

# Women, Girls Boys & Men

## Different Needs – Equal Opportunities



## A Gender Handbook for Humanitarian Action

Draft for Field Consultations  
August 2006

**IASC**  
Inter-Agency Standing Committee



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Gender Handbook in Humanitarian Action***

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**This is a draft for field consultation.**

**From August – November 2006 the Handbook will be sent for inputs from field-based humanitarian actors on the usefulness of the Handbook, seeking to make it field-friendly and practical**

**A PDF and WORD documents of the Handbook are available on <http://www.humanitarianinfo.org/iasc/gender>. Edits in track change or comments on individual chapters are most appreciated.**

**Send comments to: [iascgenderhandbook@un.org](mailto:iascgenderhandbook@un.org) or contact:**

**Kate Burns, UNOCHA at [burns@un.org](mailto:burns@un.org)**

**Tanja Sleenwenhoek, WHO at [sleenwenhoek@who.int](mailto:sleenwenhoek@who.int)**

# Foreword

When war breaks out and disaster strikes, we move. Our job is to provide assistance and protect people during the most traumatic moments in their lives; when they are frightened, lost, uncertain about the future and possessing next to nothing. Whether it is in Indonesia after the Tsunami or the DRC in the midst of fighting, the lives of ordinary women and men, boys and girls are disrupted – changed forever. As professional humanitarian workers we are there to lighten their load by ensuring that they receive the basic necessities of life. It is our responsibility to respect them, help restore the confidence and sense of self dignity that is often destroyed by crisis. Above all we must not exacerbate their situation, cause more stress or expose them to new threats.

In the rush to mobilize support, sort out logistics, coordinate with other colleagues, respond to the demands and questions from HQ, we sometimes lose sight of who we are meant to be helping. We offer protection and distribute aid but can forget that as women and men, boys and girls, they often have different needs, face different threats, and have different skills and aspirations. Ignoring this can mean our assistance is not properly targeted. This can be both wasteful and harmful.

This handbook offers real and practical guidance on identifying and addressing the differing needs and situations of women, men, girls and boys; in other words, being sensitive to gender issues in humanitarian crises. It is not about adding new tasks or responsibilities to jobs that are already tough. It is simply about good, common sense programming.

Understanding gender difference, inequalities and capacities improves effectiveness of our humanitarian response. We must work together to promote gender equality – this is a shared responsibility of all humanitarian actors.

Jan Egeland  
Emergency Relief Coordinator

**This is a draft version for field consultations.  
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# Acknowledgements

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The current version of the IASC Gender Handbook: ***Women, Girls, Boys and Men, Different Needs – Equal Opportunities*** is for field consultation. Extensive field consultations will take place from August-October 2006, subsequently it will be finalised and sent to the IASC for endorsement in November 2006.

We gratefully acknowledge the contributions of the following agencies & organizations who have contributed thus far to the development of the IASC Gender Handbook.

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Office of the Special Adviser on Gender Issues & Advancement of Women (OSAGI)  
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United Nations Population Fund (UNFPA)  
United Nations High Commissioner for Refugees (UNHCR)  
United Nations Children's Fund (UNICEF)  
United Nations Development Fund for Women (UNIFEM)  
United Nations Mine Action Service (UNMAS)  
World Food Programme (WFP)  
World Health Organization (WHO)  
Women's Commission for Refugee Women and Children

For further information on the handbook and the field consultations visit the IASC website [www.humanitarianinfo/iasc/gender](http://www.humanitarianinfo/iasc/gender) or send an email to IASC [genderhandbook@un.org](mailto:genderhandbook@un.org).

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# Acronyms

AIDS	Acquired immune deficiency syndrome
CAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (short form the Convention against Torture)
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CESCR	Committee on Economic, Social and Cultural Rights
CRC	Convention on the Rights of the Child
DRC	Democratic Republic of the Congo
ECE	Early childhood education
EFA	Education for all
ERC	Emergency Relief Coordinator
GBV	Gender-based violence
GenNet	Gender Support Network
HIV	Human immunodeficiency virus
IASC	Inter-Agency Standing Committee
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDP	Internally Displaces Person
IOM	International Organization for Migration
MDGs	Millennium Development Goals
MISP	Minimum Initial Service Packages
MWC	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (short form the Migrant Workers Convention)
NGO	Non-governmental organization
PEP	Post-exposure prophylaxis
PLWHA	People living with HIV and AIDS
SGBV	Sexual and gender-based violence
STI	Sexually transmitted infections
OHCHR	Office of the United Nations High Commissioner for Human Rights
UDHR	Universal Declaration of Human Rights
UN	United Nations

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## Section 1 - The Basics on Gender in Emergencies

### Introduction to the Handbook

When a disaster hits or a conflict erupts, humanitarian actors move quickly to save lives, meet basic needs and protect survivors. In this rush to provide humanitarian response, the appeal to “pay attention to gender issues” often falls on deaf ears and may seem irrelevant. It isn’t. Understanding the gender dynamics or putting on a ‘gender lens’ quite simply means, recognizing the different needs and capacities of women and men, girls and boys. Being blind to or ignoring them can have serious implications for the protection and survival of people caught up in humanitarian crises.

This handbook sets forth standards for the integration of gender issues from the outset of a new complex emergency or disaster, so that humanitarian services provided neither exacerbate nor inadvertently put people at risk; reach their target audience; and have maximum positive impact.

### Purpose

Prepared by members of the Inter-agency Standing Committee (IASC), this handbook aims to provide actors in the field with guidance on analysis, planning and actions to ensure that the needs, contributions and capacities of women, girls, boys and men are considered in all aspects of humanitarian response. It also offers activity checklists to assist in monitoring gender mainstreaming. The guidelines focus on the main cross-cutting issues and areas of work in the early response phase of emergencies. The handbook is also a useful tool to make sure gender issues are included in needs assessments, contingency planning and evaluations of how these issues have been addressed in a humanitarian situation.

### Audience

The target audience for this handbook is field-practitioners responding to emergencies caused by conflict or natural hazards. Humanitarian Coordinators and others in leadership positions will also benefit from this tool which guides field workers on analysing the situation from a gender perspective, implementing activities and measuring effectiveness. The Handbook will also assist donors to hold actors accountable for integrating gender perspectives and promoting equality in all aspects of humanitarian action.

### Structure

The handbook is divided into three sections:

**Section 1: The Basics** clarifies various terms and explains the relevance of gender issues and gender equality in crisis situations.

***Sections 1 and 2 should be studied by all readers and used in combination with the specific sector chapters in Section 3.***

**Section 2: Cross-cutting Issues** covers issues of protection and human rights, participation and coordination.

**Section 3: Areas of work** section provides sector specific guidance. Each chapter begins with a brief overview of gender issues related to the sector followed by a series of questions on what to look for or ask so that programmes are designed and implemented with sensitivity to the different needs of women, men, girls and boys. Specific actions to ensure gender mainstreaming, a checklist of process indicators and a list of resources complete each chapter.

### Who is responsible for addressing gender issues?

We all are. As field practitioners, team leaders and policy makers our job is to make sure that the assistance and protection we provide meets the needs of **all the population equally, that their rights are protected** and that those most affected by a crisis receive the support they need. **We are all accountable.**

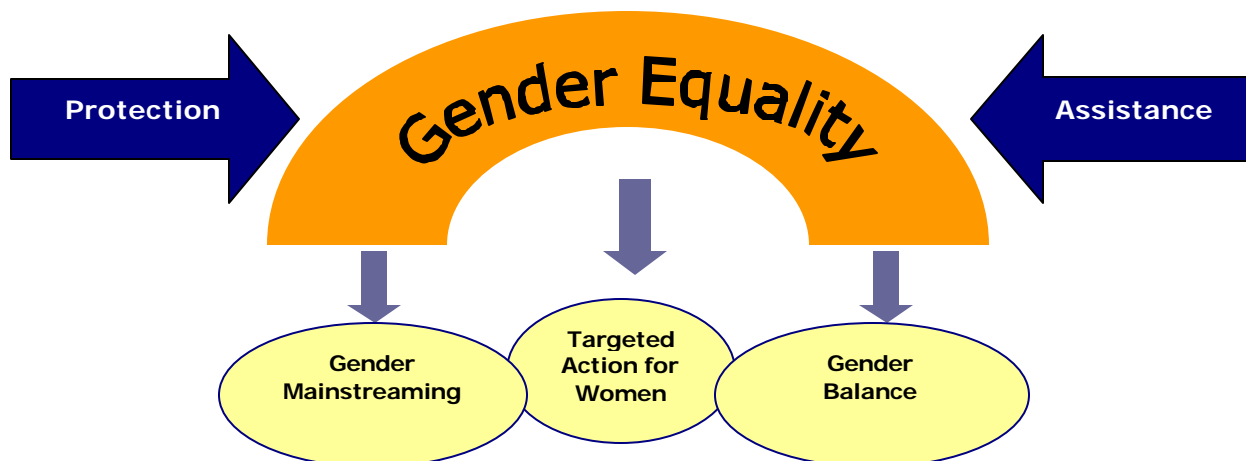
### What is gender?

The term **gender** refers to the economic, social and cultural attributes and opportunities associated with being a woman or a man. In most societies, being a woman or girl, man or boy means facing different expectations due to socially assigned roles which we learn as we grow up. It is about who has power to make decisions and who controls resources. Efforts to work on gender issues are about understanding the roles, capacities and constraints of women, men, girls and boys. Historically, it has included a heavy emphasis on addressing women's needs and circumstances as they are typically more disadvantaged than men. Increasingly however, the humanitarian community is recognising the need to know more about what men and boys face in crisis situations.

**Confusion about gender:** For many people the term 'gender' invokes specific issues. Some think of gender as being about women only. Others consider it to be related to reproductive health matters, or gender-based violence. Confusion about the terminology and some individual and institutional resistance has resulted in ad hoc analysis and action. Many argue that addressing gender issues in programming is akin to 'social engineering' and goes against cultural norms in different societies. But gender is about understanding and addressing the needs of both women and men to promote equality.

**Gender equality** or equality between women and men refers to the equal enjoyment by women, men, girls and boys of rights, socially valued goods, opportunities, resources and rewards. Equality does not mean that men and women are the same but that their enjoyment of rights, opportunities and life chances are not governed or limited by their whether they were born male or female.

Promoting gender equality must be seen as part of the humanitarian community's responsibility to protect and provide assistance to those affected by emergencies. Gender equality has three main strategies: gender mainstreaming, targeted actions for women and gender balance.



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**Gender mainstreaming:** In 1997 the strategy of gender mainstreaming was adopted by the UN system as a means of attaining gender equality. It is short hand for saying that the impact of all policies and programmes on men and women should be considered at every stage – from planning to implementation and evaluation. In crisis situations, mainstreaming of gender from the outset:

- allows for a more accurate understanding of the situation;
- enables us to meet the needs and priorities of the population in a more targeted manner, based on how as women, girls, boys and men, they have been affected by the crisis;
- ensures that people are not neglected and that all needs and vulnerabilities are taken into account;
- facilitates the design of more appropriate and effective responses.

**Targeted actions for women and girls:** Addressing the specific needs and undertaking targeted actions for women and girls is important as in many situations women and girls are more disadvantaged than men, have been excluded from participating and have had limited access to services and support. Targeted actions empower women and build their capacity to be equal partners with men to work towards resolving conflict, solving problems caused by displacement, helping with reconstruction and return, and building durable peace and security. Each sector should identify specific actions that could support the advancement of women and promote gender equality.

**Gender balance:** This term is widely used yet often misunderstood. Gender balance is a human resource issue - the number of women versus men employed by agencies (international and national staff) and in programmes that such agencies initiate or support (e.g. food distribution programmes).

Achieving balance in the numbers of men and women does not mean that people (men or women) are necessarily aware of the gender implications of their programmes and policies. In other words, simply having more women present in the room does not necessarily lead to more gender-sensitive programming nor does it imply that all men are insensitive to gender issues.

However, there is no doubt that a balance of women and men at all levels in the workplace create more possibilities to discuss and address the different impacts of policies and programming on men and women.

### Practical ways for getting a balanced team of men and women

- Widely distribute vacancy announcements to attract a diverse pool of applicants.
- Check that experience and education requirements are not too narrowly defined.
- Where women or men are underrepresented, the vacancy announcement could say "Qualified women/men are encouraged to apply".
- Include both women and men on interview panels.
- Evaluate all candidates against the same criteria.
- Do not assume that some jobs are too difficult or dangerous for women.
- Consider alternative working arrangements to overcome cultural limitations to women's employment, such as the employment of brother/sister teams.
- Provide training on gender and cultural diversity to all staff.
- Offer separate facilities (toilets, sleeping quarters) for women and men; provide child care to staff, where possible.
- Keep all staffing data disaggregated by sex for easy monitoring.

**Different Needs – Equal Opportunities*****Gender balance in humanitarian action: Does it matter?***

Yes, it does. In the field, having both internationally and locally recruited women and men on the team is essential. They may bring different beliefs, values and ways of thinking and other socially and culturally defined attributes to their jobs. They can also have access to and dialogue with men and women in different ways, whether they are displaced populations, local leaders or national authorities. For example, in some situations a man may be better placed to speak with a warlord while a properly trained woman may be better suited to speak with a female survivor of sexual violence.

Moreover, a balanced team is often more effective at reaching out to a wider cross-section of the beneficiary population. For example, in Afghanistan foreign or non-blood relatives could not interact with local women, whereas women working with humanitarian agencies could interact with both Afghan women and male leaders.

Gender balance is not only a step towards attaining equality; it is a critical strategy to build effective and efficient programming.

