to recognise the different ways in which women, women, girls and boys are exposed to, and sensitive to different risks, shocks and stresses; and to design and implement projects that are closer to the gender-responsive and gender-transformative end of the Gender Program Continuum.⁴

CARE has helped **build the agency** of women and girls through building awareness and skills and creating structured space for critical self-reflection with key actors. For example:

- In Timor Leste, CARE designed and implemented dedicated training (sustainable agricultural techniques, home gardening), and supported the application of climate-resilient crops, sustainable water and land management practices, as well as risk mitigation, specifically for women. As a result, female members of farmer groups have increased knowledge, skills and confidence to apply sustainable techniques learned, and to apply knowledge and skills to mitigate risk.
- In Vietnam, time and effort devoted to capacity-building on gender equality, and inclusive planning with project beneficiaries and partners, facilitated a change of mindset towards more collaborative and bottom-up planning that was more inclusive of women and other vulnerable groups.

CARE has **changed the power relations** through which people live their lives, building solidarity and leadership amongst women and girls, and by synchronising approaches to engage men and boys. For example:

- In Papua New Guinea, core group members of the community-based adaptation project were configured to ensure equal representation from women, with members receiving training not only on technical aspects of the project, but also in leadership and gender equality. This helped members (in particular, women) to gain influence at the household and community level.
- Again in Papua New Guinea, CARE's work with traditional male leaders (to better structure village assemblies and decision making processes to increase women's participation and decision-making power) has resulted in changing attitudes of not only leaders, but men more generally, with wider acceptance of women as actors and decision-makers within communities.

CARE has **transformed structures** such as social norms and policies by working on service delivery with government and other actors; supporting alliances and movements for social change; and advocating for policy change. For example:

- In Vietnam, the community-based adaptation project worked closely with the Women's Union to strengthen women's role in local governance structures and broaden their skills and expertise climate change adaptation and disaster risk reduction. As a result, the Women's Union gained capacity and grew with the challenge.
- In Vanuatu, the program was able to influence government policy, through contribution to key policies, mobilising civil society involvement in the consultation process, participation of women on policy steering committees, and even by being charged with drafting specific sections of policies.

Key recommendations

For CARE and other organisations who value the importance of targeting future resilience-related programs to maximise gender equality and women's voice, the following strategies and actions are recommended:

Recommendations for programs

1. Invest in context-specific analysis to understand the interconnected factors shaping the aspirations of men and women, in order to design effective and appropriate action.
2. Ensure that the program has a gendered Theory of Change (ToC), with specific gender goals and objectives, informed by a gender analysis.
3. Integrate gender-responsive and gender-transformative interventions to support progress on the program Theory of Change and gender goals/ objectives.⁵

Recommendations for multiplying impact over time

4. Promote gender equality and women's voice as a core approach in all programs.
5. Engage men in order for traditional structures to change.
6. Address power and resources imbalances in the household and community, and transform gendered roles and responsibilities.
7. Plan for long term development.

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1. INTRODUCTION

This section provides an overview of the gender and resilience research including its overall aim, key questions, and outputs.

1.1 Rationale

The promotion of gender equality and women's voice is a core part of how CARE works because, at its root, poverty cannot be overcome without addressing the underlying power imbalances that exist in the world, in particular gender inequality.⁶ Gender inequality not only causes poverty; it keeps women and their families trapped in poverty. This means that CARE's development and humanitarian work needs to place a special focus on empowering women and girls to address the social inequality that underlies poverty.⁷ This focus not only helps women but their families and communities, and society as a whole.

In the context of increasing risk, change and uncertainty from climate change, disaster and conflict; strengthening people's capacity to absorb and adapt to shocks, manage growing risks, and addressing the underlying cause of vulnerability makes them more resilient.⁸ And by strengthening resilience and reducing gender inequality a better future for all can be not only imagined but achieved.

With this in mind, CARE Australia and CARE Australia Country Offices have identified the value of research on the impact of its disaster risk reduction (DRR) and community-based adaptation (CBA) programming to contribute to learning on gender equality, women's voice and resilience. Communication of the research outcomes to peer agencies in Australia and the Australian Government's Department of Foreign Affairs and Trade (DFAT) technical staff will allow CARE Australia to contribute to debate on these issues and position CARE as a leading agency on the integration of gender in resilience programming.

The research focuses on CARE's Humanitarian Partnership Agreement (HPA) Disaster Risk Reduction (DRR) Programming Grants implemented in Timor Leste, Vietnam, Cambodia, and Laos from 2011-2014 and the Australian government-funded Community Based Adaptation (CBA) projects in Vanuatu, Papua New Guinea, Vietnam and Timor Leste from 2012-2015.

1.2 Research aim

The overall aim of the research is to assess how gender equality and women's voice relate to vulnerability to climatic and non-climatic hazards, and how CARE's development programming contributes to men and women's ability to mitigate disaster risk and respond to hazards and the negative impacts of climate change.

1.3 Research key questions

The research is designed to answer three key questions:

1. What have we learnt about the process of assessing and responding to the vulnerability and capacity of women in the communities where we work?
2. To what extent has DRR and CBA programming promoted and enhanced more gender-equitable social relations (considering the multiple social dimensions at play), or become more gender transformative?
3. How can we support CARE's development programming to include a reduction in women's and girl's hazard/climate vulnerability and increased resilience to shocks, hazards and stresses, particularly within CARE's commitment to a long-term Program Approach?

1.4 Research outputs

Along with the research report, the following outputs are also being produced as a result of the research:

1. **Research plan** including methodology, gaps in available monitoring and evaluation, key research questions, in-country research plans, and proposed timeframe.
2. **Gender and resilience learning paper** on gender, DRR and CBA in practice.

3. **Case studies** and **human impact stories** reflecting good practice.
4. **Resources and tools** produced to support Country Offices and partners implement gender responsive DRR and CBA programming.
5. **Advocacy messages** to support CARE's value-add on gender in learning and advocacy platforms with International Non-Government Organisation (NGO) peers.

2. METHODOLOGY

This section provides an overview of the research framework and methodology used to conduct the research.

2.1 Research framework

The overarching framework used to assess gender equity, voice and transformation in CARE's DRR and CBA programs is CARE's Gender Equality Framework (GEF). It was developed to provide a framework to assist CARE staff in conceptualising and planning gender equality work. The GEF builds on existing CARE frameworks and tools, in particular the Women's Empowerment Framework, recognising that CARE's women and girls' empowerment approaches must be synchronised with, and complementary to, how programs engage men and boys⁹ and people of all/diverse genders for gender equality.¹⁰ The theory of change is based on CARE's experience that achieving gender equality and women's voice requires transformative change across the three domains of agency, relations and structure in both public and private spaces.¹¹



Figure 1: Theory of Change¹²

The research was conducted using a mixed methods approach. This included: primarily desk-based research and document review of CARE and non-CARE materials; along with field-based research in Papua New Guinea,¹³ and key informant interviews with key staff in the head office and field offices. The research was conducted ethically according to CARE principles.¹⁴

2.2 Research methodology

Each of the six countries that received HPA DRR grants and/or CBA grants were included in the research and formed the basis of evidence for the study by providing information related to gender and resilience programming. One country – Papua New Guinea – was also visited as part of the research to collect primary data from program staff, partners, government staff and beneficiaries. In addition, Head Office staff from Canberra and Melbourne provided input into the research at different points.

Table 1: Country Sample

Country	HPA DRR grant recipient	CBA grant recipient
Vietnam	Yes	Yes
Timor Leste	Yes	Yes
Cambodia	Yes	No
Laos	Yes	No
Papua New Guinea	No	Yes
Vanuatu	No	Yes

2.2.1 Research participants

Research participants were chosen from each of the countries listed in table 1, as well as CARE staff based in Australia. They included individuals responsible for, and involved in the HPA DRR programs and CBA programs, as well as those with specific responsibilities for gender, DRR and/or CBA, and managerial staff. In addition, CARE staff, partners, government and program beneficiaries from Papua New Guinea took part in

the research, as part of field visit. Overall, 89 people (56% female, 44% male) took part. Of these, 15 (73% female, 27% male) were from CARE country offices and CARE's head office; and 74 (53% female, 47% male) were from CARE's CBA and DRR programs in Papua New Guinea.

Table 2: Research Participants

Key informant group	Male	Female	Total
CARE staff	4	11	15
Papua New Guinea: program beneficiaries	17	33	50
Papua New Guinea: school students	4	4	8
Papua New Guinea: local leaders and local government	12	2	14
Papua New Guinea: other stakeholders	2	0	2
Total	39	50	89

For a full list of participants, see annex 1.

2.2.2 Data collection tools

In order to collect relevant information, a number of different data collection methods were used including: desk-based research and document review of 626 documents (600 country-related, 204 other); a survey to gather information on a range of CARE tools; in-depth interviews with different key informants (in-person or via Skype); and focus group discussions, community workshops and site visits in Papua New Guinea. Each method was complementary and information gathered was triangulated with other methods to ensure accuracy and consistency of information gathered.

2.2.3 Research team

The research was led by Charlotte Sterrett (external consultant from Climate Concern), and managed by Adam Poulter and Jacqui Symonds (from CARE's Humanitarian and Emergency Response Unit). Country focal points for the study were responsible for providing relevant documents for review and access to other staff and partners (where relevant). Sarah Letts and Chris Binabat were the focal points for the Papua New Guinea field visit.

Table 3: Research Team

Name	Role
Charlotte Sterrett	Research lead
Adam Poulter	Research manager
Sarah Letts and Chris Binabat	PNG focal persons
Inga Mephram	Vanuatu focal person
Samantha Fox	Timor Leste focal person
Alison Rusinow	Laos focal person
Jan Noorlander	Cambodia focal person
Nguyen Thi Yen	Vietnam focal person

2.2.4 Research timetable

The overall research took place from 19 October 2015 to 19 May 2016.

- Desk-based research: October 2015 to February 2016
- Field-based research: March 2016

- Communication and learning outputs: January to May 2016.

2.2.5 Research process constraints

The research was constrained by several factors which need to be considered alongside the findings and analysis presented in this report. These include:

- The majority of information used in the research was collected from secondary sources (i.e. documents provided by CARE in Australia and country offices). Only one country took part in primary research – Papua New Guinea.
- Some countries and programs provided more documented information than others. This means that some countries and programs are better represented in the report than others.
- The depth of information provided on gender in resilience-related programming was, in some cases, limited. This has made it difficult to provide findings across all country programs, in particular HPA funded projects.
- A gap in head office advisory staff responsible for DRR and climate change adaptation in 2014-6 has meant that it has been difficult to access some documents and to gain an overall perspective of CARE's work.

3. FINDINGS

This section provides the overall findings of the research, in view of the key questions and the three domains of CARE's Gender Equality Framework.

