

Gender Mainstreaming in Drought Management

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1. Introduction

Each year, drought negatively affects millions of people worldwide, bringing significant damage to environment, economies and livelihoods. A complex natural hazard that can occur in any part of the world, drought has both natural and social aspects, and it is the social dimension that transforms drought into disaster. In any region, the risks associated with drought are a product of both the region's exposure to the event and the vulnerability of local society to drought. Women as a social group are the subject of particular concern when it comes to drought, since most current national drought management policies are not gender-responsive, even though women are acknowledged both as important stockholders and as a target group in drought risk-management activities.

The assumption that negative impacts of drought have similar effects on both women and men has existed for a long time. However, it is now recognized that women and men are affected by drought differently, and that gender inequalities diminish women's capacity to cope with drought. It has been acknowledged that women are important holders of drought-related adaptation and risk reduction knowledge and skills. Therefore, there is an urgent need to adopt gender-responsive approaches in drought preparedness policy making and programming to enable the crucial role of women as actors in drought-risk management initiatives.

2. Drought disasters – Why gender matters

Box: What is gender?¹

The term gender does not refer to male or female, but rather to masculine or feminine – the characteristics that society ascribes to each sex. People are born female or male, but learn to be women and men. Perceptions of gender are deeply rooted in a specific culture, vary widely both within and between cultural contexts, and develop over time. However, in any culture, gender can determine access to power and resources. Given that strong imbalances within gender relations are typically unfavorable towards women, the promotion of gender equality implies an explicit attention to women's empowerment.

Yet gender inequalities and traditional roles do not affect women only – in some cases, men also directly suffer from the gender roles imposed by society. For example, more men than women died when Hurricane Mitch hit Central America in 1998 because of societal expectations that they carry out the majority of dangerous rescue activities. Men have specific vulnerabilities that affect their health and safety and that are linked to gender roles, traditional norms and values imposed by society, and the way in which prevailing ideas of masculinity are constructed.

The impacts of socioeconomic drought can affect men and women in many ways. The direct and indirect impacts of drought can be divided into three groups:

- Economic impacts, such as failed or infected crops, loss of livestock production, loss of income, capital deficit and increase in prices
- Environmental impacts, such as fires, soil erosion, loss of biodiversity/wildlife and decrease in water quality
- Social impacts, such as health and public safety hazards, conflicts between water users, reduced quality of life and increased poverty

Drought vulnerability is a complex concept, which includes both biophysical and socioeconomic drivers that determine people's vulnerability and their capacity to cope with drought. Components of drought vulnerability include inadequate disaster management, technological and economic limitations, social factors and environmental constraints.²

While vulnerability of women to extreme events is frequently highlighted, there is a need to avoid oversimplifying the issue and seeing women as victims because of their sex. Women are more vulnerable than men not because they are “naturally weaker” – they are more vulnerable because their social roles, responsibilities, limitations and capacities are different from those of men.³ Women are often poorer, receive less education and are excluded from political, community and household decision-making processes. Such economic and social

¹ FAO (2016): Gender responsive disaster risk reduction in the agricultural sector, p.51; UNEP (2010): Gender and Disasters, p. 1; UNFPA/ WEDO (2009): Women at the Forefront, Climate Change Connections, p. 2

² Carmi, Diletta (2016): The gender dimension of drought in Fedis Woreda district, Ethiopia, Working paper 2016-8, p. 2.

³ IUCN et al(2009): Training manual on Gender and Climate Change, p. 109; FAO(n.d.) Does gender make a difference in dealing with climate shifts? p. 3, <http://www.fao.org/docrep/012/i1331e/i1331e00.pdf> (16/11/2017); Neumayer, Eric/Pluemper, Thomas (2007): The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981–2002. *Annals of the Association of American Geographers*, 97 (3), p. 27.

inequities translate into fewer assets and means available to women for coping with the negative effects of the drought.⁴

The capacity to respond to drought is often influenced by decision-making power over the use of households' assets in case of a hazard – an approach that compromises the involvement of women in drought-related decisions. Main indicators used to assess response capacity are education, participation in training, systems of saving, access to information related to drought, decision-making power over agricultural practices and technologies, livestock management, family size and place of residence, access to and control over money, social support availability, mobility, and ability to take part in income-generating activities.⁵