**Why does gender matter in crisis situations?**

Wars, natural disasters and related crisis situations have profoundly different impacts on women, girls, boys and men. They are at risk and victimized differently. For example, in the 2005 Tsunami, in parts of Indonesia and Sri Lanka up to 80% of those who died were women. Whereas in wars, young men are more often die.

Here are some other ways of understanding why gender issues matter in crisis:

**1. Men and women react differently:** In efforts to resist violence, survive and support their dependents, men and women act differently. This may be stating the obvious, but experience to date shows that these gender aspects of crises are often overlooked and invisible when interventions are planned.

**Changing Gender Roles**

Women heading households are often unable to access services because there is no help with child care or support to collect water or firewood. Single male-headed households often have specific needs as they may not have the skills to cook, to care for young children or do household chores.

**2. Gender roles change across ages and over time:** Often assumptions are made based on stereotypical perceptions of men's and women's roles. Men are seen as perpetrators of violence and women as passive victims. Yet many young men are victimized as they face involuntary recruitment into armed forces. In crisis situations men often have great difficulty in dealing with their changed identity and as a result suffer from depression. Women, on the other hand are often deliberately victimized and physically and sexually attacked but they struggle to regain their sense of dignity by sustaining their roles as care-givers or taking on new responsibilities. These changes in 'gender roles' can create significant tensions between men and women when the crisis subsides or settles into a camp routine.

**3. Power dynamics change:** Effective humanitarian interventions must consider the different needs and capacities of men and women, as well as the power relations that affect their ability to access support. Often women take on new roles or step into the vacuum left by men. Men may not be able to play their traditional role as wage-earner or provider. They may be humiliated by not being able to protect their family from harm. Humanitarian actors must take these issues into account to tailor interventions so that you do not harm

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men or women or exacerbate the situation. It is essential to ask *women and men* their opinions on how to address these difficulties in a culturally acceptable manner.

**4. Men and women bring different issues to the table:** When assessing or analyzing a situation, who you consult with has implications for what you hear and understand. Men and women often highlight different concerns, and bring different perspectives, experiences and solutions to the issues. They also have differing perceptions and concerns regarding culturally acceptable practices. A clear and accurate picture of a situation cannot be attained if 50% or more of the population has not been consulted. It can mean that 50% of the information needed is missing.

**Brings Different Issues**

In Afghanistan UN Mine action programmes sent out only male-teams to conduct a landmine survey. They were unable to effectively consult Afghan women in rural villages who had information about different tracts of land. Thus the survey was incomplete in the first round.

***Does Consideration of Gender Equality Matter in Humanitarian Response?***

In life and death situations isn't the question of gender equality a luxury? That's what many people think. But in reality, equality is neither a luxury nor about privileging women over men, or vice versa. Gender equality is about ensuring that the protection and assistance you provide in emergencies is planned and implemented in a way that benefits men and women **equally**, according to an analysis of their needs as well as their capacities.

In many instances, attempting to integrate principles of equality into programmes requires the active involvement and support of men. Otherwise the risks are that:

- women are faced with an added burden of responsibility and perhaps risk of backlash from men;
- critical issues relating to survival and health are marginalised and relegated to 'women's issues' (for example, HIV/AIDS awareness and condom use should be promoted among men as well as women);
- men may not take women's participation seriously and this can place women in a more difficult situation;
- threats or risks facing men are not adequately understood or addressed.

Men may lose some of their status and authority as emergencies destroys traditional family and clan structures. Men who have been the traditional leaders and wielders of power may resent the interference of women in the male domains of providing security to the family, bringing food to the household, or engaging in economic activity. Understanding the nuances of masculinity in the contexts of each situation and gaining the support of men for women's, men's girls' and boys' involvement in traditionally older male activities will be crucial to the success and sustainability of the humanitarian response.

Finally, gender equality is a critical step towards development. Crisis situations radically affect social and cultural structures, changing men's and women's status. They often provide a window of opportunity for addressing gender-based discrimination and rights violations. If humanitarian interventions are not planned with gender equality in mind, not only do the chances of doing greater harm increase, but also the opportunity to support and promote equality in livelihoods between men and women can be lost.

## What is gender analysis?

**Gender analysis** is a means of understanding the relationships between men and women, girls and boys and their access to and control of resources, their activities, and the constraints they face relative to each other. A gender analysis should be integrated in the humanitarian needs assessment and in all sector assessments or situational analyses.

**Ask the questions:** When conducting your assessment always ask questions with a view to understanding the possible differences in experience for men and women, boys and girls.

**Put women, girls, boys and men at the centre of your assessment:** Gender analysis starts with the smallest units – the family – to understand how each family member participates, what role they play and what they need in order to improve their well-being, security and dignity. For example, what factors affect access to services? Is there a difference between male/female consumption of food within families? Who decides on the use of resources? Insight into these dynamics can help ensure that you channel your assistance through the most effective means.

**Understand the cultural context:** Gender analysis also provides insight into cultural understanding of terms and roles. For example, notions of 'head of household' can vary. Often being a widow or a single mother has serious implications in terms of access to goods and services. In some instances male family members may want to assert control. The analysis of relations and roles can help identify vulnerabilities, potentials for backlash and also solutions to critical issues.

**Coordinate & cooperate:** Effective gender analysis in the context of a crisis requires that in every sector or area of activity field workers ask whether and how the situation affects men and women differently, and how your programme will address the issues, so that everyone's needs are met. It is essential that different humanitarian actors communicate and share information with each other about gender differences, so that programmes can be well coordinated.

**Don't make assumptions:** Gender analysis helps explain the different ways women and men, girls and boys are affected by or participate in the political, economic, social and cultural decisions made in a society. Be aware of who is making the decisions.

**Don't reinvent the wheel:** There are plenty of resources inside and outside the humanitarian community to help you understand the gender dimensions of any situation. Read up! Make sure you have the right documents. Contact the experts. Make sure that you do not plan your programme on an incorrect or incomplete gender analysis.

### The Main Message

Gender analysis allows you to understand who in the population is affected by the crisis; what they need; and what they can do for themselves. Thinking about the gender dimensions of your work improves what you do, how you do it, and what effect you have.

**It is simply about good programming.**

### Gender Analysis: Main Points

1. Always ask about the differences between men's and women's experiences.
2. Undertake participatory assessment with women and men, girls and boys together and separately.
3. Use the information to guide your programmes.

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**Consult with the entire affected population:** Systematic dialogue with women, girls, boys and men – both separately and in mixed groups – is fundamental to good humanitarian programming. In some cultures men will not speak about certain issues in front of women and visa versa. Women may defer to men in terms of defining priorities. In women only groups, women may be more willing to address how best to approach men so that there is no backlash against women's increased activism. Adolescent boys and girls may have different ideas as well as needs that will not be captured if only adults are consulted.

### Who are representative leaders?

In Darfur, Sudan, the humanitarian community consulted 'local leaders', or 'sheikhs' as partners in the distribution of food and goods. The assumption was that as leaders they had a constituency. Yet the lack of gender analysis resulted in a disregard for existing leadership among women. Over time the distribution system was abused by some male leaders and also contributed to silencing women's voices even more.

**Analysis to action:** Use the information you gathered to inform your programmes. This may at times mean significant changes or reallocation of resources – that's ok, so long as it makes your programme more targeted to the needs of the population affected by the crisis. Too often we resolve the difficulties by adding a single, 'feel good' project. Typically though, you will need to integrate gender into your major programmes and have specific initiatives targeting particular populations- e.g. widows or young men.

**Assess and adjust:** The situation on the ground changes constantly, so do people's protection risks and needs. Through regular consultations using participatory approaches with the people affected by the crisis, you will find out if your programming is working. Adjust your programming to meet the needs of the people.

## Why is sex-disaggregated data important in crisis situations?

Unless we know who is affected, men or women, girls or boys, and who among them is the most at risk, the services we provide may be off target. Data on the population affected by the crisis should always be broken down by age and sex and other relevant factors such as ethnicity or religion.

### The Main Message

Sex and age disaggregated data should be collected and analysed routinely to understand the impact of the humanitarian response on the total population.

The breakdown of the affected population by age and sex including single headed households by age and sex should be routinely collected. In addition, sex disaggregated data on at-risk populations such as the disabled, orphans and victims of violence should be collected to ensure that their gender-specific needs are being addressed.

Data on who benefits from assistance during an emergency should also be reported by sex and age. For example, if reporting on who participates in training or food for work activities - always report the sex and age of the participants. Without this breakdown it is impossible to ascertain who benefits or if assistance is reaching the population proportionately. For example, if 100% of participants for food for work activities are women one would ask why men are not represented. Good data and good analysis are key to identifying which groups are being marginalised and for what reasons.

**CHECKLIST OF INDICATORS – THE BASICS**

<b>Gender analysis</b>	<b>Status</b>
1. All needs assessments have included gender issues in the information gathering and analysis phases.	
2. Women, girls, boys and men are consulted (together and separately) about their concerns, protection risks, opinions and solutions to key issues.	
3. Mechanisms for routine exchange of information with the population affected by the crisis are established and are functioning.	
<b>Gender balance</b>	
4. Sex breakdown of local and international staff working in the humanitarian situation by sector are routinely collected and analyzed.	
5. Sex breakdown of people in decision making/senior positions are monitored.	
6. Needs assessment teams have equal numbers of men and women.	
<b>Disaggregated data by sex and age</b>	
7. Data is being consistently collected and analysed by age and sex.	
8. Sex-disaggregated data is included routinely in reports and the implications for programming are addressed.	

**Resources**

1. Office of the Special Adviser on Gender Issues and Advancement of Women. *Office of the Focal Point for Women in the United Nations Background*. New York, NY. <<http://www.un.org/womenwatch/osagi/fp.htm>>.
2. The Consultative Group on International Agricultural Research. *Gender and Diversity Program – Purpose of the G&D Program*. Nairobi, Kenya. <<http://www.genderdiversity.cgiar.org/>>.
3. United Nations High Commissioner for Refugees (UNHCR). *UNHCR Handbook for the Protection of Women and Girls (Provisional Release for Consultation Purposes)*. New York, NY. June 2006.
4. United Nations Office of the Secretary-General. *ST/SGB/2003/13. Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse*. New York, NY. 2003. <<http://www.un.org/staff/panelofcounsel/pocimages/sgb0313.pdf>>.
5. World Food Programme (WFP). *Gender Policy 2003-2007: Enhanced Commitments to Women to Ensure Food Security*. See commitment VIII. Rome, Italy. 2002.

## Section 2 – Cross-cutting Issues

The following issues are among the most important cross-cutting issues to address as they are integral to all areas of work in humanitarian response.

1. **Coordination**
2. **Participation**
3. **International Legal Framework for Protection**

### Gender and coordination in humanitarian response

Coordination is essential to effective programming and response. When it comes to addressing the gender dimension of humanitarian responses, the exchange of information and collaboration across the UN system and with international NGOs and local civil society is crucial.

Establishing a **Gender Support Network (GenNet)** is one means of improving coordination (See Box 1), particularly where there are designated gender advisers and organisations that have specific expertise. The main purpose of the network is to facilitate dialogue making sure that people are informed of key issues and developments in terms of the changing roles, needs and conditions of men and women, boys and girls in the community affected. It is a means of encouraging more integration of gender perspectives into all programmes.

Gender is not an 'issue' or a sector on its own. It is integral to every issue and area of work. It is not a stand-alone matter.

A gender network is comprised of representatives from the government, civil society, NGOs and UN agencies. However, a network is only as effective as its members and if the participants are not at a senior enough level or have only advisory capacity, they cannot be fully effective.

In complex or large scale emergencies, an inter-agency **gender expert or adviser to the Humanitarian Coordinator** is also necessary to provide technical support and guidance to practitioners, and to help adjust programming to ensure better coordination and integration of gender perspectives. (See Box 2 for Terms of Reference for Gender Experts).

#### Isn't the gender adviser responsible for gender issues?

No. Often we assume that the gender adviser on the team is responsible for all things gender-related. But that's a recipe for failure. Gender advisers cannot have complete knowledge or expertise in every aspect of work done. Even if he or she does, typically they are working alone, or at best with a team of one or two people. They cannot possibly be present in every sphere.

**So why do we have gender advisers?** Gender advisers can provide advice and guidance to other technical experts. They can help to think, plan and design assessments and interventions so that gender dimensions are not lost. They can point to gaps in information and data. Often they are also knowledgeable about existing local women's organisations that can provide additional information and ideas for addressing difficult problems. Through the GenNet they can ensure that there is communication across different sectors.

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In addition to the GenNet and the Gender Adviser, it is important that all actors, as they coordinate, assess, prioritise and implement programmes, continually ask the basic questions – are they addressing the differential needs of women, girls, boys and men; are they including men and women in decision-making, drawing and building on their capacities? Whether it is among health workers, food delivery services, human rights observers, water and sanitation experts or mine action people, these questions are pertinent to ensuring an effective response.

### Coordination on gender issues in humanitarian response

No single intervention, individual actor or organization can effectively address the diverse needs of men and women alone, particularly if other entities in the field are not sensitive to these gender differences. To be effective it is important to:

- **Assess the situation and needs together:** because gender issues cut across all areas of work – it is useful and important to analyse the social, political, economic and military environment as they affect women, men, boys and girls, as well as their immediate survival needs. This provides better understanding of the dynamics and impact of an emergency or crisis, and enables field practitioners to identify practical ways in which they can work together.
- **Develop common strategies:** assistance is most effective when all the actors and partners share goals and are able to identify common priorities. When it comes to analysing gender dimensions, the lack of establishing common priorities can lead to short-term projects being developed without seeing how they can be scaled up to address needs more widely.
- **Convene coordinating forums:** meetings with all actors, including donors, local and government representatives and humanitarian workers are necessary to map out response activities. The meetings can not only help raise awareness among stakeholders about the differential needs of women, men, boys and girls, but also ensure that these perspectives are helping to inform and shape interventions in all sectors.