3.1 Learning about the process of assessing and responding to women's vulnerability and capacity

CARE's approach to long-term program strategy development is grounded in the understanding that investments in poverty and social justice will not be successful and enduring unless the underlying causes of poverty and vulnerability are systematically addressed.¹⁵ Persistent inequalities in the relations between women and men, girls and boys, are a fundamental underlying cause of poverty and vulnerability.¹⁶

3.1.1 How women and men are viewed within programs

With this in mind, CARE has sought to better understand how gender and other factors intersect to influence people's vulnerability and capacity, through a range of approaches and tools, including: gender and power analyses; climate vulnerability and capacity analysis (CVCA); inclusive planning; and monitoring change from a gender perspective.¹⁷ In using these tools and approaches, CARE has been better able to identify differences, and design projects that are gender sensitive, responsive, and in some cases transformative.

'We work with women and men to better understand their unique vulnerabilities and capacities. We do this because we recognise that for change to occur, everyone has a role to play.' Laos Country Office

Meaningful participation

CARE takes the issues of equal participation seriously, and each country program has steps in place to ensure equity in participation between women and men, as well as the inclusion of marginalised groups. In terms of beneficiary selection, while not all country programs have documented procedures, all have used criteria to select beneficiaries. Criteria generally include: at least 50% representation of women in project activities, and within this, prioritisation of marginalised or particularly vulnerable women (for example, people with disability, poor and very poor, female-headed households, ethnic minorities, elderly, land poor, households that have lost assets, pregnant and lactating mothers). For committee/group selection, there is generally equality between women and men (for example, in Papua New Guinea, core group members are made up of 50% female and 50% male members). Working with women's groups is also a central feature of many programs (for example, in Vietnam, the program partnered with the Women's Union to implement many aspects of the program).

In terms of risk assessment and planning, CARE has also ensured equity by holding separate sex focus group discussions, so that women, girls, men and boys are able to voice their concerns and issues, and for these to be included in project plans and activities. Meetings are also held at times when women can attend, and in places that they feel comfortable meeting. In terms of activities, while many are implemented to benefit women, men also take part and are also recipients of benefits (directly or indirectly). By facilitating both sexes to work together and to achieve improvements, for example, in agriculture, women and men learn that women have the knowledge and skills, and that by men supporting them, together they can achieve change. Using such approaches, CARE sees women and men as both stakeholders, partners and agents of change.

3.1.2 Contextual constraints and opportunities for women

In many countries, highly gendered roles and responsibilities mean higher workloads and lower recognition of women for their work.¹⁸ Men and women have distinct gendered roles in agricultural production, income generation, management of natural resources and household activities. Men tend to have more authority and control of power and resources within the household and community.¹⁹ Constraints to women's participation includes:

- *Division of labour:* Commonly, women's workloads are greater than men's – women have primary responsibility for unpaid domestic and care work, and are also expected to contribute to the household income.²⁰ In Cambodia, there is gender division of labour at the household level, with women strongly

attached to the main responsibilities of housework, while men are regarded as the main income earners.²¹ As a consequence, women mainly engage in subsidiary income generating activities to contribute to the household economy, restricting their ability to move beyond the home environment.²²

- *Decision-making power:* An unequal balance of power in the home, community and within authorities limits women's ability to make decisions to increase resilience.²³ Women generally have less decision-making power within the home and the community compared to men, whilst government departments that make key decisions over resilience are generally also male dominated.²⁴ This can prevent women from adopting new resilient actions.²⁵ Gender norms also constrain women's ability to travel and access information. As a result, many women are less likely to have access to knowledge about climate change impacts and resilient livelihood options. In Laos, ethnic women living in remote rural highland areas are particularly disadvantaged, as they are the least able to participate in community decision-making due in part to illiteracy and cultural traditions.²⁶
- *Access to resources:* Traditional gender norms in many countries give women and men different access to, and control over, resources and assets.²⁷ In households that depend on agricultural-based livelihoods, men typically have responsibility for 'big' household assets such as buffalos, boats and land, and women have responsibility for 'small' assets like chickens or kitchen gardens.²⁸ As a result of women's lack of control over capital and 'big' household assets, it is often challenging for women to access resources such as credit and other inputs that could increase their incomes, resilience capacity, and ability to make longer-term investments (e.g. paying school fees, improving housing).²⁹ In Vanuatu, in many parts of the country, land is patrilineal, passed from generation to generation through males. While the majority of women are able to access and use land, men still have a larger say in what land is used for, reducing women's options.³⁰

By understanding different constraints listed above, CARE is able to design its programs to minimise constraints and develop strategies to maximise opportunities across key areas of the GEF to increase

'We strive to get women in solidarity, to get them structured and strengthened in such a way that they can get strong. (...) Knowledge is not enough, they must have confidence and capacity, to stand up, to stand out and to receive confidence.' Interview Lao Women Union, 2015

women's participation in its programs and community life. In Laos and Timor Leste, for example, CARE conducted gender and power analyses to inform its programs. In Laos, by using the analyses alongside the GEF, it was able to use a lens to reflect on where most of the efforts to provide development benefits should be focused to inform its long term programming with remote ethnic groups.³¹ In Timor Leste, the gender analysis was used to develop a mainstreaming strategy for its CBA project.

CARE recognises that promoting women's leadership and equal decision-making requires changes in multiple areas: women's own sense of entitlement and confidence; expectations about women's and men's roles and relationships; and the social and political structures that surround her.³² Enabling women to become leading figures within climate change adaptation and disaster risk reduction increases resilience for the whole community; more women have both the confidence and skills to contribute to disaster preparedness and response, and reducing the risk for men, women and children from the impacts of extreme weather.³³

3.1.3 Differential vulnerability

While both women and men are vulnerable to different shocks and stresses, including a range of weather-related hazards and the effects of climate change (for example, cyclical drought, sea level rise, etc.,) women in the countries studied tend to be more vulnerable than men. During risk assessment processes, it was found that, in general, women's workload, their limited decision-making power, and unequal access to and control over resources, reduced their ability to adopt effective strategies to prepare, adapt and respond to disasters and climate change.

In Cambodia, Laos and Vietnam, for example, cultural norms continue to place women in a subordinate position where their access to assets, services, knowledge, and decision-making varies from men. Ethnic minority women and girls remain among the most poor, vulnerable and food insecure people. Poverty affects all family members, firstly women, since traditionally, when disasters occur, women are expected to make concessions, sacrifice their food portion or other expenditure to the elderly, their husbands and children. Similarly, while abnormal changes in weather/climate affect people's health in general, women endure double impacts because of their role of caring for the whole family.

'During the dry season, women work very hard to get water, cook food, wash children, as well as carry on with normal duties.' Program beneficiary, Papua New Guinea

In all countries, women and girls are primarily responsible for the collection of water for household use, and in times of drought, the time spent doing this activity increases, adding to their workload. Women are also very dependent on men to make decisions, which limits their ability to plan ahead and make decisions that are of benefit to them (particularly livelihood decisions). For girls, disaster events make them more likely to be taken out of school to save money.

3.1.4 Analysis tools and their usefulness

CARE has used a range of participatory, learning and action techniques to support a rights-based approach to implementing its projects. In particular, it has used participatory risk assessment tools (the Climate Vulnerability and Capacity Analysis), gender analysis and gender action plans to better understand the vulnerabilities and capacities of target communities.

Climate Vulnerability and Capacity Analysis (CVCA)

Not all programs have conducted CVCA as a foundational element of program analysis and design. Where it has been used, the CVCA has helped project teams work with communities to analyse vulnerability and capacity at the local level, and to combine local knowledge and scientific data to yield greater understanding about the local impacts of climate change.

In terms of usefulness, the current CVCA, while widely praised, is seen to lack guidance on gender, is limited to climate change, and requires further information to move from assessment to planning. While Mozambique has developed a gendered CVCA, none of the countries involved in this study were aware of it. It is clear that the CVCA would benefit from an update given the first edition was written in 2009, not only to include gender (and to link with the GEF), but to broaden its scope to include other risks (such as disasters), and to support the planning process. This will help provide a more comprehensive tool that CARE staff can use across different projects.

'The CVCA is a useful tool but it needs to include steps to move beyond assessment to include planning.' Laos Country Office

Gender analysis and action planning

Gender analysis is the systematic attempt to identify key issues contributing to gender inequalities, which in turn also contribute to poor development outcomes. This process explores how gendered power relations, together with class, ethnicity, caste, age, disability status, sexuality, etc., give rise to discrimination, subordination and exclusion of people in society.³⁴ Gender action plans take the information gathered in the analyses and turn them into actions for implementation and monitoring throughout the project cycle.

In CARE's programs, gender analysis and action planning has taken three different forms:

- *Standalone exercises:* In Papua New Guinea and other countries, standalone gender analyses were conducted and used to help inform program development in the design and planning stages.
- *Integration into participatory analysis of vulnerability:* Almost all countries have used the CVCA to develop a picture of differentiated vulnerability and capacity. [See above heading for further information.]

- *Integration into management of program activities, ensuring it informs the project cycle:* In Vietnam, gender-sensitive analysis and planning for CBA was included in two of the three outcomes of the *Integrated Community-based Adaption in the Mekong (ICAM)* project, which meant that gender was treated as an essential element of the work undertaken in different locations and levels of the project.³⁵ This included the development of a gender action plan and a monitoring framework to assess progress throughout the project cycle.

The usefulness of gender analysis and action planning has been mixed due to the differing quality of the information collected, and how the information was used. For example, in Papua New Guinea a gender analysis was conducted but due to its poor quality, was not used, while in Vanuatu the analysis process produced was used to develop a gender mainstreaming strategy and an action plan, which was found to be effective.

3.1.5 Critical issues for resilience programming

Across the six country programs, various issues are considered as critical for resilience programming. Issues identified by all countries include: women's roles in income generation, gender based violence, and capacity of governments to understand and take action on gender equality.

Women's roles in income generation

CARE's focus on gender equality and women's voice is pursued in the context of ongoing traditions, cultural and social norms that are entrenched with society. In terms of division of labour, gender inequality persists, particularly at the household level. Women in the countries studied, remain strongly attached to the main responsibilities of housework, while men are regarded as the main income earners. In rural locations (the majority of CARE's programming locations) this is reflected in the tendency of women being largely engaged in subsidiary income generating activities that contribute to the household economy. These type of activities tend to limit their capacity to expand production. At a production level, this means that women tend to have less say over production that has a significant capital outlay, reducing their overall decision-making power.

Capacity to understand and take action on gender equality

Ongoing challenges remain in increasing awareness and action on gender equality and women's voice at a local government level. The majority of local authorities still have limited understanding on gender equality and women's voice, which continues to affect CARE's work, in particular, with rural marginalised women and ethnic minority women, who need more support to increase their agency, relations and the structures in which they live.

Gender based violence

Gender based violence (GBV) is not a unique phenomenon to the six countries studied as part of the research; violence against women and girls is pervasive globally. Relationships between gender and family norms, vulnerability to, and normalisation of GBV creates a cycle that increases the chances of it occurring, and decreases the likelihood of sanctions, their severity and their effective invention.³⁶

In all countries studied, GBV cannot be separated from the wider contexts of discrimination and exclusion to which women and girls as a whole are often exposed in social economic, cultural and political life. Challenges

'It is very difficult for women. Most want to hide and not let people know because they will have a lot of costs if the violence is known.' Program participant, Cambodia

such as access to land, livelihood insecurity, involvement in household and community decision-making, limited access to education and health services, the lack of access to justice and other essential services including social services creates conditions limits women ability to exercise strategies to increase their resilience. Talking about GBV is also discouraged, and seen as the fault of the female; further preventing discussion more broadly.