Gender-based differentiation in disasters and vulnerability: implications for women vs. men from various world regions:⁶

Condition/situation	Specific implications for women	Examples
Impacts of slow-onset disasters (e.g. drought, desertification, land degradation)	<p>Increased demand to collect, store, protect and distribute water and food for the household – a responsibility that typically falls solely to women, leading to decreased school attendance, among other effects⁷</p> <p>Negative health impacts</p>	<p>In Vietnam, Shaw et al. (2008) found that women have to collect water from sources that are located farther and farther afield as each drought takes its toll. Asheber (2010) found similar trends in Ethiopia, and Dankelman et al. (2008) in Senegal, where women were more severely affected by water shortages than men, largely due to their role as water collectors for the household. The women have to travel farther in search of water and spend more time checking different wells for water availability.⁸</p> <p>During the 2015 drought, the group most affected by malnutrition in Ethiopia included pregnant and breastfeeding women, children and the elderly. Children do not receive enough food, while women are more severely affected by inadequate food supply than men. This can be traced back to social structures, since even the pregnant women are second in line after men when it comes to distributing food in the household.⁹</p>

⁴ UNDP (2016): Gender, climate change adaptation and disaster risk reduction. Training module 2, p. 19; UNISDR (2009): The Disaster Risk Reduction Process: A Gender Perspective. A Contribution to the 2009 ISDR Global Assessment Report on Disaster Risk Reduction, Inputs from the Gender and Disasters Network, p. 3-5;

⁵ Carson, Marcus et al (n.d.): Institutionalizing gender equality in disaster risk reduction, p.43.

⁶ Carmi, Diletta (2016): The gender dimension of drought in Fedis Woreda district, Ethiopia, Working paper 2016-8, p. 3.

UNDP (2013):Gender and Climate Change, Asia and the Pacific, Disaster risk reduction, Training module 3, p.21

⁸ Care International (2016): Hope dries up? Woman and girls coping with drought and climate change in Mozambique , p. 7; also: Bradshaw, Sarah/Fordham, Maureen (2013): Woman, girls and Disasters. A review for DFID, p. 23.

⁹ Goh, Amelia (2012): A literature review of the gender- differentiated impacts of climate change on woman's and men's asset and well-being in developing countries, Capri, Working paper 106, p.12 with further references.

Less access to early warning information and lower ability to respond	Warnings in many cases do not reach women Women lack adequate awareness of how to react to warnings. Women tend to undertake the responsibility of transporting children and the elderly to safety	<p>Studies show that in South Africa women in farming communities do not have the same access as men to climate forecasts. Men preferred the radio as the main source of information, while women preferred seasonal forecasts provided through extension officers in a “teach-in” situation. Women expressed this preference because they “like to ask questions,” and because “their time is not flexible enough to be able to sit and listen to a radio program at a fixed time.” Men, in contrast, said that they had no problem scheduling a regular time to listen to radio broadcasts.⁹</p> <p>Research conducted in Burkina Faso has shown that gender, as well as ethnicity and politics, profoundly shape the way that climate forecast information offered through participatory workshops was shared and accessed. Most of the workshop participants (93.4 per cent) were men. In one village, male village leaders did not invite women to the workshop so as not to reduce the number of places available to male farmers.⁹</p>
Lower levels of ownership of land and other resources	Less control over production and markets; lower ability to adapt to ecological changes, which leads in crop failure	<p>In Mexico, unmarried and widowed women with children suffer the greatest economic stress as a result of drought, since their access to resources is very limited. Some of these women were forced to sell their livestock, further reducing their assets.⁹</p> <p>Less than 10 per cent of women farmers in India, Nepal and Thailand are the rightful owners of the land they work on</p> <p>In Malawi, the value of assets owned by male-headed households is more than double than that of female-headed households. Male-headed households are also more likely to own agricultural assets</p>
Lower income	Greater vulnerability to shocks such as food shortages and	Women earn only 70 to 80 per cent of men’s earnings in both developed and developing countries