Indicators of gender coordination efforts in emergencies	Status
1. One or more gender experts are deployed in the emergency situation.	
2. A gender network is established with representation from all clusters/sectors. It meets regularly and systematically assesses and reports on the gender dimensions of each area of work, as well as gaps and progress in achieving its Terms of Reference.	
3. Disaggregated data is collected, analyzed and used in planning and implementation.	
4. Each sector/cluster has a gender action plan and routine reports on status of gender indicators provided in the IASC Gender Handbook.	
5. The gender dimensions are integrated into the trainings provided to field actors in all sectors/clusters and cross-cutting issues	

**Different Needs – Equal Opportunities****BOX 1****Terms of Reference for a Gender Network in Humanitarian Situations**

**Purpose:** The Gender Network (GenNet) will support and undertake activities to ensure that the gender dimensions all clusters/sectors in emergency situations are being addressed.

**Chair:** An agency with strong gender expertise or a co-chairing arrangement is a good option.

**Composition:**

- All sector and cluster leads should send senior representatives to the GenNet
- Membership should include local women's groups, NGOs, and UN and Government representatives from various line-ministries.

**Activities:**

- Ensure that a gender analysis of the situation has been carried out and documented for all actors to use.
- Promote networking and information sharing on the gender dimensions of all assistance and protection areas of work
- Use the IASC Gender Handbook as a tool to provide guidance on gender mainstreaming in the various clusters/sectors.
- Increase public awareness and advocate for gender-related issues.
- Ensure the availability and use of sex-disaggregated data. Assist in the collection and analysis of sex-disaggregated data and train actors as needed.
- Support partnerships between civil society organizations, the government and the UN/NGO community.
- Assist in preparing gender sensitive action plans for each sector/cluster
- Provide training as needed on the gender dimensions of emergency situations.
- Routinely meet and provide reports to the Humanitarian Coordinator.
- Routinely monitor the progress in gender mainstreaming by using the checklist in the gender handbook.

**Box 2****Terms of Reference for a Gender Expert in Humanitarian Situations**

The overall goal of the Gender Expert is to facilitate the integration of gender perspectives into the emergency relief operations. The Gender Expert would support the Humanitarian Coordinator's role in promoting gender equality in the humanitarian operation.

**Major tasks include:**

- Conduct (consolidate) a gender analysis of situation and use this information to develop, with partners, gender-sensitive action plans for various sectors.
- Facilitate and support the integration of gender perspectives in the various sectors/clusters by providing direct technical support to various actors.
- Facilitate the smooth running of a gender network.
- Provide support to the collection and analysis of sex-disaggregated data throughout all humanitarian programmes, including in the Humanitarian Information Centre.
- Form strategic alliances with key actors internally and externally to advocate for gender-sensitive programming
- Advise and assist in the development of gender-sensitive training and orientation materials, adapt existing training resources and support their integration into internal and external training initiatives.
- Routinely use the gender handbook and monitor the progress in gender mainstreaming by using the checklist in the gender handbook.

## Different Needs – Equal Opportunities

## Gender and participation in emergencies

## Why should people of humanitarian concern participate?

The aim of humanitarian action is to address the needs and rights of people affected by armed conflict and disaster. This includes ensuring their safety and well-being, building on their strengths and capacities, and preventing further harm. To be effective, programmes must therefore be centred on the needs of individuals and communities. The best way to know their needs and solutions, and to design and assess programmes is through direct dialogue with persons targeted for humanitarian action – women, girls, boys and men - and involving them in programme design, implementation, monitoring and evaluation.

**Why is participation important?**

The active participation of people affected by crisis in identifying needs and designing and implementing relief programmes to address those needs, substantially improves programme effectiveness and sustainability.

Decisions on *who* participates, *how* they participate and *for what purpose* also shapes the impact of humanitarian action. When sufficient consideration is given to these decisions, participation becomes an extremely effective tool to:

- Minimize the risk of exclusion of certain groups during the design and delivery of goods and services.
- Recognise the power dynamics among groups (political, social, economic, gender etc) with control over resources and those without.
- Allow for a more holistic, comprehensive understanding and subsequently more effective response.
- Enhance accuracy of needs assessment data.
- Help individuals and communities to identify actions to take on their own behalf.
- Set the foundation for greater self-sufficiency, safety and protection among individuals and communities, and more sustainable programme results in the long-term.
- Ensure that the participation is meaningful and effective for the individual and the humanitarian actor.

**Participation Matters**

If people do not participate – they experience:

- loss of dignity
- feelings of worthlessness
- feelings of powerlessness
- increase in mental/psycho-social illness

## Who participates?

Any approach should consider the categories of participants and relevance of their engagement to the humanitarian action, such as:

- **Individuals** – women, men, boys and girls including the older persons, for example through focus groups, random surveys, camp walkabouts, registration exercises;
- **Community** at-large – for example through ‘representative’ collectives such as elders, traditional decision makers, teachers, health care workers, national authorities;
- **Local networks/organizations** – such as local non-governmental organizations, informal youth or women’s networks. These may be engaged in service delivery, human rights monitoring, community awareness, or sharing issues of common interest.

### **The Right to Participate**

The international human rights framework includes the right of those affected by key decisions to participate in the relevant decision-making processes. The right to participate is reflected in numerous international instruments, including the International Covenant on Economic, Social and Cultural Rights and the Declaration on the Right to Development. A policy or programme that is formulated without the active and informed participation of those affected is most unlikely to be effective. UN Economic and Social Council: Poverty and the International Covenant on Economic, Social and Cultural Rights. 10/05/2001.

#### **The Right to Participate and the Right to Information**

Participation in humanitarian action is also linked to a person's rights and related to the use and access to information. This is enshrined in international instruments for example:

**The Universal Declaration of Human Rights** (1948) states: "Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers."

**The International Covenant on Civil and Political Rights** (1966) states: "Everyone shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice."

**The UN Declaration on the Right to Development** (1996) states "the right to development is an inalienable human right by virtue of which every human person and all peoples are entitled to participate in, contribute to, and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realized"

**The UN Guiding Principles on Internal Displacement** (1998) states "At the minimum, regardless of the circumstances, and without discrimination, competent authorities shall provide internally displaced persons with and ensure safe access to: (a) essential food and potable water; (b) basic shelter and housing; (c) appropriate clothing; and (d) essential medical services and sanitation. Special efforts should be made to ensure the full participation of women in the planning and distribution of these basic supplies".

**UN Security Council Resolution 1325** (2000) reaffirms "the important role of women in the prevention and resolution of conflicts and in peace-building, and [stresses] the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution".

**The Sphere Humanitarian Charter and Minimum Standards in Disaster Response** has a Common Standard on Participation to ensure "the disaster-affected population actively participates in the assessment, design, implementation, monitoring and evaluation of the assistance programme".

**Different Needs – Equal Opportunities****What is the policy on gender and participation?**

The **IASC Policy Statement on Integration of a Gender Perspective in Humanitarian Operations** (Policy Statement) commits *as a priority* to “the participation of women in the planning, designing and monitoring of all aspects of emergency programmes”. The statement singles out women in recognition of their particular needs and contributions in humanitarian crises, and seeks to better ensure their equal access to programme and policy decision makers. Women typically have less access than men to decision makers—due to factors such as literacy or language skills (which can affect their ability to communicate with service providers), community leadership (typically male representatives in the “formal” decision making spheres), mobility and time (women and girls undertake childcare or household duties). If not recognized and addressed appropriately, these obstacles can also restrict women’s ability to participate effectively in all aspects of humanitarian action.

Since issuance of the policy statement and focus on women’s participation, more is also understood on the importance of creating *integrated* approaches which benefit all and which include the participation of the range of persons impacted by the intervention—men, women, boys and girls, including the elderly.

The Policy Statement also commits to “integrating capacity building of women’s organizations in humanitarian response and rehabilitation and recovery phase”. As described below, there are different ways to use participation as a means of enhancing the capacity of local organizations in humanitarian response.

***Seeking out Voices: UNHCR’s Participatory Practice in Sierra Leone***

In Sierra Leone UNHCR instituted a system of refugee participation in eight refugee camps, to ensure that the views and concerns of all refugees were expressed to UNHCR, government, and implementing partners. UNHCR invited its partners to solicit refugees’ views on how they could best participate in camp management. Through regular discussions, it was realized that some important concerns were not being adequately addressed by the camp management or UNHCR staff - either because the issues were not reported, or because they could not be properly addressed by camp management.

Refugee women stated that most decision-making was male-dominated and that husbands, collected and kept custody of family entitlements including food and non-food items. A new representation system was established, comprising:

- a Refugee Executive where members were elected through universal voting and positions reserved for women and youth;
- a Committee of Elders with advisory capacity to the Refugee Executive, representing ethnic groups and religious denominations;
- a Grievance Committee to administer justice and by-laws; and revamping of the current system through subcommittees (e.g. on child protection, sexual and gender based violence) to monitor implementing partner activities and advocate for refugee welfare.

The new system also facilitated wider refugee participation in camp management, and promoted transparency and accountability in service provision. Some refugee subcommittees worked directly to address specific protection concerns. Refugees were made aware of their entitlements and rights and further empowered to govern their own issues. While the number of female volunteers for the central committee was low despite community sensitization over two years, women did participate in subcommittees. Women’s participation in camp administration and other sector activities increased to 45% in most camps. The Refugee Executive is also engaged in UNHCR and partners’ planning efforts through consultations in each camp, reviewing ongoing programmes and determining future priorities.

## How to ensure effective participation?

### Set the foundation

Participants bring information and solutions, but must also be given sufficient information or support in order to participate in a meaningful way. This is related to the ethics of participation and includes attention to:

- **How a request for participation is conveyed**—being clear on what we are asking and why. What is the relevance to the individual or group? Why are they sought out (as young mothers, ex-combatants, perceived marginalized group?)
- **Empowerment and leadership**—what *information* do they need to know (on existing issues, their rights, obligations or objectives of the humanitarian actor, role of national authorities) to help empower their participation and maximize relevance and impact to both the participant and the humanitarian actor. Women might require different information than men; girls from boys; adolescents from the elderly. What special *support* do they need to participate (e.g. advance notice for meetings; transportation; child care; mechanisms of redress)?
- **Building trust by proving information back** to the participants and the wider community. This demonstrates how the information was interpreted and applied by the humanitarian actor; can be replicated as a regular mechanism for feedback on results and expectations; shows that participants' participation was meaningful and taken seriously. It is also important to verify with the wider community on whether the type of participation, and the selection of participants were appropriate (e.g. trusted by the community, took action such as disseminated information or raised the appropriate concerns and solutions). If done effectively, providing information back can help to encourage future participation.

#### The 3 Key Indicators for Participation:

1. Women and men of all ages from the disaster-affected and wider local populations, including vulnerable groups, receive information about the assistance programme, and are given the opportunity to comment to the assistance agency during all stages of the project cycle.
2. Written assistance programme objectives and plans should reflect the needs, concerns and values of disaster-affected people, particularly those belonging to vulnerable groups, and contribute to their protection.
3. Programming is designed to maximize the use of local skills and capacities.

The Chapter also provides important **Guidance Notes** on achieving the indicators through *representation, communication & transparency, local capacity, and long-term sustainability*.

The Sphere Project (2004)

### Implement participation standards

Ensuring the highest standard of ethics in participation is key in safeguarding the rights of participants. This can be achieved when it is clearly understood that participants:

- are not required to participate in the assessment if they prefer not to;

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- are not prompted to give information in public which embarrasses them, makes them feel uncomfortable, relive traumatic experiences or endangers their lives;
- are told the purpose and process of the assessment and be informed of its limitations, so that false expectations are not raised;
- are aware of any potential risks or inconveniences associated with participation in the assessment (e.g. time away from family or job, reminders of traumatic experiences);
- are told of the potential benefits arising from the assessment. The information they give might help improve certain conditions for others. However, they may not receive any direct financial or other personal gain from participating (except for possible compensation for travel expenses, if the meeting takes place some distance away from their normal residences);
- are reassured that confidentiality of information sources will be respected. Individuals must not be exposed to protection risks because of their participation (e.g. victims/survivors of sexual or gender-based violence (SGBV) becoming known to the community, boys recruited by armed elements subjected to reprisals for discussing their difficulties, internally displaced persons suffering repercussions);
- are permitted to express themselves freely without interruption and without having the information they provide “challenged” negatively (e.g. if parents say they cannot afford to send their children to school, they should not be asked why they never went to see the social worker). Empathy should guide all interactions with people of concern;
- are given the names of contact staff or implementing partners with whom they can follow up in case they have personal questions; and
- are kept informed of how the information they provide is being used and of any follow-up actions taken; they should remain involved in the process throughout.

**What are the entry points for participation in humanitarian action?**

Humanitarian action has many components. Each presents different opportunities for people affected by the crisis to participate and will impact the method of their participation. Entry points for participation in humanitarian action include when:

- Conducting assessments.
- Setting priorities with communities and households.
- Programme planning, design, implementation, monitoring and evaluation activities.
- Designing leadership and decision making structures.
- Advocacy, awareness and education initiatives in communities.
- Establishing committees, subgroups and others structures for information gathering, decision making and implementation.

Through each of the points of entry, agency personnel should include the participation of a broad range of community members - including women, men, boys and girls as each population has specific needs and contributions based on their age and gender.

**Conducting assessments:** Participation and outreach including through assessments, should be undertaken in the early stages of a crisis. Assessments should build on what is known in a crisis and be anticipatory, considering needs as well as risks. Assessment teams should be gender balanced. Team members should have the requisite technical capacity and language skills required to carryout the mission objectives. Ideally, members should have local knowledge and experience in the country or region of disaster. The gender balance and language considerations are particularly vital in ensuring outreach to persons who otherwise

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lack access to decision makers due to language or literacy barriers (such as the elderly, illiterate or non “English” speaking; minority groups) or, as for women, the preference and greater comfort in speaking with females rather than males.