Paradoxically, while change in gender relations appears to be happening in project locations (with or without the intervention of NGOs) in key areas such as women's economic and political empowerment; in many

respects the fundamental social and ideological structuring of society appears resistant to change, demonstrating the resilience of patriarchy.

3.2 How resilience programming has promoted and enhanced gender equality and women's voice

Over the past five years of programming in the six countries studied, CARE's understanding and application of approaches that promote and enhance gender equality and women's voice has matured. In its CBA projects, the use of the CBA Framework, where underlying causes of vulnerability (including gender equality) are integrated into the overall approach has helped immensely. By also recognising the different ways in which women, men, girls and boys are exposed to and sensitive to different risks, shocks and stresses, CARE has been better able to move projects towards the gender-responsive and gender-transformative end of the Gender Program Continuum, achieving significant gains across the three domains of the GEF.³⁷

3.2.1 Building agency

By building agency, CARE's programs have supported women and girls to increase their confidence, self-esteem, knowledge, skills and capabilities. However, what works in one context to transform the lives of women and girls may not have the same impact elsewhere. And while actions to improve their lives may not be transformative on their own, they may be important steps in a change process requiring a long-term vision.³⁸ Effective approaches used to build agency within CARE programs include:

Building awareness and skills: For example, in Timor Leste, CARE designed and implemented dedicated training (sustainable agricultural techniques, home gardening), and supported the application of climate-resilient crops, sustainable water and land management practices, as well as risk mitigation, specifically for women. As a result, female members of farmer groups have increased knowledge, skills and confidence to apply sustainable techniques learned, and to apply knowledge and skills to mitigate risk.

Creation of structured space for critical self-reflection with key actors: For example, in Vietnam, with much time and effort devoted to capacity-building and CBA/DRR planning, project beneficiaries and partners (in particular, the Women's Union) were able to invest time in planning and reflecting on the needs of different stakeholders (in particular, women), which facilitated a change of mindsets towards more collaborative and bottom-up planning, that was more inclusive of women and other vulnerable groups.

'Participating in these exercises was fun but has also taught me a lot about how and why the weather changes so much lately and how my village will be affected. I now know better what to do and I listen more frequently to weather forecasts. It's been very helpful for all of us Cham women; Cham men and women are now more equal and I am more involved. I value the importance of knowledge and education much more, and I will pass this on to my children.' Program participant, Vietnam ICAM project

3.2.2 Changing relations

By changing the power relations through which people live their lives, women and girls will have more say and choice to make decisions about the issues that are important in their lives, Effective approaches used by CARE to change relations within CARE programs include:

Building solidarity and leadership amongst women and girls: CARE has supported women to organise, using four complementary approaches: 1) Organising women as recipients of knowledge, goods and services; 2) Working with women in groups to promote economic development; 3) Leveraging groups to raise demands for gender equality; and 4) Supporting groups to mobilise for women's rights.³⁹ For example, in Papua New Guinea, core group members of the community-based adaptation project were configured to ensure equal representation from women, with members receiving training not only on technical aspects of the project, but also in leadership and gender equality. This helped members (in particular, women) to gain influence at the household and community level.

Gender synchronised approaches to engaging men and boys: It is critical to have structured spaces for men and boys to reflect on masculinities, gender, power and privilege in their lives.⁴⁰ Bridging communication

gaps requires synchronisation, that is, a sequenced strategy for members of a group to discuss issues separately (e.g. in women-only and men-only spaces), balanced with dialogues across groups (e.g. across intimate partners).⁴¹ In this work, CARE has focused not only on male partners of women beneficiaries, but also religious leaders and political leaders. For example, in Papua New Guinea, CARE's work with traditional male leaders (to better structure village assemblies and decision making processes to increase women's participation and decision-making power) has resulted in changing attitudes of not only leaders, but men more generally, with wider acceptance of women as actors and decision-makers within communities.

3.2.3 Transforming structures

Across the three roles CARE plays (humanitarian action, sustainable development and multiplying impact) CARE works in partnership with a range of actors from civil society, as well as government and the private sector to transform discriminatory social norms, customs, values, exclusionary practices, laws, policies, procedures and services.⁴² Effective approaches used within CARE programs include:

Working on service delivery with government and other actors: CARE has worked with a range of power-holders, including the state, private sector and traditional leaders, to improve their ability to fulfil their obligations and be more responsive, transparent, and accountable to marginalised groups, particularly women.⁴³ For example, in Vietnam, the ICAM project worked closely with the Women's Union to strengthen women's role in local governance structures.⁴⁴ ICAM actively promoted Women's Union members' leadership and involvement in multiple aspects of resilience programming, broadening their skills and expertise in: livelihood implementation, disaster preparedness and response, climate risk analysis and planning, project implementation and monitoring and evaluation. As a result, the Women's Union gained capacity and grew with the challenge.⁴⁵

Supporting alliances and movements for social change: Transformational change requires that CARE work in partnership with others, sometimes in broader alliances, to bring about change. For example, in Vanuatu,

'We've made history for Vanuatu [at the International Climate Change meeting in Warsaw]. We made our first two submissions to the UNFCCC on Gender Balance and Direct Finance, and this is our largest delegation ever with over 15 members, including a large female contingent, which is a first too.'
Government official, Vanuatu

CARE worked in a consortium with other NGOs and more broadly as part of the Vanuatu Climate Action Network to lobby the government to send a gender-balanced delegation to the international climate change talks in Warsaw. As a result, the 15-strong delegation included seven female delegates, three civil society delegates and one youth representative, when previous delegations has been all-male affairs with little input from civil society. The delegation also made its first of two submissions to the United Nations Framework Convention on Climate Change (UNFCCC) on Gender Balance.

Advocacy and policy change: CARE's work to promote lasting change also focuses beyond the communities with whom it directly works, but also to influence broader social change at scale.⁴⁶ For example, in Vanuatu, the program has been able to influence government policy, through contribution to key policies – the *National Climate Change Adaptation and Disaster Risk Reduction Policy* and the *National Sustainable Development Plan*, mobilising civil society involvement in the consultation process, participation of women on policy steering committees, and even by being charged with drafting specific sections of policies.

3.3 How to increase women and girls' resilience to disasters and climate change⁴⁷

CARE has formulated a range of policies, strategies and frameworks to guide its projects and programs, helping ensure that they are designed, implemented, monitored and reviewed to a high standard. From its *2020 Program Strategy*, which prioritises gender equality and women's voice, inclusive governance and resilience; to key frameworks and approaches for climate change, disasters and gender equality; and project guidance, manuals and other resources: CARE has a wealth of resource to support staff and partners to increase women and girls' resilience.

3.3.1 Strategies to support and encourage men and boys to support greater gender equality

While CARE's work puts a clear and intentional focus on women, this does not mean that men are ignored. In fact, one of the most important messages in the GEF is that lasting empowerment for women requires a more serious and honest effort to understand and support change among men who are so integral to their lives.⁴⁸ In the country programs studied, the following strategies were used:

Offering of initiatives that appeal to both women and men: While women are usually the focus of project initiatives, benefits must occur within households and the wider community. In Timor Leste and other CBA projects, a focus on climate-resilient livelihoods supported both women and men to improve their livelihoods, leading to benefits at a household, as well as individual level.

Creation of spaces for women and men to come together to discuss gender: Bringing together women and men is just the first step that must be accompanied by open discussions on gender and power. This should happen not only with project participants, but with staff implementing the projects. In Vanuatu, the CBA project held separate participatory risk assessment sessions, training sessions and other workshop sessions for women and men, to provide them with opportunities to discuss issues separately, but then to come together to share ideas and work together on joint solutions.

Provision of support for alternative role models: Even with heightened sensitivity to gender and sexuality, men face considerable pressures against bucking gender norms to form more equitable relationships with women.⁴⁹ In Papua New Guinea, the CBA project included women and men in core groups, who were responsible for rolling out many of the project initiatives. As part of their training they undertook gender equality and leadership training, and discussed issues of power and inequality. Back in their villages, male members of the core group worked alongside female members collaboratively, demonstrating through leadership and practice, gender equality.

3.3.2 Resources available to support projects

CARE member partners, country offices and partner teams have a range of tools and resources at their disposal to support the development, implementation, monitoring and evaluation of programs. Resources exist at all stages of the program cycle, including frameworks, as well as resources to support organisational capacity building.

In terms of frameworks; there are three key frameworks, when used together, support quality and effectiveness in gender and resilience programming: 1) the *Program Quality Framework*, which outlines quality assurance mechanisms for staff involved in project design, implementation and review; 2) the *Community Based Adaptation (CBA) Framework*, which provides a framework for the creation of a range of enabling factors that need to be in place for effective community-based adaptation to occur; and 3) the *Gender Equality Framework (GEF)* which provides a framework for the achievement of gender equality and women's voice through transformative change across the three domains of agency, relations and structure in both public and private spaces.⁵⁰

In term of assessment, analysis and design, and implementation, the integration of gender equality and women's voice is a mandatory feature across CARE's work.⁵¹ CARE has a range of guidance and tools to support: gender analysis for humanitarian and development programming; the integration climate and disaster risk across the project cycle; as well as resources for organisational change and advocacy purposes.⁵²

In terms of monitoring, evaluation and learning, in addition to a number of resources currently available, a global set of indicators and associated guidance for measuring impact and change in alignment with the CARE 2020 Program Strategy will be available in 2016.⁵³ This will encompass indicators for each of the outcomes of the Program Strategy, the elements of the approach (including Gender Equity and Women's Voice), as well as the roles in projects and programs:⁵⁴

For a full list of all resources see annex 2.

3.3.3 Additional tools and resources required to support quality programming

There are already a wealth of resources available to CARE staff, findings from the research indicate that country offices are interested in further refinement of resources, in particular, to make them more context specific and gendered.

Refinement of existing tools and resources

In terms of strategies and policies, the *Gender Policy (2009)* is due for review and should include a link to a Gender and Resilience⁵⁵ sub-strategy. Both the *Climate Change (2013-2015)* and the *Disaster Risk Reduction Strategy (2012-2015)* are also in need of revision: CARE should consider combining both strategies into a 'resilience' strategy, taking care to ensure that the specifics of each are not lost.

'Many of the current tools are too theoretical and generic; they don't add new knowledge. Laos Country Office

CARE's *Community Based Adaptation Framework* should also be considered for review, with gender explicitly addressed as part of the framework (along with natural resource management, which should also be considered as a key element given the interplay between the effects of climate change and of local degradation). The *Good Practice Framework on Gender Analysis (2009)* should be updated to include an area of enquiry related to disasters and climate change (or it should be added as a cross-cutting theme of all areas of enquiry).