	<i>crop failures.</i>	
<i>Lower levels of education</i>	<i>Restrict women's access to information and limit their ability to prepare for and respond to disasters</i>	<i>Of the 793 million illiterate people in the world, two-thirds are women</i>
<i>Lower levels of participation in decision-making bodies</i>	<i>Women's capacities are not fully realized, their needs and concerns are not voiced and their interests are overlooked in policies and programmes</i>	<i>Women are poorly represented in decision-making bodies. Sociocultural norms and attitudes bar women's participation in decision making.</i>
<i>Poor access to resources</i>	<i>Women are negatively affected by inequitable access to markets, credit, information and relief services, which results in less ability to recover from the effects of disaster</i>	<i>Analysis of credit schemes in five African countries have found that women receive less than 10 per cent of the credit provided to men. Women face more difficulties applying for credit, since they often do not possess assets necessary for collateral</i>

These examples convincingly illustrate that addressing varying needs of men and women in the development of drought preparedness initiatives is a necessary approach from the perspective of human rights, also warranted from an economic viewpoint, since it results in more efficient and cost-effective disaster risk reduction measures. By reducing gender inequalities and empowering women, gender-responsive drought approaches ensure that the needs of men and women are equally met.

Moreover, a gender-responsive approach provides an opportunity to improve the pre-disaster situation by increasing the capacity of both men and women to reduce and mitigate disaster risks and promoting more equitable social relations.

Woman as agents of change in drought affected semi-arid region of north-east Brazil¹⁰

A research study conducted in the late 1990s has brought attention to the ways in which rural women who faced the challenges of drought took initiative to obtain relevant knowledge and improve their livelihoods. The impoverished semi-arid region of northeast Brazil is strongly affected by periodic droughts. Because of the lack of political will, local drought mitigation measures do not effectively reflect the needs of women. As a result, women either migrate to cities in search jobs or have to adapt to the economic challenges of life in the region severely affected by disaster. To improve the situation, local women became involved in drought mitigation measures. The study reviewed how women who stayed in the region successfully organized self-help action groups in cooperation with local and international NGOs to better cope with drought. The NGOs provided practical training to women left behind when their husbands migrated to cities in search of jobs. Women started to discuss their problems and seek solutions, such as acquiring new skills for income-generating activities – sewing, lace making and artisan crafts. In addition, as women became more active in economic and political activities, their efforts have also attracted the attention of policymakers.

Pastoralist Boran Women in Ethiopia: Community Leaders for Drought Resiliency¹¹

Capacity building, including literacy and numeracy skills along with microenterprise training, have been provided to pastoralist women's savings and loan groups in southern Ethiopia from 2000 to 2004 as part of the Pastoral Risk Management (PARIMA) project of the Global Livestock Collaborative Research Support Program. As a result of this initiative, women in impoverished communities of the Borana Plateau, severely affected by the droughts of 1983-1985, 1991-1993 and 1998-1999, became better prepared when facing the 2005-2008 drought cycle by preserving assets, securing access to income and improving food security. Using a community-based approach to tackle drought-related issues, women emerged as leaders, overcoming the constraints of domestic responsibilities. They engaged in local collective action that sprung from their participation in cross-border visits with Kenyan female leaders. The emergence of female activists among the Boran shows that gender roles are not always static: "It was... highly unexpected, given that [in the past] women have been typically limited to performing menial tasks and having a low social profile in this society. Traditional gender roles are distinct for the Boran."

¹⁰ UNISDR (2009): Drought Risk Reduction Framework and Practices: Contributing to the Implementation of the Hyogo Framework for Action, p. 63 with further reference.

¹¹ Ferris, Elizabeth et al (2013): Disaster Risk Management: A Gender-Sensitive Approach is a Smart Approach Chapter 4 of The Year of Recurring Disasters: A Review of Natural Disasters in 2012, p. 80.

Gender Mainstreaming into the national drought plan

Gender mainstreaming is an integrated approach that facilitates equal participation of both women and men in designing a national drought plan to ensure that their varying needs and priorities are addressed fairly.

Gender considerations should be integrated into every stage of the policy planning and implementation process. Gender-based differences and issues should be considered in the design and implementation of all 3 elements (the 3 pillars) of a drought preparedness plan:

1. Drought monitoring and early warning systems
2. Vulnerability and risk assessment
3. Drought preparedness, mitigation and response

The most important step in implementing a gender-responsive approach is identifying the needs and priorities of women and men, boys and girls and to actively engage them as participants in the planning processes. This will allow to assess their capacity and perceptions of drought risks and to ensure that their perspectives are considered in the design of an integrated drought risk management policy.