**Community-based approaches:** Community-based approaches seek to motivate women, girls, boys and men in the target community to participate in a process that allows them to express their needs and to decide their own future with a view to their empowerment, ownership, and sustainability of well-being. It requires recognition that they are active participants in decision-making. It also seeks to understand the community's concerns and priorities, mobilizing community members and engaging them in protection and programming. The focus is on supporting target populations to organize themselves to solve their own problems. The role of the humanitarian assistance community is to build, rebuild, or strengthen the community's capacities to respond to and prevent protection risks and to make decisions over access to and use of resources. This should incorporate informing communities about their human rights, the obligations of national and international authorities, and appropriate avenues for redress when violations to their rights occur.

**Identify local groups, networks and collectives.** There are many missed opportunities for building capacity of groups. Identifying even informal networks of women or youth groups from the outset of humanitarian action is an important element of building capacity. As local groups are identified, humanitarian actors can better understand their immediate needs and consider ways to support their participation in programme delivery and monitoring, as well as community advocacy. For example, including representatives in training and information exchanges (see below) can be a means of empowerment and knowledge transfer; providing small grants can enhance current activities and bolster their reputation in the community; encouraging expansion of the network to other camps or communities through providing transportation or occasional fora for information sharing can be a good way to broaden the impact of a project.

**Training and information exchanges:** Representatives of local groups and networks should be included in training and information exchange networks as a means to enhance their ability for meaningful participation as well as to enrich the training received by humanitarian actors. Such inclusion should reflect the group's sectoral expertise (women's groups are traditionally in health and education; youth may focus on sports or informal education) as well as broader issues such as codes of conduct, operational guidelines and community mobilization. Such joint sessions can be used to build trust, establish common goals and responsibilities, and set the groundwork to support local networks over the long term.

**Meetings:** The World Food Programme (WFP) booklet on Participatory Techniques suggests meetings focus on the following elements:

- **Time.** Have a set time for the meeting, advertised as far in advance as possible. Ensure that the time is convenient for those who have been invited. Knowing the daily schedule of the community, especially in terms of gender differences, will have a lot to do with the number of men and women [and adolescents] who will attend.
- **Venue.** The place where the meeting will be held should be comfortable for the number of people expected, convenient to get to for those invited, and available.

### Assessment and Program Design & Monitoring: UNHCR's Participatory Assessment Tool

UNHCR's Participatory Assessment Tool gives comprehensive information on methods for engaging community and individual participation in assessment including how to:

- **Map diversity.** Better understand communities by breaking them down according to age, sex, ethnicity, caste/clan, religion, socio-economic status, level of education, whether urban or rural, and any other social distinction, in order to gain a representative sample of the different people who live in the operational context. This process assists in identifying which groups may have been overlooked or might not have participated as yet. For example use registration and data systems to ensure all are represented.
- **Ensure broad representation** by engaging the community in mapping exercises such as meetings and discussions for example through separate subgroups of men and women; meetings with groups or individuals with particular needs or risks; engaging existing leadership structures; and via structured and semi-structured focus groups at both the community and household levels.
- **Use various methods of inquiry** such as observation, spot-checks and informal chats at playgrounds, classrooms, firewood-collection areas, markets, transportation hubs, entrances to UN Offices, and queues for non-food items as a way to check conditions and better understand what individuals think about their situation, how they are organized and solutions they can offer to address needs and risks.

The Tool also gives guidance on incorporating the information gathered into program design, delivery and analysis such as:

- **selecting themes for analysis** for example through incorporating information gathered into country operations plans and budget planning cycles—to help guide the focus on identifying root causes and ensuring solutions are geared toward systemic, holistic and inclusive impact.
- **linking the information gathered and analysed to program design, implementation, and accountability of community and agency.** For example establishing “multisectoral teams” combining program, community services and senior management to undertake the assessment, analysis and commitment for action rather than “focal points” on gender, women or children; timing the assessments with Country Operations Planning; Budget Planning; ensuring feedback and analysis with the community.

- **Community meetings.** These must be extremely well-planned, and well facilitated to be successful. Points to remember:
  - follow local meeting conventions such as opening with a prayer, or having the local authority open the meeting;
  - have a clear purpose to the meeting, and clarify this purpose when opening and closing the meeting;
  - advertise the meeting through local authorities well in advance, and follow up a few days before with reminders.

**Coordination structures and mechanisms.** Local groups and even individual advocates (youth, women, elderly) should have a voice and a role in coordination. Depending on the context, they may be engaged as actors in coordination (arrange meetings with peers to discuss and resolve issues of concern); invited to coordination meetings—provided they are

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given sufficient information to participate—and in some cases, monitor coordination issues such as distribution systems.

Checklist of Indicators on Participation	Status
1. Women and men of all ages affected by humanitarian emergencies receive information on the programme and are given the opportunity to comment during all stages of the programme cycle.	
2. Balanced representation men and women in all groups is achieved.	
3. Programmes are based on the willing cooperation of the affected population.	
4. Special fora exist for the participation of women and youth.	
5. Programme objectives reflect the needs, concerns and values of all segments of the population affected by humanitarian emergencies.	
6. Assessment results are communicated to all concerned organizations and individuals.	
7. Mechanisms are established to allow all segments of the affected population to provide input and feedback on the programme.	
8. Specific outreach established for individuals who are marginalised, for example, the homebound, disabled or others who may have problems accessing services.	
9. Programming is designed to maximise the use of local skills and capacities, including the skills and capacities of women and youth.	
10. Programmes are designed to build on local capacity and do not undermine peoples' own coping or other strategies.	
11. Programmes support, build on and/or complement existing services and local institutional structures.	
12. Local and national governmental organizations are consulted in the longer-term design of programmes.	
13. Trainings and workshops undertaken with the inclusion of representatives from the community and local groups and networks such as youth groups, women's organizations and other collectives.	

**Resources: Participation**

1. Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP). *ALNAP Global Study on Consultation and Participation of Disaster-Affected Populations: Practitioners' Handbook*. London, UK. 2003.
2. The Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response. *The Sphere Handbook: 2004 Revised Version*. Geneva, Switzerland. 2004. <http://www.sphereproject.org/content/view/27/84/lang.English/>.
3. United Nations High Commissioner on Refugees. *Participatory Assessment Tool*. Geneva, Switzerland. 2005.
4. World Food Programme. *Participatory Techniques and Tools – A WFP Guide*. Rome, Italy. 2001.

## **The International Legal Framework for Protection**

### **A Common Goal**

The concept of protection encompasses all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (human rights, humanitarian and refugee law), without discrimination of any kind.<sup>1</sup>

Protection is first and foremost the responsibility of the State. However, human rights and humanitarian actors also have protection responsibilities, and our policies, programmes and operations should further realization of the equal rights of women and girls in accordance with the relevant bodies of law. Mainstreaming a gender perspective in all our policies, programmes and operations in order to achieve gender equality forms an important aspect of our protection responsibilities.

Protection activities fall into three broad categories:

- ❖ Responsive action - activities undertaken in the context of an emerging or established pattern of abuse and aimed at preventing its recurrence, putting a stop to it, and/or alleviating its immediate effects;
- ❖ Remedial action – activities aimed at restoring people’s dignity and ensuring adequate living conditions through effective remedy and reparation, including supporting due process of law and justice for victims while combating impunity; and
- ❖ Environment building – activities aimed at creating or consolidating an environment conducive to full respect for the rights of individuals.

The goal to protect is a common goal which all humanitarian and human rights actors share. The activities that different actors undertake to achieve protection will vary according to specific institutional mandates and capacities. For example, human rights staff may protect women and girls by monitoring and investigating abuses and working with national authorities to open judicial inquiries and pursue prosecutions of perpetrators. Humanitarian staff may protect their right to life by ensuring the delivery of critical relief supplies or improving the physical security in and around camps to shield them from abuses. The complementary relationship between the work of human rights and humanitarian organizations is of special importance since both aim to protect people from rights violations and ensure that they can live their lives in dignity and safety.

It is possible for tensions to arise around the goal of protection. For example, in crisis situations or natural disasters, violations of human rights (for example, threats to the right to life and personal security) may abound. Some of these violations could be perpetrated by State agents who might also have authority for granting relief access in a certain location. Humanitarian actors may face a dilemma in trying to address violations while safeguarding the conditions for them to be able to deliver relief supplies unencumbered. Both actions – preventing violations by seeking to hold perpetrators accountable and delivering much needed food and medical supplies – will contribute to the goal to protect. However, it may prove difficult for the same actor to realize both actions simultaneously. Humanitarian actors may thus choose to prioritize their interventions on the basis of their institutional mandate and capacities (for example, they may not have the specialized training needed to collect the type of evidence that would be necessary to hold perpetrators accountable for violations). Despite the chosen course of action, the duty to protect individuals and groups against violations remains and humanitarian actors should not be silent. In such a scenario, a division of tasks with human rights actors may prove the most effective way of ensuring that State agents, including members of armed forces, comply

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with their legal human rights obligations, with humanitarian staff alerting human rights staff when there is a suspicion or evidence of abuse. Information should be referred through the appropriate channel to the appropriate staff or organization for follow-up, bearing in mind that the protection of victims and witnesses, including their identities and information which may compromise their security, should be of primary concern. Humanitarian actors could facilitate access for human rights monitors and protection officers to reach crisis areas and populations and they could work to influence the responsible authorities to ensure respect for the norms, rights and duties set out in international law, alerting political bodies like the Security Council to protection problems.<sup>ii</sup>

In some situations, humanitarian actors may be faced with cultural or social obstacles to achieving gender equality and protecting women's human rights. In such situations, it bears noting that international law is negotiated by States who then voluntarily agree to be bound by it. The international human rights treaties including the ICCPR, ICESCR and CEDAW, contain minimum acceptable standards. While culture and social factors may need to be taken into account, humanitarian actors should at all times respect and promote respect for these standards. Humanitarian workers should never condone, consent or contribute to violations of human rights.

It is crucial however that human rights and humanitarian actors work closely with individual community members and different groups in the community in identifying and addressing the protection problems faced by women and girls. Otherwise there is a risk of a backlash which may present additional protection problems.

**The International Legal Framework**

The international legal framework for protection is primarily composed of three interrelated and mutually reinforcing bodies of law: international human rights, humanitarian and refugee law. Many important principles are also protected by customary international law.<sup>iii</sup>

**International Human Rights Law****What are human rights?**

Article 1 of the Universal Declaration of Human Rights (UDHR) states: 'All human beings are born free and equal in dignity and rights.' Human rights – such as the right to life - are inherent and inalienable in human beings simply by the fact of their being human. Women and men, girls and boys cannot voluntarily give up their human rights nor can others take them away.

Human rights enjoy legal protection through codification in seven core international treaties.<sup>iv</sup> Some of the treaties are supplemented by optional protocols dealing with specific issues.<sup>v</sup> Many regional treaties also protect a range of human rights and freedoms.<sup>vi</sup> Taken together, these instruments and national law, provide safeguards against actions and omissions that interfere with human dignity, fundamental freedoms and entitlements.

States establish their consent to be legally bound by a treaty, and to implement its provisions nationally, through the act of ratification.<sup>vii</sup> For example, 156 States have so far ratified the International Covenant on Civil and Political Rights (ICCPR), thus undertaking to guarantee to all individuals within their territory and subject to their jurisdiction (even if not situated within the territory of the State) the rights in the Covenant. The ICCPR prohibits distinction on the basis of sex, and specifically commits States to ensuring the equal right of men and women to the enjoyment of all rights enshrined in the Covenant, including:

- the right to life;
- freedom from torture or cruel, inhuman or degrading treatment or punishment;
- freedom from slavery, servitude and forced or compulsory labour;
- the right to liberty and security of person and freedom from arbitrary arrest or detention;
- the right of detained individuals to be treated with humanity and dignity;
- equality before the law and equal protection of the law;
- the right to a fair trial; and
- freedom of expression, of religion, and association and assembly.

The International Covenant on Economic, Social and Cultural Rights (ICESCR) protects the following rights, which correspond to sectors of humanitarian assistance:

- the right to education;
- the right to an adequate standard of living, including food, clothing and housing;
- the right to the highest attainable standard of physical and mental health; and
- the right to work and to favourable conditions of work.

Under international human rights law, States have the obligation to respect, protect and fulfil human rights.<sup>viii</sup> To meet these obligations, States should, inter alia:

- refrain from engaging in any action that violates human rights;
- put in place policies to protect and promote human rights;
- review and ensure (by amending, enacting or repealing) that national legislation is in conformity with international standards;
- ensure that an effective institutional framework (e.g. police, judicial system, prisons, etc.) exists to protect and claim rights, and offer possibilities for individuals and groups to seek remedy when their rights have been violated;
- implement programmes to give effect to rights, and
- seek international assistance and cooperation for the progressive realization of rights.

Through their operations, and within the context of their institutional mandates, human rights and humanitarian actors can contribute to fulfilling obligations.

### **Gender equality and women's human rights**

In the beginning of this Handbook the meaning of gender equality and why it is an important principle in humanitarian action is elaborated, and tools (such as gender analyses and sex-disaggregated data) that can help to achieve it are provided.

Despite the fact that international law guarantees women and men equal rights in the enjoyment of all human rights, women and girls continue to face de jure (legal) and de facto inequalities in virtually all societies. In addition, armed conflict and natural disasters often exacerbate discrimination and inequalities, further impeding progress towards gender equality and the full enjoyment by women of their human rights. Humanitarian assistance and protection, during armed conflicts and natural disasters, should contribute to achieving equality and women's human rights. The involvement of men and boys as partners in empowering women and girls and achieving gender equality is also of crucial importance.