CARE has a wealth of guidance related to climate change and disasters, but a significant proportion of guidance should be updated to increase content linking it to the gender equality framework in more practical terms.

In terms of the project cycle, CARE's *Climate Vulnerability and Capacity Analysis Handbook (CVCA) (2009)* is due for an update. While a couple of countries have undertaken gender versions of the CVCA, these need to be shared - along with a review of the language to reflect the greater emphasis on 'resilience' language, more up-to-date information on climate change and disasters, more information directed at different sectors and contexts, and a section on how to use information gathered to plan - to produce a second edition of CARE's most used practitioner resource.

New tools and resources

A number of new resources were requested by country offices. These include:

- A resource that includes examples of CBA applicable to different ecological and socio-economic contexts, and some practical examples of what can be done in different ecological zones;
- Practical guidance on the Gender Equality Framework, including guidance on climate-resilient livelihoods;
- A resource to analyse and develop solutions for gender based violence in DRR programs;
- Guidance/framework/principles on specific topics such as women's empowerment in mitigation, and women's empowerment through access to agro-climatic information;
- Practical guidance on inclusive and gender responsive markets/value chain to better explain the importance of markets for agricultural products and income for poor women.

3.3.4 How to support government partners to scale up successful approaches

CARE believes that transforming power dynamics through political processes requires the organisation to build solidarity and work collectively in partnership with others.⁵⁶ By standing in solidarity with the poorest and most marginalised and by leveraging CARE's unique role and reputational capital as an international NGO, CARE's programs aim to broker negotiations with power holders who are critical to achieving changes in institutional policies and practices.⁵⁷ For this approach to work CARE needs to recognise that:

- Its voice should not replace the voice of women and girls who experience poverty and injustice in the countries it works;

- It must facilitate those in power to hear the voice of women and girls first hand, acknowledging that CARE can also work directly in an influencing role; and
- It should identify partners with strong gender equality programming skills at the community and country levels to gain and learn from their experiences.⁵⁸

This recognition was put into action in Vietnam, as part of the CBA project, where CARE worked through the Women's Union and local women's groups to deliver the project. Partnering with the Women's Union gave the project unrestricted access to women in all communities, in particular ethnic minority women, who are considered chronically vulnerable, and enabled women and girls have a voice. CARE also actively promoted Women's Union members' leadership and involvement in multiple aspects of resilience programming, broadening their skills and expertise, including their ability to input into local government planning processes, and helping those in power hear women's voices.

When advocating for more responsive and transformative approach to gender with government partners, CARE encouraged governments to:

- Foster strong, visible, active leadership that promotes gender equality (tied to organisational outcomes), leading the development of an organisational culture that reflects gender equitable norms;⁵⁹
- Invest in gender capacity through capacity development work (personal, organizational, programmatic), sharing and learning on gender best practice; and supporting other foundational capacities for gender work (facilitation, engaging power/politics, partnership, analysis/learning, risk reduction, gender in emergencies, etc.);⁶⁰
- Undertake gender-responsible planning and budgeting;
- Work with key actors to provide inputs, services and market access for poor communities;

By partnering with government, CARE is more readily able to multiply its impacts and support the enabling environment for gender-responsive and gender-transformative change.⁶¹ For new programs, this requires a strategy based on the context for the way in which governments and other groups work together, and looking for opportunities to:

- *Apply CARE's Gender Equality framework:* The framework reminds us that development interventions are most helpful when they take a holistic, multi-level and broadly political view of women's empowerment.⁶² This includes not only working with women to build new skills and confidence (agency), but to engage in women's *relationships* and the *structures* and institutions (including belief systems and market institutions) that shape women's lives;⁶³
- *Nurture collectives/ groups and empowerment:* When groups are cohesive and function well, they can achieve great successes.⁶⁴ When they include a methodology that raises consciousness about inequalities (e.g. gender discrimination), groups can also be a powerful vehicle for social change. Strengthening groups' effectiveness, livelihood skills, and gender awareness is a fundamental component of an empowerment approach;⁶⁵
- *Men's Engagement:* The *relations* part of the framework reminds us of the importance in working with individuals with whom women hold key relationships.⁶⁶ This includes: 1) engagement with community elites and power-holders; and 2) engaging male partners of the impact group. Engaging men is critical for expanding women's access to productive and community resources (particularly land) and markets.⁶⁷

'In Timor, staff lack capacity, not just in gender or resilience, but in day to day management and getting things done. Until government is strengthened at this level, the scale up of approaches is difficult. However, by building support at national and local community levels we hope that at some point these will meet in the middle.' Timor Leste Country Office

4. RECOMMENDATIONS

This section provides key recommendations on how to target future programs to maximise gender equity and women's voice.

For programs

1. **Invest in context-specific analysis to understand the interconnected factors shaping the aspirations of men and women, in order to design effective and appropriate action:** Conduct a standalone gender analysis or include gender as part of vulnerability and capacity assessments prior to the start of a program to inform the development of a program.⁶⁸ Ensure that analyses consider more complex, horizontal (inter-community) and vertical (national, regional, local) distinctions.
2. **Ensure that the program has a gendered Theory of Change (ToC), with specific gender goals and objectives, informed by a gender analysis:** The ToC for any program should be gendered, and explain the causal argument for how gender outcomes will be achieved, as well as the assumptions underpinning the causal argument.⁶⁹ A Gender Action Plan should also be developed to ensure program outcomes, outputs and activities are gender-responsive and -transformative, and link with the overall program ToC.
3. **Integrate gender-responsive and gender-transformative interventions to support progress on the program Theory of Change and gender goals/ objectives:** Based on the context for the way in which groups form/ work together, for community planning and action, for local government and private sector planning and action, look for opportunities through which to: a) *apply CARE's Gender Equality Framework* (this includes not only working with women to build new skills and confidence (agency), but to engage in women's relationships and the structures and institutions (including belief systems and market institutions) that shape women's lives; b) *nurture collectives/ groups and empowerment* (through strengthening groups' effectiveness, livelihood skills, and gender awareness); and c) *engage men* (because of the importance of working with individuals with whom women hold key relationships).⁷⁰
4. **Monitor changes in gender equality throughout climate change project implementation and act on issues that arise:** Set up systems to track progress towards gender equality, including the collection of sex-disaggregated data, use of indicators that specifically measure changes in gender norms, and the inclusion of women and men in project monitoring and evaluation reflection activities. Consider how activities may impact on a range of gendered dimensions and ask questions to monitor change in communities. Allocate a budget for gender integration, gender tracking and for specific actions that promote gender equality and women's voice.⁷¹
5. **Ensure that Gender, Equity and Diversity (GED) training is integrated into the life of the program, and can be made available to CARE and partner teams, and to other key stakeholders as possible:** Over the past 10+ years, CARE has developed a set of GED materials and training modules that are well-respected and used by other INGOs and corporate partners. These modules can be delivered by CARE trainers, and include a module on gender and also on engaging men and boys.⁷²

For multiplying impact over time

1. **Promote gender equality and women's voice as a core approach in all programs** (humanitarian response; climate and disaster resilience; food and nutrition and security, social protection and economic empowerment). It is only through gender equality that women can achieve their full potential.
2. **Engage men:** Men must be engaged in in order for traditional structures to change, and for men to accept and approve the changed, and more empowered role of women when building resilience.⁷³ However, it is important that women's strengthened role in building resilience does not become an excuse for inaction among some men, or for men to feel threatened and commit gender-based violence. Activities for men are therefore an important component to include in resilience programming, in order to positively influence the attitudes and practices of men, and ingrained issues.⁷⁴
3. **Address power and resources imbalances in the household and community and transform gendered roles and responsibilities:** Invest in improving women's economic empowerment in the face of climate

change and disasters to address the way resources and labour are distributed and valued in the economy. Focus on identifying and overcoming the cultural and social constraints, such as limited freedom of movement, which impact on women's ability to undertake resilience actions. Invest in information communication technologies and in addressing women's higher levels of illiteracy as a critical driver of change in gender relations and adaptive capacity. Tackle the entrenched drivers of vulnerability and gender inequality, such as poor access to health services and reproductive and sexual health information in order to remove barriers to successful resilience actions.⁷⁵

4. **Apply the 'Gender in Emergencies' Approach to all humanitarian work:** This includes: the integration of gender into the emergency preparedness planning process; the use of rapid gender analysis in rapid onset environments; adapting emergency assistance to meet the practical needs of women and girls; engendering project outcomes; strengthening women's voice in humanitarian response; addressing masculinities and men's experience, including GBS, in humanitarian settings; and working with a building mutual capacities for gender-transformative work with partners.⁷⁶
5. **Plan for long term development:** Long-term planning is a crucial factor for resilience programs to be successful, as building resilience takes time to work on multiple fronts, levels and scales.

For governments and donors

1. **Commit to increase institutional understanding and capacity on gender equality and women's voice.** Undertake action at a policy and practice level to increase capacity of staff and partners so that they are better able to assess and address gender inequality.
2. **Undertake gender analyses on a regular basis** to inform the development of new or updated resilience-related change policies and programs. Involve gender experts, women leaders and women community representatives in risk analyses, planning and prioritisation of investments.⁷⁷
3. **Increase gender mainstreaming** in resilience-related policies and programs (as well as guidelines and training materials), by integrating gender objectives, targets and indicators in all sections and subsections. Incorporate integrated gender-climate change initiatives that build on NGO good practice.⁷⁸
4. **Introduce quotas on women's leadership and participation in decision-making** within all departments and committees responsible for risk reduction planning.⁷⁹
5. **Monitor the gender-sensitivity of resilience-related policies and programs** by using easy and user-friendly tools such as gender markers.
6. **Introduce mandatory collection of sex disaggregated data, monitoring, evaluation and reporting on changes in gender equality and women's voice** within all resilience-related programs.⁸⁰
7. **Institutionalise training on gender** for government personnel including planners, extension workers and emergency responders tasked with developing and implementing resilience-related action plans.⁸¹
8. **Organise annual national multi-stakeholder gender and resilience dialogues and inter-ministerial reviews** to discuss progress and action on gender and resilience.⁸²

5. CONCLUSION

CARE Australia has been working with communities in the Asia-Pacific region for over three decades, supporting women, their families, and local communities to build their capacities to prepare, adapt and respond to disasters and climate change. Using participatory, rights-based approaches, with a specific focus on women, the country programs studied have made good progress in assessing and responding to the vulnerability and capacity of different communities (including women, children and other vulnerable groups), and in promoting and enhancing more gender equitable social relations in its resilience-related programming.

Framing program achievement in terms of gender equality and women's voice, CARE's programs have: helped build the agency of women and girls through building awareness and skills and creating structures space for critical self-reflection with key actors; changed the power relations through which people live their lives, building solidarity and leadership amongst women and girls; transformed structures such as social norms and policies through working on service delivery with government and other actors; supported alliances and movements for social change; and advocated for structural change.