Women need to be meaningfully involved in identifying and monitoring risks, including developing risk and hazard data and maps, identifying gender-specific aspects of risk and vulnerability, as well as designing appropriate responses to risk (including establishing early warning systems with gender-sensitive communication alerts, media and technology). Drought preparedness and response plans should consider gender-differentiated vulnerabilities and capacities. Women should be equally represented in community drought-management committees, to help devise drought response in ways that promote the importance of women as key agents of change. Using gender-responsive monitoring and evaluation indicators can help assess the overall effectiveness of the national drought plan and related programmes, as well as identify potential areas of improvement.

The following ten actions are key to ensuring a gender-responsive approach throughout integrated drought risk management planning process.¹²

1. Incorporate gender perspectives into drought risk-management efforts at national, local and community levels, including in policies, strategies, action plans and programmes
2. Increase the participation and representation of women at all levels of the decision-making process
3. Analyze drought and climate data through a gender lens and collect sex-disaggregated data
4. Ensure that women are being prominently engaged as agents of change at all levels of drought preparedness, including early warning systems, education, communication, information and networking opportunities
5. Consider the reallocation of resources to achieve gender equality outcomes from the actions planned
6. Take steps to reduce the negative impacts of drought on women, particularly in relation to their critical roles in rural areas in the provision of water, food and energy by offering support, health services, information and technology.

¹²Adapted from UNEP (2012): Gender and adaptation, Capacity development series Africa, p. 23.

7. Include traditional knowledge and perspectives of women in the analysis and evaluation of the characteristics of drought risk-coping strategies and solutions
8. Build the capacity of national and local women's groups and provide an adequate platform that presents their needs and views
9. Consider the level of women's access to technology, finances, health care, support services and security during drought
10. Include gender-specific indicators and data disaggregated by sex and age to monitor and track progress on gender equality targets

3. Gender entry points in the development of a national drought management policy

The table below identifies several gender entry points and general gender-related considerations for the development of a national drought management policy. This is not a detailed or exhaustive manual on how to create a gender-responsive national drought management policy – the tailored design and implementation of actions may depend on the local context. Country-specific approaches should be developed in collaboration with national or local gender experts and organizations or experts with gender expertise. Yet, recognizing that contextually grounding is critical for gender mainstreaming into a drought management policy, country-specific approaches should be developed in collaboration with ~~national or local gender experts~~ and organizations or experts with gender expertise. Pulling in regional or global level expertise could further help to effectively address gender concerns and opportunities in the design of the policy itself and also in the development of gender-related monitoring indicators.

The second part of the document provides a short list of useful resources related to gender-responsive drought and desertification (DDR) policy and project development.

The steps listed in the table is a slightly adjusted version of the steps developed by WMO and the Global Water partnership (2014): National drought Management policy guidelines. A template for action. (D.A. Wilhite). Integrated Drought Management Programme (IDMP) Tools and Guidelines Series 1. WMO, Geneva, Switzerland and GWP, Stockholm, Sweden.

Step	Action	Gender Entry points
1	Appoint a National Drought Plan Task Force	<p>Aim for a balanced representation of women and men among leadership and decision- making positions, and at all levels of staffing</p> <p><i>Ideally a dedicated gender expert is part of the task force to ensure and oversee the inclusion of gender perspectives in the national agenda including communication and education for integrated drought risk management. It provides an opportunity to lay the foundation for gender-responsive work It is also the first instance of establishing what are the relevant gender issues in the drought context</i></p>
2	Define the Goals/Objectives of the Drought Plan	<p>Include within the objective/goal of the plan the achievement of equality between men and women of different ages and increase their access to resilience-enhancing actions. Include a gender-responsive objective among the objectives of the plan. This could for instance state that the aim of the policy is to close any gender gaps relevant to a risk-based national drought management policy such as a commitment to „that both men and women will participate in and benefit from national policy, plan and financial resources equally in all integrated drought risk management activities“</p> <p>Ensure that at least one of the guiding principles of the policy addresses the importance of gender equality and that the national</p>