The Convention on the Elimination of All Forms of Discrimination against Women - CEDAW was adopted in 1979 to reinforce the provisions of existing international instruments aiming to eliminate discrimination against women and achieve gender equality. To date, it has been ratified by 183 States. Despite being the subject of more reservations than any other

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human rights treaty, the fact that so many States have ratified the Convention is expression that the international community considers that discrimination against half the world's population is unacceptable and should be eliminated. UN and other actors should build on - and promote - this international legal consensus in their work during conflicts and disasters.

CEDAW defines discrimination against women as 'any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.'<sup>ix</sup> It imposes obligations on States to take a series of measures to eliminate discrimination against women and ensure equality,<sup>x</sup> and permits States to adopt temporary special measures to achieve these ends.<sup>xi</sup>

While CEDAW does not address the gender-based violence which is often prevalent in crisis situations, the Committee which monitors the Convention's implementation has addressed the issue in its General Recommendation No. 19 and jurisprudence, opining that 'the definition of discrimination includes gender-based violence, that is, violence that is directed against a woman because she is a woman or that affects women disproportionately. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty .....'. Gender-based crimes against women have also been addressed in international criminal law, thereby providing legal precedents for protecting women and combating impunity for violations of their rights.<sup>xii</sup>

In addition to the human rights treaties, several UN resolutions and world conferences have sought to strengthen the protection and promotion of women's human rights. These include the 1993 World Conference on Human rights, which affirmed the universality of women's rights as human rights, stressed the importance of eliminating violence against women, and especially recognized violence against women in armed conflict as a violation of human rights and humanitarian law. The 1993 Declaration on the Elimination of Violence against Women furthermore emphasised that violence against women and girls is not only a grievous human rights abuse in itself, but also a serious impediment to the realization of many other rights for women and girls. The 1995 Beijing World Conference on Women included strategic objectives to address the impact of armed conflict on women.

The Security Council, in resolution 1325 (2000), also reiterated that civilians, particularly women and children, account for the vast majority of those negatively affected by conflict, and called for measures to ensure that women are more equally represented in all stages of peace processes. It furthermore called on all parties to armed conflict to fully respect international law applicable to the rights and protection of civilian women and girls, in particular the four Geneva Conventions of 1949 and two Additional Protocols of 1977, the Refugee Convention of 1951 and Protocol of 1967, the human rights instruments including CEDAW and its Optional Protocol of 1999, and the CRC and its two Optional Protocols of 2000. The Council cautioned all parties to armed conflict to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court.<sup>xiii</sup>

**International Humanitarian Law**

International humanitarian law (IHL) is the body of international law which protects persons not or no longer taking part in hostilities, i.e. civilians, wounded, sick, shipwrecked and captured combatants, and which regulates means and methods of warfare. It is applicable in international and non-international armed conflicts and is binding on States, armed opposition groups, and troops participating in multilateral peacekeeping and peace-

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enforcement operations if they take part in the hostilities. Today the principal instruments of IHL are the four Geneva Conventions of 1949, their two Additional Protocols of 1977, as well as numerous conventions restricting or prohibiting the use of specific weapons. IHL establishes mechanisms to ensure that the rules are respected, provides for the individual criminal responsibility of persons for violations which they commit, or order to be committed, and requires states to prosecute persons suspected of serious violations.

IHL provides a two-tiered protection regime for women, namely, general protection which applies to men and women equally, be they combatants or civilians, and specific additional protections which attempt to respond to the particular needs of women.

**General Protection**

- **Principle of non-discrimination:** one of the basic tenets of IHL is that the protection and guarantees it lays down must be granted to all without discrimination.
- **Principle of humane treatment:** IHL requires belligerents to provide "humane treatment" to civilians, captured combatants and other persons "hors de combat". These norms – similar to human rights provisions – lay down minimum standards of treatment, conditions of deprivation of liberty and fundamental guarantees which parties to a conflict must grant to everyone within their control.
- **Principle of distinction and protection of the civilian population against the effects of hostilities:** IHL requires parties to an armed conflict to distinguish between civilians and combatants at all times and to only direct attacks against combatants and military objectives. In addition, IHL also prohibits indiscriminate attacks which, although not targeting civilians, are of a nature to strike military objectives and civilians or civilian objects without distinction. A number of rules of IHL also stem from the general principle that civilians must be spared from the effects of hostilities<sup>xiv</sup>.
- **Restrictions and prohibitions on the use of specific weapons:** the principle of distinction set out above, prohibits parties to a conflict from employing weapons incapable of distinguishing between combatants and civilians. The lasting effect of weapons on civilians is also a consideration which may lead to the restriction or prohibition of the use of certain weapons such as anti-personnel mines. IHL also prohibits the use of weapons or methods of warfare of a nature to cause superfluous injury or unnecessary suffering.

**Specific Protection**

The specific protection regime for women under IHL relates primarily to women's distinct health, hygiene and physiological needs and role as mothers. The aim of these specific provisions is to provide additional protection for women in response to their particular medical and physiological needs, and for considerations of privacy.

**Protection against sexual violence:** IHL expressly protects women against rape through Article 27(2) of the Fourth GC which reads: "women shall be especially protected against any attack on their honour, in particular against rape, enforced prostitution, or any form of indecent assault." Since the word "honour" did not reflect the full brutality of the act of sexual violence, which is not merely an attack on a woman's modesty or chastity, but on her physical and psychological well-being, the Additional Protocols replaced it with the term "**dignity**". In addition, it is well-established that sexual violence falls within the prohibitions of cruel treatment or torture in the Geneva Conventions.

**Women deprived of their liberty:** IHL contains specific protections for women deprived of their liberty, requiring separate quarters and sanitary conveniences for women (unless men and women are accommodated together as members of the same family) and stipulating that women must be held under the immediate supervision of female guards. Sex is also

considered a relevant consideration in the determination of disciplinary punishment and in the labour of prisoners of war.

**Expectant mothers and maternity cases:** A range of provisions deal with expectant mothers, maternity cases and mothers of children under 7 years old. Interned expectant and nursing mothers are to be given additional food in proportion to their physiological needs and interned maternity cases have a right to be admitted to institutions where they can receive adequate medical treatment. In terms of physical safety, parties to armed conflict are encouraged to adopt practices to ensure the physical safety of pregnant women, by establishing safety zones for pregnant women and mothers of young children or by concluding agreements for the evacuation of maternity cases.

**Preservation of family links:** women are the main initiators of requests for news of family members, bearing the emotional and economic burden of missing loved ones. Such women often lack a clear legal status under national law – being neither wives nor widows – and may have no right to access pensions or other entitlements. In an attempt *inter alia* to address such issues IHL seeks to preserve and restore family unity by preventing the separation of family members against their will; requiring the adoption of measures that facilitate family reunification; and laying down measures aimed at facilitating the re-establishment of family ties through correspondence and transmission of information.

### **International Refugee Law**

International refugee law is the branch of law that deals with the rights and protection of refugees. The main principles of refugee law are set out in the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. Other important instruments include the Statute of UNHCR and the Conclusions of its Executive Committee, as well regional treaties and declarations.<sup>xv</sup> These instruments provide a general definition of a refugee<sup>xvi</sup> and guarantee refugees a number of rights specific to their status.

While gender is not specifically mentioned in refugee law it is widely accepted that the refugee definition, when properly interpreted, covers gender-related claims.<sup>xvii</sup> Gender can both influence and dictate the type of harm suffered. While women and men, girls and boys will often suffer similar harm, women and girls are often the main targets of violence and abuse on grounds of their gender. For example, women and girls are more likely to suffer rape and other forms of gender-related violence, such as dowry-related violence, coerced family planning, female genital mutilation, family/domestic violence and trafficking. Such acts, whether perpetrated by a State or non-State actor, can support a claim to refugee status.<sup>xviii</sup>

Asylum claims may also be based on discriminatory acts amounting to persecution, persecution on account of one's sexual orientation, and trafficking for the purposes of forced prostitution or sexual exploitation. In other cases, an individual refusing to adhere to socially or culturally defined roles and mores may face persecution as a result.

The 1951 Convention guarantees refugee women and men, girls and boys, a range of rights and freedoms and stipulates the treatment they are entitled to by the country of asylum. These include:

- the right seek asylum and the right not to be returned to a country where the refugee's life or freedom would be in danger (non-refoulement);
- the right to non-discrimination;

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- the right to documentation and the right to access work and education; and
- the right to freedom of movement, to access courts and practice one's religion.

In addition, Conclusions adopted by UNHCR's Executive Committee (ExCom) articulate a number of principles to be followed and measures to be taken by ExCom Member States as well as UNHCR to enhance the protection of displaced and returnee women and girls. Some of the Conclusions focus specifically on the protection of women and girls, while others focus on specific themes, such as preventing and responding to sexual and gender-based violence.<sup>xix</sup>

Human rights and humanitarian workers working with refugees and asylum-seekers play an important role in identifying, preventing and responding to gender-related protection risks. This may include: ensuring that asylum-procedures are gender-sensitive; guaranteeing that those suffering violations have access to and/or are referred to the proper authorities, whether national agencies, international organizations such as UNHCR or non-governmental partners; assuring the provision of counselling and medical care as the circumstances require; preserving evidence and the confidentiality of any information; and ensuring proper follow-up of the case by the relevant authorities, agencies, guardians and legal representatives. In particularly serious cases, women and girls may need to be assisted in relocating within the country or resettling in a third country in order to ensure their safety.

**Guiding Principles on Internal Displacement**

The Guiding Principles on Internal Displacement provide States, the UN and other human rights and humanitarian actors with important guidance relating to the protection of internally displaced persons. Although the Guiding Principles are not binding as such, they are based upon and reflect the protection offered by international human rights, humanitarian and, by analogy, refugee law. In addition, many countries have incorporated them into their national laws.

The Guiding Principles provide protection against arbitrary displacement, offer a basis for protection and assistance during displacement, and set out guarantees for safe return, resettlement and reintegration. They apply to everyone who is internally displaced without discrimination of any kind, including on account of their sex or social status. The Principles pay particular attention to gender-related problems common in situations of internal displacement, and guarantee for instance:

- freedom from gender-specific violence, including rape, forced prostitution and indecent assault, and freedom from slavery, including sale into marriage, sexual exploitation, and forced labour of children;
- the right to non-discrimination and equality, including as regards employment and economic activities;
- the right to the full and equal participation of displaced women in the planning and distribution of basic supplies, in educational and training programmes;
- the right to special attention to women's needs for reproductive and psychological health care.
- the right to respect of family life and family reunification; and
- the right of women and girls to personal identification and other documentation

## **Complementarity of international human rights, humanitarian and refugee law**

International human rights, humanitarian and refugee law share a common goal in aiming to prevent and relieve suffering, and to protect the rights and freedoms of women and men, girls and boys. As such they complement and mutually reinforce each other, thus providing a comprehensive framework for the protection of women and men, girls and boys.

These three bodies of law are however different in both applicability and scope. Humanitarian law is specific to armed conflict while refugee law only applies to refugees and asylum-seekers. Human rights law is broader and applies to all human beings during times of both peace and war.

Both human rights and humanitarian law have built in constraints that influence their applicability and interpretation. Some human rights treaties, for example, allow states to derogate from certain obligations, subject to strict conditions. Such an emergency must be of a serious nature affecting the country as a whole, be officially proclaimed, and the measures taken must be strictly limited by the exigencies of the situation and may under no circumstances be discriminatory in nature, or be in breach of any other obligation assumed under international law. The American Convention on Human Rights and the European Convention on Human Rights contains similar clauses in Articles 15 and 27 respectively, during times of public emergency. It is important to note, however, that most human rights treaties contain no derogation clauses and will apply in full even during times of conflict, including CEDAW, ICESCR and the CRC, and that many rights can never be derogated from, including:

- the right to life;
- freedom from torture or cruel, inhuman or degrading treatment or punishment;
- freedom from slavery, the slave trade and servitude;
- freedom from imprisonment because of the inability to fulfil a contractual obligation;
- prohibition of retroactive criminal laws;
- the recognition of everyone as a person before the law; and
- freedom of thought, conscience and religion. Article 4 of the ICCPR.

The American Convention on Human Rights, in Article 27, goes further in guaranteeing also the right to juridical personality, the right to a name and a family, the rights of the child, the right to nationality and to participate in government.

In most cases, the protection offered by the different bodies of law will be mutually reinforcing, thus enabling human rights and humanitarian actors to maximise the protection offered to people. In some cases, however, there may be an overlap and the laws must be read together to determine the extent and content of various rights.

## **Achieving equality and protecting women's human rights through humanitarian action: rights-based and participatory community approaches**

A human rights-based approach uses international human rights law to analyse inequalities and injustices, and to develop policies, programmes and activities in all areas of work to redress these obstacles to the enjoyment of human rights. It focuses both on process and outcomes.

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A rights-based approach is a conceptual framework that begins with the civil, cultural, economic, political and social rights of individuals and groups, and States' obligations under international human rights law to respect, protect and fulfil these rights.

It identifies **rights-holders** (i.e. women and men, girls and boys) and their *entitlements* on the one hand, and corresponding **duty-bearers** (i.e. principally the State and its agents<sup>xx</sup>) and their *obligations* on the other hand, and seeks to strengthen the capacities of rights-holders to make their claims and of duty-bearers to satisfy these claims.

Such a framework can be applied to strengthen humanitarian programming and achieve the aims of protection activities by basing actions and objectives in law, and ensuring that the policies and programmes of humanitarian actors, including UN organizations, NGOs and others such as the Red Cross and Red Crescent Movement, contribute directly to the realization of human rights by assisting rights-holders and duty-bearers.