Much work is still to be done, however, and persistent challenges such as: higher workloads and lower recognition of women for their work; an unequal balance of power in the home, community and within authorities; lack of access to and control over resources and assets; and gender based violence remain significant barriers to gender equality. Over the coming years, it will be important for CARE, its partners and targeted communities to continue monitoring their progress towards greater gender-transformative disaster and climate resilience, building on the lessons and learning from its work. What has been achieved so far, while important, is a first step in the long road to resilience for women, their families, and the communities as a whole.

ANNEX 1: CASE STUDIES

Women as drivers of change in Papua New Guinea⁸³

Between July 2012 and June 2015, CARE implemented a community-based adaptation project in Papua New Guinea's Nissan district – the remote atoll islands of Nissan and Pinepel, home to approximately 7,500 people. The project supported communities to increase their resilience to climate change through food and nutrition security, while reducing disaster risk and building adaptive capacity.

Nissan culture is traditionally male dominated, with limited participation of women in decision-making and clearly defined roles for women and men. To increase gender equality and women's voice, CARE formed community groups that were women-centred, and included training in gender equality to raise awareness amongst women and men of the importance of gender equality to community resilience, and to encourage men and women to participate equally. As a result of CARE's training and support on gender roles and resilience, women and young people are playing a central role in the community-led groups, which support community members to learn about and practice risk reduction techniques.

The community-led groups were devised as a model to promote the adoption of risk reduction techniques within targeted communities. Each community group member – consisting of 20-30 members of equal genders – learned about the fundamental elements of climate change and adaptation and were trained in various conservation farming techniques and nutrition, as well as key gender equality issues and basic principles of disaster risk reduction. Thus equipped, they passed on the new knowledge to fellow villagers and led by example.

Joyceanne Bonnie (Vice-President of the Pinepel Women's group) was one of the first people on the islands to drive the formation of an island-wide community-led group. From her village of Rogos, "it is a long way to walk to the other villages." But together with others, she "picked up all the people who were interested" - from all three villages on the island.



Joyceanne looks at the sky. "For many years, we have often wondered 'this is a really long drought'. It was only when CARE came to Pinepel that we understood what was happening: climate change."

Using the knowledge and skills gained as part of the project, Joyceanne and other group members set up an island nursery - here, the members learned and practiced techniques such as mulching and "big hills" (a technique that keeps soil moist for longer), and nurtured the

seedlings needed to set up kitchen gardens. She adopted these techniques herself, stressing "it has made my life better." And she told others about the good results, encouraging them to follow suit. "Today, almost everybody has a kitchen garden and uses mulch", she says with a wide smile.

"Being in the group has let me learn so many new things. It has let me help my community and I see things are improving now."

For her, the most significant change is the greater availability of water that came as CARE set up rainwater harvesting tanks across Pinepal. Yet, the droughts and the training have taught her to be water-wise. "We work together to make sure people do not waste water", Joyceanne points out.



Members of a women-centred farmer to farmer group proudly show off their agricultural produce at a World Food Day Exposition held at Nissan District High School. Credit: CARE

The community-led groups are a strong mechanism for exchanging experiences, as it emerged that group members advise each other on their experiences in using climate-resilient practices. This strong sense of ownership provides a solid foundation for sustained mutual learning within the community. These groups are also likely to sustain as they are not reliant on any one individual, an approach that allowed the project's activities to be self-replicated across the island and ensured that, while direct training by CARE could only be delivered to approximately 150 people, the benefits of the project were disseminated and enjoyed island-wide.

As a result of the work of the community-led groups and the project more broadly, there has been a significant and measurable increase in gender equality within Nissan District, including improvements in:

- Women's agency (confidence, self-esteem, knowledge and skills);
- Women's relations in the community (involvement in formal and non-formal decision making groups such as the community groups and village decision making processes);
- How the community is structured (women are increasingly being seen as leaders in their community).

This has helped reduce women's workloads (through the introduction of kitchen garden and energy-efficient cooking stoves), increase their access to resources (climate-resilient livelihoods), and changed men's perceptions of them, so that they are increasingly seen as leaders and decision-makers. As a result, women and men are increasingly working together and making decisions jointly.

"More than three-quarters of households across the islands are practicing home gardening; up from just over a third prior to the project. Communities now have more food to eat, and a great variety to choose from."

Focus group discussions and surveys conducted during the independent evaluation showed that as a result of CARE's gender training and gender mainstreaming efforts throughout the project, women's participation in community activities has significantly increased and women have greater decision-making power within their household and community. Three-quarters of respondents said these changes were mainly due to the project. A key factor contributing to this change was that women were the main drivers in community-led groups, which led to them earning a higher status, respect and knowledge advantage within their community.

Success factors for enhancing resilience through gender equality

- A dedicated and competent management team that promoted a sustained focus on gender equality and women's empowerment
- Committed national staff who were keen to learn about and support gender equality and women's empowerment
- Use of community-based adaptation and disaster risk reduction as an entry point to address gender equality
- Ensuring equal membership of community groups by women and men
- Targeting both women and men in gender and leadership training
- Consistent efforts by field officers to encourage the attendance and active participation of women in project activities
- Separate focus groups discussions for women and men in project activities and participatory activities.

Glossary

COMMUNITY-BASED ADAPTATION: CBA is an integrated approach, combining traditional knowledge with innovative strategies that not only address current vulnerability to climate change, but also build the resilience of people to face new and dynamic challenges.

DISASTER RISK REDUCTION: DRR is a systematic approach that analyses and manages the causal factors of disasters through: reduced exposure to hazards, reduced vulnerability of people and assets, wise management of land and the environment, and improved preparedness for adverse events.

GENDER: Attitudes, feelings, and behaviours that a given culture associates with a person's biological sex.

GENDER EQUALITY: The equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards.

Increasing women's agency in Timor Leste

Between July 2012 and March 2015, CARE implemented a community-based adaptation project in Timor Leste's Liquiça district. The 'Mudansa Klimatica iha Ambiente Seguru (MAKA'AS)⁸⁴ project aimed to enhance access to safe drinking water, improve sanitation, promote climate-resilient livelihoods and reduce landslides and erosion.

At the beginning of the project, a gender and power analysis was undertaken to better understand the gender dynamics in the project area and to inform project activities. The analysis also considered CARE's Gender Equality Framework and the three domains of change (agency, structure and relations). As a result, the project supported different approaches to promote more gender-equitable social relations. These included: a) the integration of women into activities of target groups; b) the introduction of a women's quota in (leadership positions of) water management groups; and c) the promotion of gender equality through trainings and awareness raising.

Berta is one woman who has benefitted from the project's focus on gender equality. She became involved when she heard that the project was establishing farmer's groups and running training on home gardens. "I was in the village when I heard one day that CARE was asking for community members to give their names to participate in the farmer's groups and so I gave my name and became part of the group. The group thought I was a hard worker and asked me to be the group leader. I was very happy".

"Through the home gardens we are now able to produce enough vegetables for our families to eat but also to sell at the local market".

Since CARE delivered training in home-gardening techniques Berta has seen many changes in both her own life and the lives of group members. "Through the home gardens we are now able to produce enough vegetables for our families to eat but also to sell at the local market". Being able to sell produce at the local market has meant that Berta and others in the group have started to invest in the future. "With the money from selling vegetables the women in our group have been able to pay children's school fees and make improvements to their houses. I also recently bought some pigs which I plan to raise and then sell the piglets at the main market".

The changes have also been personal for Berta. "I have enjoyed learning new things through CARE's program – group members support me to participate in the trainings and they depend on me to bring that knowledge and share it with them - I am proud that I can contribute to our group this way".

Although Berta's group has lost close to half its members since it formed, Berta is confident that she has a strong Farmers' Group. "I am really happy because I have a strong group of women who all work together. We work in the home garden together – even though we have different plots we all share the work such as collecting bamboo for fencing. We have a sense of unity". It's this sense of unity and confidence that has led Berta to try new technologies on behalf of her group. For example, in partnership with CARE, Berta recently built and trialled a fuel efficient stove in her outdoor kitchen. "Before this stove I would spend a large part of my day collecting bundles of firewood for cooking and boiling water – one whole bundle would only last me for one day. Now using this stove there has been a big change – one bundle will last me for a whole week. I have much more time now to work in our home-garden and look after the children". When asked why she was willing to try a new technology, Berta said, "I have seen what is possible through the home-gardens and I want to be a part of that change".



"I am happy because I have a strong group of women who all work together. We work in the home garden together – even though we have different plots we all share the work in preparing the land".

Drawing on existing partnerships and relationships with WaterAid and other technical partners, the project has also been able to foster cross-learning between partners, which has led to greater gender equality. The partnership between CARE and WaterAid has brought significant expertise in their approaches to gender transformative programming. And along with technical expertise provided by the International Women's Development Agency, it has been able to build the capacity of staff and local partners to facilitate gender dialogue as part of community water, sanitation and hygiene (WASH) mobilisation processes with women and men in communities. As a result, 43 per cent of Water Management Group members were women and 50 per cent of leadership positions were held by women.

Through CARE's agricultural and livelihoods work, the project also supported mixed, as well as female-only farmers groups. This provided a space and opportunity to build women's voice, confidence and capacities to meaningfully participate in community-based adaptation (CBA) planning and management processes.



Success factors for enhancing resilience through gender equality

- A dedicated and competent management team that promotes a sustained focus on gender equality and women's voice
- Committed national staff who were keen to learn about and support gender equality and women's voice
- Use of community-based adaptation and disaster risk reduction as an entry point to address gender equality
- Targeting both women and men in gender and leadership training
- Conducting a gender and power analysis to better understanding issues facing women
- Giving careful attention to gendered power imbalances in decision-making and women's workload
- Consistent efforts by field officers to encourage the attendance and active participation of women in project activities
- Separate focus groups discussions for women and men in project activities and participatory activities.

Glossary

COMMUNITY-BASED ADAPTATION: CBA is an integrated approach, combining traditional knowledge with innovative strategies that not only address current vulnerability to climate change, but also build the resilience of people to face new and dynamic challenges.

DISASTER RISK REDUCTION: DRR is a systematic approach that analyses and manages the causal factors of disasters through: reduced exposure to hazards, reduced vulnerability of people and assets, wise management of land and the environment, and improved preparedness for adverse events.

GENDER: Attitudes, feelings, and behaviours that a given culture associates with a person's biological sex.

GENDER EQUALITY: The equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards.

Women and men working together to save lives in Vanuatu⁸⁵

Between May 2013 and December 2014, CARE implemented a disaster risk reduction project in Vanuatu's Tafea province. The 'Yumi Redi 2'⁸⁶ project aimed to increase the capacity of vulnerable communities to prepare for and respond to disasters. When Cyclone Pam – a category five cyclone, one of the worst storms ever to hit the region – struck Vanuatu on March 13th, 2015 it tested the community's capacity to prepare and respond.

When the small community of Dillon's Bay on Erromango Island heard the cyclone warning four days before the cyclone, the Community Disaster Committee (CDC) assembled. Using the cyclone map provided by CARE and listening to warnings via radio, the CDC began preparing the community. They alerted the community as soon as they received the initial warning, and told everyone to prepare their houses and to be ready to prepare for a day or night in an evacuation centre. Immediately people started preparing: cutting down branches near their homes, fastening roofs, pulling fishing boats out of the water, and gathering essential supplies.