Step	Action	Gender Entry points
		<p>drought management policy will fully take into account the different needs and priorities of women and men, reflect the socio-cultural norms and address the underlying causes of gender inequality and discrimination against women and other vulnerable groups. For example: <i>It shall be the policy of the State to....(j) Ensure that integrated drought risk management measures are gender responsive, sensitive to indigenous knowledge systems, and respectful of human rights.</i>"</p>
3	Seek stakeholder participation	<p>Encourage a participatory process with consultations and feedback mechanisms with a wide range of stakeholders, including women's and minority group's networks and academia.</p>
4	Inventory data and financial resources available and identify groups at risk	<p>Inventory data The collection of sex-disaggregated data is frequently mentioned in the context of developing gender responsive policies as an area in need of improvement. Indeed, it has been found that data broken down by respondents' sex and age group "are not systematically collected, analyzed or used to their full potential to inform drought planning, preparedness and response. Without this type of data, it is impossible to understand how different groups of people are vulnerable and to plan strategies to increase their resilience. Despite the need for improvement in the collection of sex-disaggregated data, numerous resources exist and new data can be generated easily within the context of developing a national drought management policy.</p> <p>Ensure that inventory data systems that monitor archive and disseminate data on drought and vulnerabilities include sex-disaggregated data and analysis of gender issues. They should be maintained at national and appropriate sub- national levels to a common and compatible standard.</p> <p>Financial resources Insufficient financial resources can hamper the development of a gender responsive integrated drought risk management. Therefore dedicated and adequate resources should be available to develop and implement gender-responsive integrated drought risk management plans at all administrative levels: national, regional, sub regional and local. As a minimum funds should be available for:</p> <ul style="list-style-type: none"> The collection and analysis of sex-disaggregated data; A gender responsive risk mapping and assessment, including a gender analysis of the proposed governance and institutional responses, Gender responsive communication and education activities Development of gender responsive indicators

Step	Action	Gender Entry points
		<p><i>Risk mapping and assessment</i></p> <p>A gender-responsive risk assessment should be precondition for any development planning at national and local level so that gender perspectives and risk reduction concepts will be applied at the beginning in development. <i>(The task force can address these issues early in the policy development process, but more detailed work associated with this risk or vulnerability process will need to be directed to specific working groups at the state or provincial level as they embark on the process of drought preparedness planning. These groups will have more precise local knowledge and will be better able to garner input from local stakeholder groups.)</i></p>
5/6:	Prepare/write the national drought Plan and identify unmet needs and fill institutional gaps	<p>Step 5 and 6 represents a decisive step in the development of a national drought management policy. Accordingly, building gender-responsive integrated drought risk management requires mainstreaming gender considerations into risk assessment, early warning and response governance and institutional arrangements. Because there are differences between women and men in knowledge, skills, roles, responsibilities, access to information, preferred medium for communication, and opportunities for learning, while social constraints and cultural practices also impact women and men differently. All these differences need to be considered in the development of a national drought management policy.</p> <p>Ensure that membership of the sub-committees are gender balanced and supported by gender experts to ensure that gender considerations are addressed from the start. It is also advisable to establish a dedicated gender working group to support the risk assessment committee by identifying cross-sectoral gender gaps, research and capacity building needs.</p> <p>Integrating a gender perspective can improve the effectiveness of mitigation and response, monitoring and early warning systems as it enables more specific and differentiated information to be gathered, and more precise and detailed analyses to be made, which leads to better preparedness and preventive mechanisms, and more accurate and measurable responses, thus reducing loss.</p> <p>Of particular importance is to conduct a gender-responsive drought impact/risk and vulnerability assessment The assessments should include an analysis of existing vulnerabilities and capacities specific to both women and men, an evaluation of the risk faced by both groups considering differing social and economic roles and responsibilities. In this context the availability of sex- disaggregated data and analysis is of high importance.</p> <p>To ensure that the proposed governance and institutional</p>

Step	Action	Gender Entry points
		responses does not unintentionally reinforce existing gender inequalities and delivering change for women beyond the pre-drought status quo, a gender analysis of the proposed governance and institutional arrangements is highly advisable.
7	Communicate/Educate	Engage/consult gender experts and local women's and minority groups to ensure that public awareness and education and capacity-building campaigns are tailored to the specific needs and social behavior of both women and men and reaches them equally.
8	Evaluate the plan	Develop gender-sensitive indicators to monitor progress and evaluate the policy, plan and programs.