Using a rights-based approach requires that human rights principles and standards, along with the recommendations of the human rights treaty-bodies and mechanisms, guide and underpin all phases (assessment, analysis, planning, implementation, monitoring, evaluation and reporting) and sectors (education, food, health, livelihoods, etc.) of humanitarian programming.

However, a rights based approach is not only about programming. It is founded on the principles of participation and empowerment of individuals and communities to promote change and enable them to exercise their rights. Given the inequalities and discrimination which women and girls face, their participation and empowerment are important aspects of a rights based approach.

A rights-based approach entails:

- understanding international human rights principles (such as equality and non-discrimination, participation and inclusion, empowerment, and accountability) and standards (such as those contained in declarations and treaties) and the content of rights as defined by the human rights treaty bodies;
- knowing the human rights obligations by which a particular State is bound;
- assessing and analysing the reasons for the non-realization of rights, including looking at underlying and structural obstacles;
- working in partnership with all members of the community in order to understand the community's priorities, capacities and resources and to build on them in order to empower the community and work towards the realization of their rights
- in partnership with rights holders and duty bearers, developing policies and programmes to build the capacity of rights-holders to claim their rights and duty-bearers to meet their obligations, with attention to marginalized and vulnerable groups;
- measuring progress and results against indicators of enjoyment of human rights; and
- ensuring that policies and programmes do not unintentionally violate the human rights of the individuals and communities concerned.

In crisis situations, the use of a rights-based approach can guide and strengthen humanitarian action, as concerns matters beyond the conduct of hostilities. In turn, the provision of humanitarian assistance can contribute to realizing the rights to life and security of person, education, food, housing, and physical and mental health. Following are some human rights considerations vis-à-vis humanitarian assistance.

- Provision of humanitarian assistance should be based on humanitarian principles of humanity, neutrality and impartiality, and human rights principles of equality and non-

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discrimination on the basis of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

- Humanitarian assistance must go beyond meeting basic needs to realizing human rights of individuals and groups.
- Humanitarian actors can ensure that the assistance programmes they design and deliver do not inadvertently expose women and girls to more danger from raiding, looting, exploitation, rape, isolation, permanent displacement or corruption. Human rights considerations, derived from law and practice, should thus factor into the basic methodology and structures of humanitarian assistance programmes.
- Humanitarian actors must ensure input and participation from those they seek to help and should provide opportunities for empowerment of women and girls.
- Aid distribution systems should prioritize based on needs, including the specific needs of women and girls, and include mechanisms to ensure that assistance reaches children, women, the elderly, IDPs, etc. They should take into account social factors that could endanger those in receipt of assistance.

**What do we need to do to mainstream gender in humanitarian action using a rights-based approach?**

ISSUE	ACTIONS
Establish as policy the achievement of gender equality and women's human rights through humanitarian action.	<ul style="list-style-type: none"> <li>▪ Identify State obligations related to women and girls;</li> <li>▪ Develop a policy of where humanitarian assistance and protection can be given to close gaps left by the State</li> </ul>
Assess and analyze, using participatory approaches, the circumstances preventing women and girls from enjoying their human rights.	<ul style="list-style-type: none"> <li>▪ Conduct a general assessment of the human rights situation, with attention to the civil, cultural, economic, political and social rights of women and girls;</li> <li>▪ Identify laws, institutions, mechanisms, procedures for protecting the human rights of women and girls;</li> <li>▪ Determine the capacity of individuals and communities, local authorities, NGOs and civil society, to prevent and respond to protection risks and problems;</li> <li>▪ Identify gaps in implementation.</li> </ul>
Assess and analyze the circumstances preventing women and girls from enjoying equal rights and achieving full equality with men and boys.	<ul style="list-style-type: none"> <li>▪ Examine de jure and de facto discrimination ;</li> <li>▪ Examine cultural or social patterns and prejudices;</li> <li>▪ Examine customary, traditional or other practices;</li> <li>▪ Conduct focus group discussions with different groups of women and men, girls and boys.</li> </ul>
Develop and implement, with the participation of women and girls, gender-sensitive humanitarian policies and operations that meet needs and build the capacity of women and girls to claim their rights and of the Government and other national stakeholders to deliver rights.	<ul style="list-style-type: none"> <li>▪ Policies and programmes to be designed to redress findings in the 3 preceding boxes;</li> <li>▪ Ensure equal access to services by all individuals and groups (non-discrimination in assistance and protection activities);</li> <li>▪ Identify individuals and groups with special needs, such as marginalised women and girls, and those separated from their families, girl mothers, girl soldiers and others.</li> <li>▪ Identify local and national authorities for partnerships in implementing policies and programmes;</li> <li>▪ Develop networks and partnerships with local communities and civil society organisations, in particular</li> </ul>

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	<p>community-based women's organisations, to ensure protection for women and girls and their families;</p> <ul style="list-style-type: none"> <li>▪ Build an environment that strengthens and empowers women and girls through targeted affirmative action, education, knowledge and skills transfers, and provision of information about livelihood opportunities.</li> </ul>
Ensure that the voices of women are always taken into consideration in the design and implementation of programmes, and when intervening or responding to protection risks.	<ul style="list-style-type: none"> <li>▪ Establish a mechanism for regular consultation with women and girls;</li> <li>▪ Establish a complaints mechanism that is accessible so that women may register their concerns;</li> <li>▪ Establish a coordination and response mechanism to ensure that complaints are being channelled in the right direction and that action will be taken;</li> <li>▪ Provide information on avenues for local and national avenues for remedy of rights violations</li> </ul>
Ensuring proper coordination between various actors.	<ul style="list-style-type: none"> <li>▪ Participate in coordination fora with humanitarian and human rights staff;</li> <li>▪ Create partnerships with relevant Government officials and ministries and civil society organizations, including those providing medical and psychosocial care, legal services, training and skills transfer;</li> <li>▪ Maintain contact with donors and other actors in the international community;</li> <li>▪ Set up regular meetings/mechanisms to ensure contact with affected communities and local actors.</li> </ul>
Contribute to ensuring accountability for realization of human rights and human rights violations.	<ul style="list-style-type: none"> <li>▪ Contribute to strengthening national structures for accountability and remedy;</li> <li>▪ Liaise with human rights staff to combat impunity;</li> <li>▪ Ensure all staff and partners are aware of and understand the UN policy on protection from sexual exploitation and abuse (SEA);</li> <li>▪ Ensure accountability for any staff engaged in SEA in the humanitarian field</li> </ul>

**List of indicators for ensuring that the goal of gender equality and protection of women's human rights is incorporated in humanitarian action**

Indicator checklist for International Legal Framework	Status
1. A comprehensive assessment, including consultations with women and girls, of the situation been completed.	
2. Human rights, including the rights of women and girls, form the basis for the humanitarian response and are incorporated into all policy, programming and planning documents, including the CHAP.	
3. Affected populations are informed of their rights, including the specific rights of women and girls, for instance through community workshops.	
4. Women and girls are included in assessments, negotiations and other decision-making processes, and when developing, implementing, and evaluating policies and programmes.	
5. A monitoring and reporting mechanism for human rights violations is in place.	
6. A complaints mechanism has been established which is easily accessible	

	to the affected population and responds to the particular needs of women and girls.	
7.	An analysis of how humanitarian programmes affect human rights, in particular the rights of women and children, is routinely undertaken.	
8.	Contacts with local and national authorities ongoing to correct inequalities and put in place measures for post-disaster and conflict protection and empowerment of women and girls.	

### **Resources: International Legal Framework**

1. International human rights treaties, General Comments of the human rights treaty bodies, and Concluding Observations on State Party reports.  
<http://www.ohchr.org/english/>)
2. Human Rights Committee General Comment No. 28, "The equality of rights between men and women".
3. Committee on Economic, Social and Cultural Rights, General Comment No. 16 on "The equal right of men and women to the enjoyment of all economic, social and cultural rights".
4. Committee on the Elimination of Discrimination against Women, General Recommendation No. 19 on "Violence against women".
5. Reports of the Special Rapporteur on Violence against Women -  
<http://www.ohchr.org/english/bodies/chr/special/themes.htm>
6. *Growing the Sheltering Tree: Protecting Rights through Humanitarian Action* (2002).
7. *Protection*, an ALNAP guide for humanitarian agencies (2005).
8. ICRC, *Strengthening Protection in War – A Search for Professional Standards* (2001).

**Possible Protection Activities**

**1. Responsive action:**

- Alleviate immediate suffering by means of appropriate material assistance to affected persons and their families; medical assistance to affected persons and their families; psychosocial care to affected persons and their families; support (technical help to local structures (public and private);
- Provide direct services to persons exposed to abuse by means of their presence in the affected areas, IDP/refugee camps, places of detention, etc.; transfers /evacuations (including relocation of refugees or IDPs farther from conflict zones or borders); registering persons; re-establishing/maintaining family links (tracing missing relatives, organizing family visits, exchanging messages and/or letters); information and communication (i.e., about human rights conditions, conditions for return, information about the work of various organisations, location of resources, etc.);
- Integrate human rights protection into humanitarian needs assessment, programming, monitoring and evaluation;
- Monitor and report, including providing information to officials at UN headquarters, inter-governmental human rights mechanisms and other such bodies;
- Pressure the authorities concerned, through public disclosure, into taking the required measures to stop and prevent the abuse;
- Convince the authorities concerned, through dialogue, into taking the required measures to stop and prevent the abuse;
- Contribute to obtaining respect for judicial rights of the individual by providing legal assistance/support to the persons subjected to a judicial process and their families; supporting and protecting institutions (government, local NGOs, etc.), working toward respect for rights as well as individuals working as human rights defenders.

**2. Remedial action:**

- Provide direct services to the persons affected by abuse by means of: their presence in affected areas, displaced/refugee camps, places of detention, etc.; help in voluntary repatriation/resettlement/return/property, housing and land; restitution/(re)integration/final arrangements; maintaining family links; contributing to the setting up of mechanisms to clarify the fate of missing persons; facilitating information and communication;
- Promote and/or support the due process of law and justice for both perpetrators and victims;
- Proceed with a 'lessons-learned' exercises aimed at feeding and reinforcing 'environment building' type activities.

**3. Environment building:**

- Disseminate, promote and apply international human rights and humanitarian standards;
- Promote the drafting and adoption of treaties and the development of customary law;
- Promote the administration of a fair system of justice providing for punishment and reparation for violations of international human rights and humanitarian law;
- Create a public culture consistent with human rights and humanitarian values;
- Promote knowledge of and adherence to human rights and humanitarian law instruments and principles among all groups concerned;
- Contribute to the development (establishment of institutions, both governmental and non-governmental, at the national and international levels which, by their role and function, can enhance respect for human rights and humanitarian law;
- Undertake advocacy – bring violations to the attention of human rights monitors and protection officers so that they may make representations to the relevant authorities;
- Build local and national protection capacity – national human rights bodies, civil society, the judiciary, etc.;
- Provide protection training for international staff, national authorities, non-state actors, civil society, the judiciary, the police, prison staff, etc.

<sup>i</sup> This definition of protection, originally developed in a series of ICRC protection workshops involving some 50 human rights and humanitarian actors, has been adopted by the IASC. See IASC, *Protection of Internally Displaced Persons – Inter-Agency Standing Committee Policy Paper Series, No.2* (2000), p. 2. See also ICRC, *Strengthening Protection in War – A Search for Professional Standards* (May 2001) at 19.

<sup>ii</sup> Hugo Slim and Andrew Bonwick, *Protection: an ALNAP guide for humanitarian agencies*, p.13.

<sup>iii</sup> Customary international laws derive their authority from the constant and consistent practice of States, rather than from formal expression in a treaty or a legal text. Several human rights and humanitarian principles are considered to have the status of customary law, including the prohibition against slavery, torture, prolonged arbitrary detention and extra-judicial killings.

<sup>iv</sup> The UDHR, ICCPR and ICESCR make up the International Bill of Human Rights. The other core human rights treaties are the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), CEDAW, the Convention against Torture, CRC and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (MWC).

<sup>v</sup> For example, the Second Optional Protocol to the ICCPR aiming at the abolition of the death penalty; Optional Protocol to the CRC on the involvement of children in armed conflict; and the Optional Protocol to CAT aiming to establish a system of regular independent visits to places where people are deprived of their liberty, in order to prevent torture and other cruel, inhuman or degrading treatment or punishment.

<sup>vi</sup> A large number of regional treaties have been adopted by states in Africa, the Americas and Europe. These include the African Charter on Human and Peoples' Rights and its Protocol on the Rights of Women in Africa, the American Convention on Human Rights and its Protocol on Economic, Social and Cultural Rights, and the European Convention on Fundamental Rights and Freedoms, and its Protocols, as well as the European Social Charter.

<sup>vii</sup> Refer to the Vienna Convention on the Law of Treaties.

<sup>viii</sup> The obligation to *respect* requires that a State, principally, refrain from interfering directly or indirectly with the enjoyment of the right. The obligation to *protect* means preventing third parties from interfering in any way with the enjoyment of the right. To *fulfil* human rights means to take steps progressively to realize the right in question.

<sup>ix</sup> CEDAW should be read in conjunction with other international treaties.

<sup>x</sup> The Convention requires States to, inter alia, embody the principle of equality of men and women in their national constitutions and legislation; adopt legislative and other measures prohibiting discrimination against women; effectively protect women against any act of discrimination and provide opportunities for recourse; take measures to modify social and cultural patterns that contribute to discrimination against women; suppress prostitution and trafficking of women; and ensure equality in political and public life; nationality laws; education; employment and labour rights; access to health; finance and social security; legal and civil matters; and family law.