The project's work to increase gender equality – through supporting women's agency, enabling equal relations between women and men, as well as transforming community structures to better support equality – meant that women and men worked together to prepare. "Before it was only the men's job to prepare – doing things like fastening the roofs – but this time everyone was involved. The women too were carrying timber to give to the fathers, and the women were getting the children to help... everyone was part of the preparation. We learned this through the simulation exercise that CARE did. It really saved lives, I know it." said Wilson Umah, CDC member. Deputy CDC Coordinator Jocelyn Naupa emphasises that the change was not just about knowledge, training and skills provided by CARE, but also about changing people's attitudes: "Before, people thought cyclones couldn't get them."



CDC member Sabrina shows off her new kitchen garden planted after the cyclone. Credit: CARE

The CDC is made up of both men and women, with leadership positions shared. 21 year old CDC member Sabrina Yaviong was a school student not long ago. She became a CDC member when she filled in for her mother one day, and she has been on the committee in her own right ever since. "The CDC is made up of ten people, four of them women," Sabrina explains. "The CDC women work the same as the CDC men," she says, "but there are challenges. Sometimes people see me as just a girl, but Wilson [acting CDC coordinator] supports me and helps get people to take me seriously. Now, they listen to me." She adds, "I like

wearing the uniform... when I put on the CDC uniform I feel good, because I feel I'm helping other people, and I'm helping me too because I am a future women's leader."

"When I put on the CDC uniform I feel good, because I feel I'm helping other people, and I'm helping me too because I am a future women's leader."

Once the CDC knew the cyclone was near, they moved people to safe places such as the school, church and three private houses made of concrete. They went house to house, checking each one and encouraging families to move to a safe place when the evacuation warning came. On Friday afternoon, they started the

evacuation, using the megaphone provided by CARE to announce the imminent arrival of the cyclone. CDC members also went from house to house, spreading the message.

Jocelyn notes, "The CDC helped the elderly and people with disabilities to move, carrying them and their things. If the CDC hadn't assisted them," she says "many of these vulnerable people would not have been able to move to the safe house in time. Even able-bodied people who could have moved themselves, without the CDC they wouldn't have been so quick, so early, and they would have endangered themselves trying to move later." She explains, "Evacuation is not a new practice in Dillon's Bay, but before some people did move and some people didn't. Now, everyone follows the CDC."

The evacuation was successful, with less than 95% of the community moving to safe places. In the whole community there were no serious injuries or deaths.

When the wind abated, the CDC went and checked on all people in the safe places. Soon after they did an assessment, using the official procedure of the National Disaster Management Office. "The CDC members did the assessment straight away, even though they too had been through a disaster and had a lot of work to do on their own houses and gardens. They just put on their uniforms, and their families understood that as CDC members they had a duty to the community, and they respected that," says Jonathan (CDC Coordinator).

"I assessed the damage to houses, gardens, kitchens and things inside like pots and pans, and collected information on how many women and men there were in each household".

Dividing up the community, each CDC member was responsible for assessing a particular area. "The area up the top was mine," says young CDC member Sabrina Yaviong. "I assessed the damage to houses, gardens, kitchens and things inside like pots and pans, and collected information on how many women and men there were in each household". This was the first time that assessments like this had been done in a community, and CDC members worked together with each other and the community to complete assessments faithfully and accurately.

"Once we finished the assessment, we worked on clearing the road to the airport. We didn't know if a plane would come, but as it happened a plane came just as we had finished clearing the road," says Wilson. Jocelyn recalls, "When the government representatives landed here they couldn't believe we were alive. All they could see from the plane was destruction. They came to do an assessment, but the CDC was right there waiting at the airstrip ready to hand them the finished assessment report. This was on Tuesday [2 days after the first assessment was done]."

“When the government representatives landed here they couldn't believe we were alive. All they could see from the plane was destruction. They came to do an assessment, but the CDC was right there waiting at the airstrip ready to hand them the finished assessment report.”



“After the assessment, we started with the work of cleaning up our gardens and recovering bits of our houses and building temporary shelters,” Wilson explains. “Many people had lost everything and stayed in the safe houses or with neighbours until they could build temporary shelters.” Jonathan says proudly, “The CDC did not stop its work after the cyclone. They advised everyone to help each other, to replant and rebuild, and slowly, slowly, help the village recover. The CDC also played a role in sharing information on relief, safeguarding supplies, helping CARE with the distributions, and planning for food security after distributions end.”

According to Sabrina, “The chief thanked the CDC very much, and said that with the CDC's help everyone is working together as one community.” Wilson agreed: “before, we were all in small groups, but now we are uniting together. Everyone is looking out for everyone.”

Success factors for enhancing resilience through gender equality⁸⁷

- A dedicated and competent management team that promotes a sustained focus on gender equality and women's empowerment
- Committed national staff who were keen to learn about and support gender equality and women's empowerment
- Use of DRR as an entry point to address gender equality
- Targeting both women and men in gender and leadership training
- Targeting (mainly male) Area Secretaries and senior provincial leaders in gender training
- Participation by staff in Gender and Protection Cluster meetings
- Consistent efforts by male and female field officers to encourage the attendance and active participation of women in project activities
- Separate focus groups discussions for women and men in project activities and participatory activities
- Confident and experienced women mobilisers within the community.

Glossary

DISASTER RISK REDUCTION: DRR is a systematic approach that analyses and manages the causal factors of disasters through: reduced exposure to hazards, reduced vulnerability of people and assets, wise management of land and the environment, and improved preparedness for adverse events.

GENDER: Attitudes, feelings, and behaviours that a given culture associates with a person's biological sex.

GENDER EQUALITY: The equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards.

Planning for gender equality in Vietnam

Between July 2012 and December 2015, CARE implemented a community-based adaptation project in Vietnam's Mekong Delta region. The "Integrated Community-based Adaptation in the Mekong region" (ICAM) project aimed to increase the capacity of communities to plan, adapt and respond to climate change and disasters.

CARE is well known for a long-term program approach that is grounded in ensuring that persistent inequalities in the relations between women and men are systematically addressed. This project was no different: through the use of participation and gender-responsive programming, meaningful and active involvement of community members, partner organisations and government was created. In particular, CARE worked at a community level to ensure that women, especially ethnic minority women, were able to actively participate in the program and affect decision-making within their communities.

A Gender Action Plan was developed and implemented to support the achievement of gender-responsive goals. This plan formed the backbone of action to promote gender equality, and ways to measure progress. The plan included the following measures, including:

On-going investment in capacity building: CARE ensured a gender balance in community-based adaptation (CBA) trainers and facilitators (at provincial, district, and commune levels), with representatives across different organisations; it provided specific training for trainers and facilitators on gender, and gender-sensitive facilitation skills, as well as the integration of gender issues into other topics; and it organised an annual sharing and learning event, with specific sessions and documentation on gender.

Gender balance in activity implementation arrangements: CARE ensured that there was gender balance in all its activities; it held separate sex focus group discussions, facilitated by men (for men's group) and women (for women's group) to ensure that men and women had equal voice; it encouraged both male and female participants to speak equally in plenary discussions; and it ensured the times and locations of meetings and their venues were suitable for both men and women to maximise participation.



Gender was considered as part of the analysis of different livelihood options in the project. Credit: CARE.

Gender-sensitive CBA planning tools for village CBA planning: CARE integrated gender issues and questions into all its CBA planning tools; staff and partners reflected on differential needs and capacities after each exercise of the CBA planning; formats of action plans and CBA planning reports clearly reflected gendered needs and capacities and aim to capture gender analysis; and it shared reports made on the planning process with key CBA decision makers in the commune and district to ensure they

recognise the importance of gender considerations in planning processes.

As a result of CARE's project, communities and local authorities have improved capacity to undertake gender-sensitive analysis and planning for CBA and disaster risk reduction (DRR), and civil society (in particular, the

project's partner, the Women's Union) has a solid foundation for the scale-up of community-based, equitable and gender-sensitive adaptation in the Mekong Delta.

One woman who benefitted from CARE's forward planning on gender equality in its project, was Ma Rim. Ma Rim is a Cham woman from An Giang province. Living and working on the rivers for decades, and being affected increasingly by volatile weather, has made life difficult for Ma Rim.

But in September 2013, Ma Rim, along with other Cham women, joined one of the many village climate change adaptation meetings organised by CARE, together with the local Women's Union. During these meetings, the women enthusiastically discussed past, current and future weather and climate trends, how they impacted their daily lives and community in different ways and what people could do about it. "Participating in these exercises was fun but has also taught me a lot about how and why the weather changes so much lately and how my village will be affected," says Ma Rim. "Since we had that meeting, I now know what to do and I listen more frequently to weather forecasts."

"Cham men and women are now more equal and I am more involved. I value the importance of knowledge and education much more, and I will pass this on to my children."

The village meetings also had an encouraging impact. "As an ethnic Cham woman, I have not previously been able to join these community meetings – and missed out on a lot of information. In the past, Cham women were always staying at home and not going to school. We were told what to do by our husbands."

Fortunately, things are changing for the better and meetings such as the ones supported by CARE have contributed to this change. Ma Rim confirms, "It's been very helpful for all of us Cham women. Now Cham men and women are more equal and I am more involved. I value the importance of knowledge and education much more which I will carry on to my children."

Success factors for enhancing resilience through gender equality

- A dedicated and competent management team that promoted a sustained focus on gender equality and women's empowerment
- Committed national staff who were keen to learn about and support gender equality and women's empowerment
- Use of community-based adaptation and disaster risk reduction as an entry point to address gender equality
- Targeting both women and men in gender and leadership training
- Promoting gender-responsive livelihood models
- Consistent efforts by field officers to encourage the attendance and active participation of women in project activities
- Separate focus groups discussions for women and men in project activities and participatory activities
- Partnering with the Women's Union who had unrestricted access to women in all communities.
- Confident and experienced women mobilisers within the community.

Glossary

CAPACITY BUILDING: Action to build the strength, attributes and resources available to individuals, communities, society or organisations that can be used to achieve agreed goals.

COMMUNITY-BASED ADAPTATION: CBA is an integrated approach, combining traditional knowledge with innovative strategies that not only address current vulnerability to climate change, but also build the resilience of people to face new and dynamic challenges.

DISASTER RISK REDUCTION: DRR is a systematic approach that analyses and manages the causal factors of disasters through: reduced exposure to hazards, reduced vulnerability of people and assets, wise management of land and the environment, and improved preparedness for adverse events.

GENDER: Attitudes, feelings, and behaviours that a given culture associates with a person's biological sex.

GENDER EQUALITY: The equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards.

GENDER SENSITIVE: Actions that recognise and respond to people's different gender-based needs and constraints.

GENDER TRANSFORMATIVE: Actions that actively seek to build equitable social norms and structures in addition to individual gender-equitable behaviour.