4. Tools and resources

Below is a list of resources and tools that can be used in the development of a gender-responsive national drought policy. All publications include a number of additional resources, tools and checklists related to gender-responsive stakeholder inclusion, gender analysis, gender data gathering, indicator development for monitoring and evaluation, and much more.

CARE, UN Women and GIZ (2015): Making it count. Integrating gender into climate change and disaster risk reduction: A practical how-to guide

<http://careclimatechange.org/wp-content/uploads/2015/09/Making-It-Count-EN.pdf>

The guide has been developed for project staff, government and non-government partners for use in the design, implementation, monitoring and evaluation of climate change and disaster risk reduction activities. It gives suggestions on how to practically address gender and women's empowerment in climate change and DRR projects, or projects with integrated climate change and DRR considerations. This guide is designed to complement the wealth of sector-specific resources available for gender, climate change and disasters; it acts as a starting point for further analysis on these topics.

FAO (2016): A gender- responsive approach to disaster risk reduction (DRR) planning in the agriculture sector. Guidance for supporting rural women and men to build resilience in the face of disasters

<http://www.fao.org/3/b-i6096e.pdf>

The training guide is intended primarily for policy-makers and practitioners, who have a good understanding of disasters but limited knowledge of gender issues, and who work on DRR policies, plans, information systems, or other activities related to disaster-prone communities.

The guide provides both theoretical and practical approaches for gender-responsive DRR planning, and also presents stories that illustrate how gender issues cut across men's and women's experiences of disaster risk and can be addressed in DRR decision-making. An overview of a gender-responsive planning process is also provided, with emphasis on how to collect and use sex-disaggregated data and conduct a gender analysis, including a glossary of key terms and a "tool box" of qualitative data collection methods.

The International Federation of Red Cross and Red Crescent Societies (2010): A practical guide to Gender-sensitive Approaches for Disaster Management

<http://www.ifrc.org/PageFiles/96532/A%20Guide%20for%20Gender-sensitive%20approach%20to%20DM.pdf>

The guidelines are intended to help Red Cross and Red Crescent national societies and the International Federation of Red Cross and Red Crescent Societies (IFRC) to incorporate effective gender-sensitive and inclusive approaches into their disaster management strategies when assisting communities prepare for, respond to, and recover from disasters. The publication provides background information on IFRC policies for gender-sensitive disaster management programming. The guidelines identify key issues to consider and actions to take when working on each phase of disaster management to develop disaster risk-reduction (prevention, mitigation and preparedness), response, and recovery initiatives that equally involve and benefit men, women, boys and girls. This includes a specific focus on developing the organizational capacity of national societies to achieve gender equality both in disaster management programming and in general work.

UNISDR, UNDP and IUCN (2009): Making Disaster Risk Reduction Gender-Sensitive Policy and Practical Guidelines

http://www.unisdr.org/files/9922_MakingDisasterRiskReductionGenderSe.pdf

Included in this publication are policy guidelines on gender mainstreaming, along with practical recommendations on how to institutionalize gender-sensitive risk assessments, implement gender-sensitive early warning systems and use gender-sensitive indicators to monitor the progress of gender mainstreaming.

Oxfam (2011); Gender and Disaster Risk Reduction, A training pack <https://policy-practice.oxfam.org.uk/publications/gender-and-disaster-risk-reduction-a-training-pack-136105>

The training pack has been developed for Oxfam, partner organizations and other agencies working in areas associated with DRR. Its purpose is to provide a “gender lens” through which to plan, implement and evaluate DRR activities. The focus is on the operational aspects of projects and programmes, and to a lesser extent on influencing broader institutional policies and practices through policy and advocacy work. The pack aims to develop the skills and competencies of participants in addressing gender issues throughout the project cycle from assessment, analysis and planning to implementation, monitoring and evaluation.

Gender and Disaster Sourcebook (web page)

<http://www.gdnonline.org/sourcebook/index.php>

A one-stop, user-friendly electronic guide to a broad range of resources, including academic publications, in-house reports and documents, first-person accounts, research protocols, good practices, checklists and field guides, gender mainstreaming guidelines, case studies, women’s initiatives, relevant websites, training materials, university syllabi, policy guides, bibliographies, photos and resources for trainers.