<sup>xi</sup> See General Recommendation No. 25 of CEDAW.

<sup>xii</sup> The ICTY and ICTR have prosecuted crimes of sexual violence. In 1998, an ICTR judgment in *Prosecutor v. Jean-Paul Akayesu* recognized rape as an act of genocide and a crime against humanity when other elements of these international crimes are established. In 2001, ICTY in *Prosecutor v. Kunarac* ruled that, under some circumstances, crimes of sexual violence constitute the crime against humanity of "enslavement." In 2001, in *Prosecutor v. Kvocka*, ICTY clarified the circumstances in which sexual violence constitutes the crime against humanity of "persecution." The Rome Statute explicitly recognizes that, under specified circumstances, sexual violence constitutes an international crime (e.g., Articles 7(1) (g), 8(2) (b) (xxii) and 8(2) (e) (vi). Refer to E/CN.4/2004/88 for further details.

<sup>xiii</sup> The crime of genocide, crimes against humanity and war crimes fall within the jurisdiction of the Court which can hold individuals criminally responsible and punishable for committing acts amounting to these crimes.

<sup>xiv</sup> These include, first and foremost, the prohibition of attacks on the civilian population or on civilian objects and of indiscriminate attacks; the prohibition of starvation of civilians as a method of warfare; that of attacks on objects indispensable to the survival of the civilian population; the duty to take precautions in attack in order to spare the civilian population; the prohibition on carrying out attacks on "works or installations containing dangerous forces; the prohibition on the use of methods or means of warfare intended or expected to cause widespread, long-term and severe damage to the natural environment and thereby to prejudice the health or survival of the population; the prohibition of the

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displacement of civilians; and the prohibition on using the presence of the civilian population or individual civilians to render certain points immune from military operations.

<sup>xv</sup> These include, in Africa, the 1969 Convention Governing Specific Aspects of the Refugee Problem in Africa; in the Americas, the 1984 Cartagena Declaration on Refugees; and, in Asia, the 2001 Revised Bangkok Principles on the Status and Treatment of Refugees.

<sup>xvi</sup> The 1951 Convention defines a refugee as someone who is outside his or her country of origin or habitual residence and is unable or unwilling to return there owing to a well-founded fear of persecution on the grounds of race, religion, nationality, membership of a particular social group or political opinion. An expanded definition is used by UNHCR under its mandate and in some regional treaties, thus including also persons who flee their country because their lives, safety or freedom has been threatened by conflict, generalized violence or events seriously disturbing public order.

<sup>xvii</sup> See UNHCR, Guidelines on International Protection: Gender-related Persecution within the context of Article 1A (2) of the 1951 Convention and/or its 1967 Protocol relating to the Status of Refugees, 2002.

<sup>xviii</sup> For further details, see UNHCR, "Guidelines on International Protection: Gender-related persecution within the context of Article 1A (2) of the 1951 Convention and/or its 1967 Protocol relating to the Status of Refugees," May 2002.

<sup>xix</sup> Although ExCom Conclusions are not legally binding on States, they are unanimously approved by ExCom Member States and are an important advocacy tool, particularly with those States that have not ratified the 1951 Convention or any regional refugee instrument, but are members of ExCom.

<sup>xx</sup> Human rights obligations can also attach to private individuals, including parents, international organisations and other non-State actors.

## Section 3: Areas of Work

This section provides guidance on gender mainstreaming in assistance sectors and related clusters.

Each chapter is structured as follows:

- 1) A brief overview of gender issues in the sector.
- 2) A series of questions on what to look for or ask to be able to design and implement gender sensitive programmes in the sector.
- 3) Specific actions to ensure gender mainstreaming.
- 4) A checklist of indicators.
- 5) A list of resources for each sector.

### CAMP COORDINATION & CAMP MANAGEMENT

### EDUCATION

### FOOD ISSUES

Food Security  
Food Distribution  
Nutrition

### HEALTH

### LIVEHOODS

### NON-FOOD ITEMS

### REGISTRATION

### SHELTER

### WATER, SANITATION & HYGIENE

## 1. Gender and camp co-ordination and camp management

Mainstreaming gender perspectives in the various camp co-ordination and camp management processes and activities facilitates addressing basic needs of women, men, girls and boys and this directly supports planning protection services and assistance. The coordination and management of camps for displaced populations involves a range of technical, administrative, community and social processes. The practice of managing camps entails firstly partnering and liaising with government authorities and these are well established humanitarian activities. Under the humanitarian reform process the camp coordination and camp management cluster is specifically established to focus on functions, responsibilities, tasks and accountability of various humanitarian players. Though **Camp Administration** and supervision is not elaborated upon in this chapter, it suffices to note that this is primarily the responsibility of Governments and national authorities.

**Camp Coordination** broadly involves a range of functions and responsibilities linked to supporting and/or leading development of national/regional plans for the overall humanitarian response necessitating setting up of camps. The primary objective of the agency responsible for camp co-ordination is to create a humanitarian space necessary for the effective policy and planning activities which includes: establishing the guidelines for response; ensuring international standards are applied and maintained; identifying and designating service providers; monitoring and evaluating service provision; advocacy and dialogue with the national authorities; and sustainable solutions for camp populations.

Each of these areas of work needs to be considered from a gender perspective as they have an impact on strategies adopted and systems instituted to protect and assist women, girls, boys and men in the camps. For example:

- It is important to select service providers who adopt a rights and community based approach and apply gender analysis to ensure their activities address the different needs of women and men of all age groups and backgrounds;
- Monitoring the civilian character of the camps will involve working closely with Government and national authorities but also with people of all ages and backgrounds, in particular adolescent girls and boys together with teachers, parents and community leaders to monitor unexplained happenings such as sharp drop out rate in secondary schools etc.;
- Camp closure and exit strategies need to be developed with national authorities, together with the affected population to ensure that the protection concerns of both women and men are taken into account and all members of the population understand and are in agreement with the exit strategy.

**Camp Management** encompasses the practical day-to-day management of all activities within one camp. Responsibilities include: facilitating the establishment of affected persons community based structures to organise camp governance and ensure community participation and mobilization; provision of defined services; maintaining the camp infrastructure; data collection, updating and managing camp information, statistics and population profiles; monitoring the service delivery by other providers in accordance with agreed standards; identifying protection and assistance gaps; and avoid duplication of activities.

Camp managing agency will institute mechanisms to systematically dialogue with the men, women, boys and girls to develop an understanding of assigned gender roles, resource sharing, ownership and decision-making including relationship between women and men of different age groups and background within their families and in the community. This

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analysis will enable promoting structures that do not exacerbate discrimination and inequalities.

The camp managing agency will monitor delivery of protection and assistance services and work in a participatory manner with the different community based groups and organisations to monitor that all camp residents have equal access to and the use of health care, nutritional and non-food items and other services. Depending on impact monitoring reports of the services, it may require that targeted and affirmative actions need to be instituted to address the specific needs of marginalised and discriminated groups.

Camp co-ordinating agency and camp managing agency are responsible for overseeing the implementation of the following principles which include addressing the gender dimensions of each area, and promoting gender equality through gender mainstreaming and ensuring the meaningful participation of women, men, boys and girls.

**Gender Implications of the Guiding Principles of Camp Coordination and Camp Management**

- **Access and Proximity:** Agreement with National authorities to have access to camp and ensure a sustained field presence and proximity to the affected persons. Develop and maintain effective relationships with the displaced, local communities and local authorities. This requires balanced teams of men and women among camp co-ordinating and managing agencies and partner staff for outreach among men and women in the affected and host communities. Free access and proximity ensures monitoring of protection risks and implementation of protection solutions.
- **Community Participation:** Take specific actions such as ensuring equal representation of men and women in community based decision making structures and provide brief capacity building sessions in performing community leadership roles. Work in partnership with displaced women, girls, boys and men to identify and strengthen their capacities and mobilizing their participation in all aspects of camp life. Provide opportunities and institute systems for increased community participation in day to day managing of the camp and participate in decision making related to the camp.
- **Rights and community-based approach:** Promote respect for and protection of rights of all affected community members with a particular consideration for the protection of the rights of women and girls, in all areas of work.
- **Sustainable solutions through a community based approach:** Identify positive coping mechanisms, skills and resources of displaced women, men, boys and girls, and promote a community based approach to implement sustainable solutions to their issues and problems.
- **Capacity building of local partners:** Support local partners to apply a community based approach in camp coordination and management and build their skills and understanding of gender and human rights dimensions.
- **Humanitarian principle, ethical behaviour and Code of Conduct:** Respect humanitarian principles and adhere to the IASC code of conduct. Camp management agencies should meet humanitarian principles, basic ethical standards, and ensure implementation of the Secretary General's Bulletin on Preventing and responding to Sexual Exploitation and Abuse.

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## 2. What do we need to know from the community to co-ordinate and manage camps through applying gender mainstreaming strategies?

Ask / Find Out	Information to look for
Population Demographics	<ul style="list-style-type: none"> <li>🕒 ■ Number of households and average family size</li> <li>🕒 ■ Number of male and female by age</li> <li>🕒 ■ Number of child headed households by their age and sex</li> <li>🕒 ■ Number of persons by age and sex with specific needs (unaccompanied children, persons with disabilities, chronically ill, and older persons)</li> <li>🕒 ■ Number of pregnant and lactating women</li> </ul>
Gender roles & responsibilities	<ul style="list-style-type: none"> <li>🕒 ■ What are the traditional gender roles within the displaced community? <ul style="list-style-type: none"> <li>■ Who is taking the decisions and who controls the resources in the community?</li> </ul> </li> <li>🕒 ■ Who looks after the children, who undertakes different household chores / collection of water and firewood / who farms to meet subsistence needs?</li> <li>🕒 ■ Who travels distances to obtain resources and cash incomes?</li> <li>🕒 ■ Which family assets are controlled by men? By women?</li> </ul>
Social organizational structures and cultural practices	<ul style="list-style-type: none"> <li>■ What are the social and cultural structures for community decision making? How do women and men participate in these structures?</li> <li>■ Do women and men have equal voice in decision making and opportunities to participate and influence the final decision?</li> <li>■ Do women need affirmative, targeted actions to be able to participate meaningfully in decision making structures?</li> <li>■ How do adolescent boys and girls participate?</li> <li>■ What is the role of religious institutions and their leaders within the community and how do religious practices reinforce gender roles of women and men?</li> <li>🕒 ■ What is role and nature of cultural recreation for men, women, boys and girls?</li> </ul>
Local justice & community governance structures	<ul style="list-style-type: none"> <li>🕒 ■ How does the national legislation protect the rights of women, girls, boys and men?</li> <li>🕒 ■ Are there traditional justice mechanisms in the community and are they not influenced by cultural systems that in some instances may discriminate against certain groups of persons including women and girls?</li> <li>■ What are the community promoted security and safety mechanisms? Do they violate any human rights principles?</li> </ul>

**3. Actions to ensure gender mainstreaming in camp coordination and camp management**

<b>CAMP COORDINATION</b>	
<b>Issue</b>	<b>Action</b>
Camp policy	<ul style="list-style-type: none"> <li>🕒 ▪ Undertake consultations and dialogue with National Government and local authorities or in its absence the non-state actor which is in effective control to develop a national camp policy.</li> <li>🕒 ▪ Undertake participatory assessment and gender and age analysis of the protection risks and needs of the displaced population and work with the national authorities to ensure that these are reflected in the development of the camp policy and strategy.</li> <li>▪ Ensure that the Camp policy recommends strategies for the participation of affected men and women of different age groups and backgrounds in the needs assessment, the delivery of protection and assistance, and development and implementation of a durable solutions;</li> <li>▪ Develop clear communication channels to share the Camp policy with non-humanitarian actors, such as media, civil society, donors and diplomatic community and the local/host communities to advocate on issues faced by displaced women, men, boys and girls; and</li> <li>▪ Develop and sustain systems of information sharing and joint planning and review with other humanitarian and development partners, within the Camp Co-ordination and Camp Management cluster, such as camp managing agencies, as well as other cluster/sectoral partners, the IASC country team, and others.</li> </ul>
Identification and management of camp managers and service providers	<ul style="list-style-type: none"> <li>🕒 ▪ Ensure that all potential service providers and camp management agencies have a commitment to gender mainstreaming, have trained their staff accordingly and understand their responsibilities with respect to this.</li> <li>🕒 ▪ Ensure that all camp management agencies have a rights and community based approach to support gender mainstreaming and respect for human rights.</li> <li>🕒 ▪ Make sure that all camp management agencies and service providers have gender balanced teams working in the camps.</li> <li>▪ Establish reporting mechanisms to ensure the implementation of SG's Bulletin on preventing and responding to sexual exploitation and abuse.</li> </ul>
Establishment of camp standards	<ul style="list-style-type: none"> <li>▪ Ensure that camp protection and assistance standards adhere to human rights and promote gender equality, while taking into consideration the cultural specificities of the displaced community.</li> <li>▪ Ensure that all camp management agencies and other sectoral service agencies adopt equal wages/remuneration for equal work undertaken by women and men.</li> <li>▪ Ensure reporting and monitoring mechanisms on prevention and response to Sexual and Gender Based Violence – SGBV.</li> </ul>
Site identification & negotiation	<ul style="list-style-type: none"> <li>▪ Dialogue with National authorities and other actors to make agreements to assign appropriate land and occupancy rights for temporary camp settlement and resolve all disputes arising from the appropriation of land.</li> <li>🕒 ▪ Ensure that the needs of women and men are represented with</li> </ul>