ANNEX 2: RESEARCH PARTICIPANTS

F = Female; IDI = FGD = Focus group discussion; In-depth interview; M = Male; PB = Program beneficiary

CARE Staff

Name	Location	Position	Sex	Tool
Jan Noorlander	Cambodia	Program Director	M	IDI
Samnang Yim	Cambodia	DRR and Livelihoods Adviser	F	IDI
Jacqui Symonds	Australia	Senior Program Officer (Mekong)	F	IDI
Alison Rusinow	Laos	Assistant Country Director	F	IDI
Matilda Branson	Mekong	Program Officer	F	IDI
Samantha Fox	Timor Leste	Program Quality Manager	F	IDI
Inga Mephram	Vanuatu	Program Director	F	IDI
Nguyen Thi Yen	Vietnam	Climate Change and DRR Adviser	F	IDI
Elizabeth Cowan	Vietnam	Gender and Program Adviser	F	IDI
Tracy McDiarmid	Australia	DRR Adviser (former)	F	IDI
Sarah Letts	PNG	Buka Program Manager	F	IDI
Chris Binabat	PNG	Field Officer	M	IDI
Christopher Hershey	PNG	Gender Adviser	M	IDI
Charles Molensen	PNG	Field Officer	M	IDI
Isadora Quay	Australia	Gender in Emergencies Adviser	F	IDI

Papua New Guinea Stakeholders⁸⁸

Name	Location in PNG	Stakeholder group/ Position ⁸⁹	Sex	Tool
-	Yotsibol, Nissan	Program beneficiary (PB)	F	IDI
-	Balil 2, Nissan	PB	F	IDI
-	Mantoia, Pinipel	PB	F	IDI
-	Mapiri, Nissan	PB	M	IDI
-	Mantoia, Pinipel	PB	F	IDI
Andrew Topensie	Mantoia, Pinipel	Local leader (Village chief)	M	IDI
-	Mantoia, Pinipel	Local leader (Village Assembly Chair)	M	IDI
Paulycap Gadi	Lihon 1, Nissan	Local leader (Youth leader)	M	IDI
Michael Reman	Nissan	Local government (Council of Elders Chair)	M	IDI
Marcelline Butu	Nissan	Local government (CoE Executive Officer)	M	IDI
Henry Taul	Nissan	Local government (Executive Manager)	M	IDI
Loretta Taitus	Nissan	Local government (District Manager)	F	IDI
Sylvia Renetsi	Nissan	Local government (District Court Officer)	F	IDI
Franklyn Lacy	Buka	Disaster Management Office (Regional Manager)	M	IDI
Julius Nohu	Buka	IOM (Atolls Program Manager)	M	IDI
-	Balil 2, Nissan	PB (Early childhood teacher)	F	FGD
-	Balil 2, Nissan	PB (Secretary, Women's Association)	F	FGD
-	Balil 2, Nissan	PB (Subsistence farmer)	F	FGD
-	Balil 2, Nissan	PB (Subsistence farmer)	F	FGD
-	Balil 2, Nissan	PB (Village Assembly member)	M	FGD
-	Balil 2, Nissan	PB (Core group member)	M	FGD
-	Balil 2, Nissan	PB (Village Assembly member, PWD)	M	FGD
-	Balil 2, Nissan	PB (Women's group member)	F	FGD
-	Mantoia, Pinipel	PB (Youth group member)	F	FGD
-	Mantoia, Pinipel	PB Mantoia president)	F	FGD
-	Mantoia, Pinipel	PB/CGM (Mantoia president)	F	FGD

-	Mantoia, Pinipel	PB (Secretary ND Women's Association)	F	FGD
-	Mantoia, Pinipel	PB (Treasurer)	F	FGD
-	Rogos, Pinipel	PB (House wife)	F	FGD
-	Mantoia, Pinipel	PB (Core group member)	F	FGD
-	Rogos, Pinipel	PB (Core group member)	F	FGD
-	Teah, Pinipel	PB (Women's group member)	F	FGD
-	Mantoia, Pinipel	PB (Women's group member)	F	FGD
-	Teah, Pinipel	PB (Village Council clerk)	F	FGD
-	Teah, Pinipel	PB (Women's group member)	F	FGD
-	Teah, Pinipel	PB (Women's group member)	F	FGD
-	Teah, Pinipel	PB (Women's group member)	F	FGD
-	Mantoia, Pinipel	PB (Women's group member)	F	FGD
-	Kulis, Nissan	Student	M	FGD
-	Balil 3, Nissan	Student	M	FGD
-	Yotsibol, Nissan	Student	F	FGD
-	Kulis, Nissan	Student	F	FGD
-	Lihon, Nissan	Student	F	FGD
-	Tuhus, Nissan	Student	F	FGD
-	Balil, Nissan	Student	M	FGD
-	Balil, Nissan	PB (Core group member)	M	FGD
-	Mantoia, Pinipel	PB (Core group member)	M	FGD
-	Teah, Pinipel	PB (Core group member)	M	FGD
-	Rogos, Pinipel	PB (Seaweed farming coordinator)	M	FGD
-	Mantoia, Pinipel	-	M	FGD
-	Mantoia, Pinipel	-	M	FGD
-	Mantoia, Pinipel	-	M	FGD
-	Mantoia, Pinipel	-	M	FGD
-	Mantoia, Pinipel	-	M	FGD
-	Teah, Pinipel	PB (Core group member)	M	FGD
-	Mantoia, Pinipel	Local leader (Village Assembly Chair)	M	FGD
-	Teah, Pinipel	PB (Core group member)	M	FGD
-	Mapiri, Nissan	PB (Subsistence farmer)	M	FGD
-	Mapiri, Nissan	PB (Core group member)	M	FGD
-	Mapiri, Nissan	Local leader (Village leader)	M	FGD
-	Mapiri, Nissan	Local leader (Village Assembly Chair)	M	FGD
-	Mapiri, Nissan	Local leader (Village Leader)	M	FGD
-	Mapiri, Nissan	Local leader (Village leader)	M	FGD
-	Mapiri, Nissan	Local leader (Village leader)	M	FGD
-	Mapiri, Nissan	PB (Fundraising committee, Women's group)	F	FGD
-	Yotsibol, Nissan	PB (Early childhood learning teacher)	F	FGD
-	Yotsibol, Nissan	PB (Midwife)	F	FGD
-	Yotsibol, Nissan	PB (Early childhood learning teacher)	F	FGD
-	Yotsibol, Nissan	PB (Treasurer)	F	FGD
-	Yotsibol, Nissan	PB (Treasurer)	F	FGD
-	Yotsibol, Nissan	PB (Midwife)	F	FGD
-	Yotsibol, Nissan	PB (Elementary teacher)	F	FGD
-	Yotsibol, Nissan	PB (Early childhood learning teacher)	F	FGD

ANNEX 3: RESEARCH QUESTIONS

Key questions	Sub-questions
1. What have we learnt about the process of assessing and responding to the vulnerability and capacity of women in the communities where we work?	○ Are both, woman and men seen as stakeholders, partners or agents of change? ○ How has CARE promoted the meaningful participation of women, girls and other marginalised groups in community-based planning and project activities? ○ What are the contextual constraints and opportunities for participation in disaster risk reduction and community based adaptation? ○ What makes women/girls in the project communities less resilient than men/boys in relation to external (natural) hazards? ○ What tools does CARE use to analyse these issues and how useful are they? ○ What are the critical gender issues for resilience programming to consider?
2. To what extent has DRR and CBA programming promoted and enhanced more gender-equitable social relations (considering the multiple social dimensions at play) or become more gender transformative?	○ How has CARE supported and encouraged women's leadership in implementing project activities and community-based plans? ○ Have CARE's activities and projects had an impact of contributing to women's equality, empowerment, transformation and resilience (with reference to the Women's Empowerment Framework)? (I.e. to shift the balance of power in gender relations so it is more equally shared)? ○ What tools and training materials were used to promote women's equality, empowerment and resilience, and to what extent were these useful?
5. How can we support CARE's development programming to include a reduction in women's and girl's hazard/climate vulnerability and increased resilience to shocks, hazards and stresses, particularly within CARE's commitment to a long-term Program Approach?	○ What specific strategies will support and encourage men and boys to support greater gender equality?⁹⁰ ○ What resources are available to support CARE's DRR and CBA projects, and how useful are they? ○ What additional guidance and tools are required to support quality resilience programming? ○ How can CARE support government partners to scale up successful approaches?

ANNEX 4: AVAILABLE GENDER AND RESILIENCE RESOURCES

Type	Name of resource	Purpose
Framework	Program Quality Framework	– This resource outlines quality assurance mechanisms for staff involved in project design, implementation and review.
	Community Based Adaptation (CBA) Framework	– This resource describes a range of enabling factors (climate-resilient livelihoods, DRR, local adaptive and organisational capacity development, an enabling national policy environment, a good knowledge of climate change, and the addressing of underlying causes of vulnerability) that need to be in place for effective community-based adaptation to occur.
	Gender Equality Framework (GEF)	– This resource builds on existing CARE frameworks and tools, providing a framework for the achievement of gender equality and women's voice through transformative change across the three domains of agency, relations and structure in both public and private spaces.
Analysis and design	Making it Count: Integrating gender into climate change and disaster risk reduction	– This resource is a practical how-to guide that supports project staff, government and non-government partners to practically address gender and women's voice during the design, implementation, monitoring and evaluation of climate change and disaster risk reduction activities.
	Gender Toolkit	– This resource is a comprehensive online resource to support gender analysis in programming, organisational change and advocacy. It is not a 'how-to' guide, but a toolbox of methods (including tools for analysis, program quality, as well as case studies) with discussion on tried successes, struggles and lessons on gender analysis.
	Good Practices Framework for Gender Analysis	– This resource outlines eight core areas of inquiry to support deeper analysis of gender and power relations.
	Gender in Emergencies Guidance Note	– This resource on rapid gender analysis provides guidance for use in rapid response situations and can be built up progressively over time.
	Gender Equality and Women's Voice Guidance Note	– This resource provides an overview of the key considerations to integrate gender equality and women's voice into CARE's development programming.
	Climate Vulnerability and Capacity Analysis (CVCA) Handbook	– This resource is a community-level analysis tool that integrates climate change into a wider participatory vulnerability assessment. It provides a framework for dialogue within communities, as well as between communities and other stakeholders (for example, local and national government agencies). The results provide a solid foundation for the identification of

		practical strategies to facilitate community-based adaptation to climate change. ⁹¹
	Resilience Marker	– This resource guides the review of key elements of CARE Australia project designs, helping staff better understand how projects designs can contribute to reduced vulnerability, increased capacity, and increased resilience.
	Community Based Adaptation Toolkit	– This resource provides a practical ‘how-to’ guide for practitioners as they work through the project cycle. It includes step-by-step guidance and recommended tools for all stages of the project cycle, along with links to useful resources and checklists for key project documents.
	Integrating Climate Change into the Project Cycle Toolkit	– This resource provides practical assistance for adapting design, implementation, monitoring and evaluation to meet the challenges posed by climate change.
	Planning for Resilience Practitioner Manual	– This CARE Vietnam resource provides step-by-step guidance on how to undertake participatory gender responsive CBA planning.
	Strategic Impact Inquiry Briefs on Women's Empowerment	– These resources provide a wealth of information on women's empowerment related to crisis; group organising strategies; violence; engaging men; and village savings and loan associations all provide useful information on program design considerations;
	Engaging Men and Boys Learning Briefs	– These resources provide useful information on how to ensure that risk reduction is everybody's business.
	Advocacy Handbook	– This resource provides steps in the advocacy planning and implementation cycle, as well as case studies.
Implementation	The Gender Orientation Pack	– This resource outlines key gender resources for humanitarian and development programming, describes the gender networks at CARE, and explains how to access technical support.
	Gender Marker	– This resource is an operational tool to assess whether or not humanitarian relief work is prepared for, designed, implemented in a way that ensures all benefit equally, and if it will contribute to increasing gender equality. In 2016, the Gender Marker will be expanded to cover long term development programming as well.
	Gender Action Plan (GAP)	– This resource is both a tool and a process for planning a gender sensitive response, and is now a mandatory requirement for receiving CARE International Emergency Response Funds.
	Women's Organising Brief and the CARE Advocacy Handbook	– These resources help CARE forge strategic partnerships with women's rights movements to inform our work, build the voice of marginalised groups, and identify

		ways to ally with movements to contribute to gender equality. ⁹²
Monitoring, evaluation and learning	The Participatory Monitoring, Evaluation and Learning Manual (PMERL)	– This resource helps project managers, field implementation staff, local partners and communities to measure, monitor and evaluate changes in local adaptive capacity, for better decision-making in CBA activities.
	Women's Empowerment Impact Measurement Initiative Guide	– This resource helps teams to link project-level M&E to impact measurement systems at program level.
	Gender Wiki, Program Quality Digital Library, CARE International Gender Network, Gender Working Group and other gender-related forums ⁹³	– These resources help CARE manage its collective knowledge across a wide range of topics related to gender. ⁹⁴
Organisational culture and capacity building	Gender Equity and Diversity (GED) Training Modules	– This comprehensive resource supports the training of staff and partners in gender equality, diversity, women's empowerment, and engaging men and boys.
	Report on the Implementation of Gender Policy and the Gender Based Violence (GBV) Global Impact Report	– This resources provides information to donors and the public on progress on gender equality in CARE's work.
	Mainstreaming Gender – Synthesis of Good Practice	– This resource provides teams with guidance on benchmarks for CARE as the organisation defines its global gender structure.
	Gender Sensitive Partnerships and the draft CARE International Guide on Civil Society Collaboration	– These resources help teams assess and plan for effective partnerships. ⁹⁵

¹ CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE.

² Ibid, p.13.

³ Ibid, p.5.

⁴ CARE has worked with an adaptation of Geeta Rao Gupta's 'Gender Program Continuum', and now looks at projects and programs in terms of where they sit in the continuum from 'harmful' to 'neutral' to 'sensitive' to 'responsive' to 'transformative'. See: <http://gendertoolkit.care.org/Pages/gender%20continuum.aspx> for more detail.

⁵ Robinson (n.d.)

⁶ CARE International (2012) *Working for Poverty Reduction and Social Justice: The CARE 2020 Program Strategy*, CARE International, p.2.

⁷ Ibid.

⁸ Ibid, p.5.

⁹ CARE's *Engaging Men and Boys for Gender Equality Series*, Brief 1, page 3, explains synchronisation and the programming elements evident in CARE's engaging men and boys work.

¹⁰ CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE.

¹¹ 1) Agency – building confidence, self-esteem and aspirations (non-formal sphere), and knowledge, skills and capabilities (formal sphere); 2) Relations – Changing the power relations through which people live their lives; and 3) Structures – Transforming discriminatory social norms, customs, values and exclusionary practices (non-formal sphere), and laws, policies, procedures and services (formal sphere).

¹² CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE, p.9.

¹³ Data collection tools included: focus group discussions, key informant interviews, participant observation and site visits.

¹⁴ CARE ethical principles include: 1) Inclusion: The selection of research participants should be inclusive of marginalised groups and be mindful of barriers such as gender, age and disability. Consultants should also be aware of the different ways in which children and women express themselves; 2) Informed consent: The purposes and processes of the research must be fully explained to participants in a way that they can understand. Participants must be informed of their right to refuse or to withdraw from the research at any time. Verbal or written consent should be obtained without coercion; 3) Risks: The risks of involving children and women in the research must be considered. Information that may place participants at risk should be withheld and necessary measures to protect vulnerable people from placing themselves at risk should be taken; and 4) Confidentiality: Conditional confidentiality should be offered to all participants. Throughout the research data should be kept secure. As a general rule, data should be de-identified and reported information should not be attributable to specific respondents.

¹⁵ Robinson, D. (n.d.) *Integrating gender transformative approaches into climate change adaptation and disaster risk reduction initiatives for strengthening community resilience to climate change impacts*, draft paper for CARE International.

¹⁶ Ibid.

¹⁷ Ibid, p.5.

¹⁸ Ibid, p.8.

¹⁹ Ibid.

²⁰ Ibid.

²¹ Pisey, C. (2015) *Gendered Market Analysis in Koh Kong Province*. CARE, p.18.

²² Ibid.

²³ CARE International in Vietnam (2015) *Win-Win Results: Gender Equality within Climate Change Programming*, Learning Series Issue 1, July 2015, CARE International in Vietnam, p.10.

²⁴ Ibid.

²⁵ Ibid.

²⁶ CARE International in Lao PDR (2015) *LAO PDR - Gender in Brief*. CARE International Lao PDR.

²⁷ Ibid, p.14.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Whitfield, S. (2015) *Draft Gender Analysis, CARE Vanuatu Resilience Program, Tafea Province*. CARE International, p.50.

³¹ Pisey, C. (2015) *Gendered Market Analysis in Koh Kong Province*. CARE, p.27.

³² Ibid.

³³ Ibid, p.13.

³⁴ Care (N.D.) *Understanding gender in community-based adaptation. Practitioner brief 3*, CARE, p.6.

³⁵ Bolte, P. (2015) *Adaptation: addressing adversity. Final evaluation of the project "community-based adaptation in the Mekong Delta Region (ICAM), Vietnam*. CARE Australia.

³⁶ Mauney, R. (2015) *Gender-based Violence in Ethnic Communities*, Rattanak Kiri Province, CARE in Cambodia, p.10.

³⁷ CARE has worked with an adaptation of Geeta Rao Gupta's 'Gender Program Continuum', and now looks at projects and programs in terms of where they sit in the continuum from 'harmful' to 'neutral' to 'sensitive' to 'responsive' to 'transformative'.

³⁸ CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE, p.32.

³⁹ Ibid, p.33.

⁴⁰ Also refer to [Global Learning Brief 2, promising practice examples](#) from CARE and others and [list of training manuals](#) for Engaging Men and Boys.

⁴¹ CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE, p.33.

⁴² Ibid, p.34.

⁴³ Ibid, p.40.

⁴⁴ CARE International in Vietnam (2015), p.11.

⁴⁵ Ibid.

⁴⁶ Ibid, p.14.

⁴⁷ Particularly within CARE's commitment to a long-term Program Approach.

⁴⁸ CARE International (n.d.) *Women's Empowerment and Engaging Men*, CARE International Strategic Impact Inquiry on Women's Empowerment, p.1.

⁴⁹ Ibid, p.4.

⁵⁰ 1) Agency – building confidence, self-esteem and aspirations (non-formal sphere), and knowledge, skills and capabilities (formal sphere); 2) Relations – Changing the power relations through which people live their lives; and 3) Structures – Transforming discriminatory social norms, customs, values and exclusionary practices (non-formal sphere), and laws, policies, procedures and services (formal sphere)

⁵¹ Gender analysis does not necessarily have to be a separate process, however any situational analysis or formative analysis must include a gender lens.

⁵² CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE, p.21.

⁵³ Ibid.

⁵⁴ Ibid.

⁵⁵ Vietnam has developed a gender and resilience framework in *Win Win Results: Gender Equality in Climate Change Programming* (2015); CARE in Vanuatu (as part of a consortium with Oxfam and others) has developed a gendered resilience framework; and the most recent CARE International desk study on resilience (Pettengell, 2016): could be used to inform a strategy/framework.

⁵⁶ CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE, p.21.

⁵⁷ Ibid.

⁵⁸ Ibid, p.23.

⁵⁹ Ibid, p.26.

⁶⁰ Ibid.

⁶¹ Robinson (n.d.)

⁶² Ibid.

⁶³ Ibid.

⁶⁴ Ibid.

⁶⁵ Ibid.

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ CARE International in Vietnam (2015), p.20.

⁶⁹ CARE (2014) *Gender-Responsive Monitoring, Evaluation and Learning Guidance Note*, August 2014, CARE.

⁷⁰ Robinson (n.d.)

⁷¹ Ibid.

⁷² Robinson (n.d.)

⁷³ Gade, A. E. G. (n.d.) *Gender Equality for Increased Resilience: Lessons Learned and Recommendations for Resilience Programming*, CARE International, pp.31-35.

⁷⁴ Ibid.

⁷⁵ *Changing the climate: Why gender matter to achieving equitable sustainable development*. Gender Brief 2. CiFOR and CARE International, p.4.

⁷⁶ CARE (2016) *Gender Equality and Women's Voice*. Guidance Note, CARE, p.28..

⁷⁷ CARE (n.d.) *Beyond Words: Advancing gender equality in climate change policy and programming in Vietnam*, CARE, pp.13-14.

⁷⁸ Ibid.

⁷⁹ Ibid.

⁸⁰ Ibid.

⁸¹ Ibid.

⁸² Ibid.

⁸³ This case study is based on the end of program evaluation report written by: Patrick Bolte (2015) *The adapting atolls: Final evaluation of the project "Community-based adaptation to climate change in Nissan District*, Papua New Guinea, CARE Australia.

⁸⁴ The 'Climate Change in a Secure Environment' project.

⁸⁵ This case study has been adapted from a case study written by Sarah Whitfield and Giselle Hall called "Dillon's Bay's preparedness for and response to Cyclone Pam."

⁸⁶ 'We are Ready' project.

⁸⁷ Whitfield, S. (2015) *Yumi Ready 2 End of Project Evaluation*, CARE Australia, p.35.

⁸⁸ No names were recorded at a community level to ensure anonymity of participants.

⁸⁹ CoE = Council of Elders; IDI = In-depth Interview; FGD = Focus group discussion; PB = Program beneficiary; PWD = Person with disability.

⁹⁰ For example, has there been a shift in reproductive responsibilities (e.g., child care, water/fuel collection and cooking) or are women supported to actively participate in household and community decision-making?

⁹¹ Ibid.

⁹² Ibid.

⁹³ Check the [Gender Wiki](#) for updated listings.

⁹⁴ Ibid.

⁹⁵ Ibid.