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	respect to the location of camps and in all agreements for access to sustenance farming land and use of local resources including local markets, water and forest products.
Humanitarian principles and code of conduct	<ul style="list-style-type: none"> <li>🕒 ▪ Emphasize and monitor adherence to humanitarian principles and codes of conduct.</li> <li>🕒 ▪ Establish mechanisms to report on SG' Bulletin on prevention and response to Sexual Exploitation and Abuse and monitor its implementation.</li> </ul>
Capacity building	<ul style="list-style-type: none"> <li>🕒 ▪ Train equal numbers of men and women on camp management issues including participatory assessments with the affected population.</li> <li>▪ Train and build capacity of partner staff including Government authorities on their roles and obligations to adhere to humanitarian principles and the code of conduct.</li> <li>▪ Train all staff on the Secretary General's Bulletin on prevention and response of sexual exploitation and abuse and</li> </ul>
Information management	<ul style="list-style-type: none"> <li>▪ Ensure that all camp data is disaggregated by sex and age and other relevant diversities.</li> <li>▪ Ensure that information is analysed to study impacts on women, men, boys and girls and plan ways to address gaps.</li> <li>▪ Make sure that analysed data / information is disseminated in a variety of ways to different partners and the community members.</li> </ul>
Advocacy	<ul style="list-style-type: none"> <li>▪ Advocate for the specific needs that address the rights of displaced women and girls as and when required and if necessary for change in the domestic legislation to improve their protection.</li> <li>▪ Advocate for adolescent women and men who are usually</li> <li>🕒 ▪ Advocate for the specific needs of young men and women, particularly if they are at risk of recruitment.</li> </ul>

CAMP MANAGEMENT	
Issue	Action
Camp Management Team	<ul style="list-style-type: none"> <li>🕒 ▪ Ensure gender balance within the camp management team.</li> <li>🕒 ▪ Adopt a rights and community based approach in camp management, with participation of men, women, boys and girls.</li> <li>🕒 ▪ Together with the community identify the skills and capacities of the women and men and identify members of the displaced community where appropriate, ensuring gender balance.</li> </ul>
Registration & profiling (including documentation and information management)	<ul style="list-style-type: none"> <li>🕒 ▪ Collect and analyze all population data providing a clear breakdown on age and sex and identify groups with specific needs including single headed households, unaccompanied and separated girls and boys.</li> <li>🕒 ▪ Map the camp allowing camp managers to know where individuals with specific needs are located within the camp enabling better targeting of resources and services. Ensure this information is held confidentially.</li> <li>🕒 ▪ Ensure that the Government/National authorities distribute identity documents to women and men individually and provide technical support to authorities where ever necessary.</li> <li>🕒 ▪ Work with partners to ensure a respectful attitude towards displaced persons, particularly women, children and older persons and overcome discriminatory practices and biases.</li> </ul>
Camp governance	<ul style="list-style-type: none"> <li>▪ Work with the community to identify traditional community management structures and together with the members identify and</li> </ul>

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	<p>address the gaps obstructing equal opportunities for representation and participation.</p> <ul style="list-style-type: none"> <li>🕒 ▪ Develop camp rules with the community which promotes gender equality and the protection of women, men, boys and girls.</li> <li>▪ Work with the male and female leaders to ensure 50% representation by women and men in the camp governance and community decision making structures.</li> <li>▪ Provide support to women adolescent girls and boys to strengthen their leadership capacities and facilitate their meaningful participation as necessary.</li> <li>▪ Monitor the use of traditional justice systems to ensure respect for rights, particularly those of women and girls.</li> <li>▪ Regular monitoring of school attendance and random follow up on drop outs.</li> </ul>
Camp / host community relations	<ul style="list-style-type: none"> <li>🕒 ▪ Facilitate the establishment of a gender balanced joint host and camp committees to resolve individual problems and foster camp / host community relations.</li> </ul>
Camp security	<ul style="list-style-type: none"> <li>🕒 ▪ Ensure a comprehensive understanding of the specific risk factors faced by women, girls, boys and men in camp settings and incorporate this analysis in security provisions within the camps (e.g. appropriate lighting in areas frequently used by women and girls/ patrols of fuel wood collection routes, monitoring of school routes).</li> <li>🕒 ▪ Ensure that police officers (male and female) patrol the camps.</li> <li>🕒 ▪ Ensure that women participate directly in decision making on local security arrangements for the camp community.</li> <li>🕒 ▪ Regularly undertake observation visits to distribution points for food, NFIs, water, firewood, and services such as schools and health centres to monitor who is benefiting from the assistance and to monitor the delivery of services.</li> <li>🕒 ▪ Regularly monitor high risk security areas at different times of the day, such as the route to school for girls, video clubs at night, bars, etc.</li> </ul>
Distribution mechanisms	<ul style="list-style-type: none"> <li>🕒 ▪ Ensure that all population groups are represented in the decision making process and management of distribution and that woman and men are represented equally.</li> <li>🕒 ▪ Ensure that women participate equally in the internal monitoring of distributions within the camps.</li> <li>🕒 ▪ Ensure that ration card distribution systems are based on discussions with women and men to agree on the best mechanisms to ensure that women's rights are protected.</li> </ul>
Monitoring service provision (including health and psychosocial care, education, security, watsan, livelihoods, protection, and environmental concerns)	<ul style="list-style-type: none"> <li>▪ Ensure the effective delivery and provision of services and assistance in a manner that appropriately reflects the different gender needs of the camp population.</li> <li>▪ Ensure that all members of the community are given equal access to and control over resources.</li> <li>▪ Consult with women and men to develop means of providing assistance equitably while noting the cultural norms practiced by the displace communities.</li> <li>▪ Ensure that women and men participate equally in the management of basic community based services (such as water wells, community storage / communal gardens).</li> <li>▪ Support roles of women and men that lead to conserving and developing the environmental situation.</li> </ul>

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	<ul style="list-style-type: none"> <li>Develop on women's and men's knowledge and skills of managing the environment and gain sustainable livelihoods.</li> </ul>
Camp closure	<ul style="list-style-type: none"> <li>When developing the guidelines for closure of the camp undertake participatory assessment with women, girls, boys and men of diverse backgrounds to ensure that the policy takes into account all the varied needs of different groups.</li> <li>Make sure both men and women are engaged in the planning process for camp closure</li> <li>Establish information dissemination arrangements which ensure that all members of the community have access to information on camp.</li> <li>In discussion with the men and women in the community make arrangements to ensure that those with specific needs have been catered for such as unaccompanied and separated girls and boys, older persons, etc.</li> <li>Ensure that all women, girls, men and boys have the necessary documentation and identity documents before camps close.</li> <li>Assess the return/relocation site including land and property restitution. Organise community members "go and see visits".</li> </ul>
Capacity building	<ul style="list-style-type: none"> <li>Develop partnerships with local NGOs to develop their camp management capacity and ensure that all training programmes mainstream gender and explain what this means in the context of camp management.</li> <li>Promote the importance of gender balance within the camp management team and ensure that women are included all camp management training.</li> <li>Promote community based organization and provide capacity building for participation in management structures on return.</li> </ul>

## 4. Checklist for Camp Coordination and Camp Management

Checklist for Camp Coordination and Camp Management	Status
<b>Camp Coordination</b>	
1. Women, men, boys and girls meaningfully participate in camp planning. Women, men, and girls and boys are consulted and participate in the development of camp policy.	
2. Information and awareness raising about camp and security management provided equally to women, men, boys and girls.	
3. Sustainable structures and mechanisms established for meaningful dialogue with women, men, and girls and boys.	
<b>Camp Management</b>	
1. Women and men representatives share their views and opinions to camp managing agency for their negotiation of new camp sites with the national authorities and host Governments.	
2. 50% representation of women in camp governance structures.	
3. 50% of camp management staff members are women.	
4. Women and men are fully engaged in the management of camp facilities.	
5. Women, men, boys and girls equally access camp services and assistance.	
6. Camp managers collect and analyze data by age and sex to monitor and ensure that women and men are using camp facilities as needed.	
7. Inclusion of women in the decision making process for camp closures.	
8. Information on camp closure disseminated through most appropriate means so as to reach all groups of the community.	

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| 9. Appropriate arrangements are in place to address the needs of groups including older persons, persons with HIV/AIDS, persons with disabilities, single heads of households, separated and unaccompanied children etc. |  |
|--|--|

**5. Resources: Camp Coordination and Camp Management**

1. *Camp Management Toolkit: Inter-agency Standing Committee cluster on Camp Coordination and Camp Management: UNHCR, 2006.*
2. *UNHCR Handbook on Emergencies (Guidelines – Site Planning)*
3. *UNHCR Tool for Participatory Assessment in Operations, May 2006*
4. *UNHCR Handbook for the Protection of Women and Girls, Provisional Release, June 2006*
5. *Sphere Guidelines - Humanitarian Charter and Minimum Standards in Disaster Response*
6. *Addressing the Needs of Women Affected by Armed Conflict (ICRC)*
7. *Practical Guide to the Systematic Use of Standards and Indicators in UNHCR Operations, February 2006/Second Edition.*

## 1. Gender and education in emergencies

Crises have serious and different impacts on the lives of women, girls, boys and men. Educational needs change, and the ability of girls and boys to attend school changes. Male and female teachers also have different experiences and priorities that need to be addressed. To ensure that all boys and girls benefit equally from education in emergencies, it is critical to understand the social and gender dynamics that might affect or place constraints on them.

The differing constraints facing boys and girls are apparent on both the supply and the demand side of education. Usually, girls are more disadvantaged.

- **On the supply side**, schools are often far away and not accessible to girls, especially disabled girls. In societies women and girls can only travel very short distances without male companions. So even if there are all-girl schools, it may be too far them to attend.

Often schools are staffed exclusively by male teachers. Minimal or no sanitation facilities can result in low attendance and high drop-out rates among adolescent girls who are menstruating. In some instances, being in school, or travelling to and from school, places girls at considerable risk of sexual violence, abuse and exploitation. These factors also affect girls' enrolment and attendance. Going to school may place boys at risk from different dangers, such as forced recruitment.

- **On the demand side**, impoverished families may prioritize boys' education and not have the money to pay for girls' school fees, uniforms and other supplies. Families often rely on girls to do household chores, care for siblings and generate family income. Early marriage and pregnancy are additional barriers to girls taking up or continuing their schooling. Even where girls are enrolled in high numbers, drop out rates towards the end of primary school are usually high.

In crisis situations, the right to gender sensitive education is critical, and should be fulfilled without discrimination of any kind. In emergency situations, providing educational facilities and opportunities contributes immensely to a range of short and long term issues of critical importance for boys and girls. These issues include:

- **Provides Safety:** Educational facilities can provide a safe physical space for children and youth, sheltering them from violence, including – especially for girls - sexual and gender based violence.
- **Promotes Well-being and Normalcy:** Schooling helps to promote and sustain the physical, social and emotional well-being of all learners. Providing structure and stability

### Education is a basic human right for everyone

❖ The right to education is protected by article 26 of the UDHR, articles 13 and 14 of the ICESCR, articles 28 and 29 of the CRC, article 10 of CEDAW and article 5 (e) of ICERD and entails the right to receive and choose an education in conformity with one's convictions.

❖ Education is both a human right and an indispensable means of realizing other human rights. It has a vital role in empowering women and girls and can lift economically and socially marginalized adults and children out of poverty and provide them with the means to participate fully in their communities. For too long, those affected by humanitarian emergencies, especially girls and young women, have been deprived of education.

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is particularly important for children and youth who may be traumatized by displacement. Girls and boys have different experiences of the emergency to cope with; they may also have different coping strategies, and these should be acknowledged and built on in schools

- **Channels Health and Survival Messages:** Education in emergencies provides a channel for conveying health and survival messages; for teaching new skills and values, such as peace, tolerance, conflict resolution, democracy, human rights and environmental conservation. It can be time to show and teach the value of respecting women, girls, boys and men equally in society.
- **Builds the Future:** At the same time, ensuring children and youth access to education during times of humanitarian emergencies provides the essential foundation for successful economic, social and political systems upon returning home. It is vital to reconstruction of the economic basis of family, local and national life and for sustainable development and peace building. Ensuring girls' access to quality education prepares them to play significant roles in reconstruction efforts, in their communities and beyond.
- **Ensures Community Participation and Builds Capacity:** Community participation is critical; it can be enhanced through capacity building activities with youth leaders and school management committees. Teacher training and capacity building support for education officials are also important, especially in chronic crisis and early reconstruction contexts. These activities must engage men and women, girls and boys, and be mindful of the differing approaches that women, girls, boys and men may have. Capacity building and training programmes are also a venue to highlight issues of gender inequality in education, so that trainees are more sensitive to the issues, and are assisted in trying to overcome them.

Where this “**window of opportunity**” for gender responsive education in emergencies is seized, it can also result in long-term changes in educational systems, and in relationships, power- and opportunity-sharing between women, girls, boys and men.

### Using a gender lens when planning education: How to do it?

Basic information about the numbers of boys and girls, their location and the cultural context in which you are operating, can help improve your programming. Information about their experiences is also important. For example, how many were involved with fighting forces? How many girl-mothers are there? What responsibilities are they shouldering now? Often girls (particularly girl-mothers) are unable to attend school as they are the sole caretakers of their families. The provision of child care facilities, food and shelter are means to ensure these girls can enrol in school.

#### Teacher Qualifications

In many situations such as Timor Leste, the formal qualifications required for teachers resulted in the exclusion of many experienced female teachers who did not have formal training.

The location of schools and time of classes can have a differential impact. If girls and young women cannot walk alone, it may be necessary to provide escorts or protection to and from school. From the standpoint of teachers, considering issues such as recruitment and training from a gender perspective is important too.

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2. What do we need to know to design and implement gender-responsive education in emergencies?<sup>1</sup>

Ask/find out	Possible information to look for
What is the nature of the crisis and impact on education?	<ul style="list-style-type: none"> <li>What is the impact of the crisis on the lives of girls and boys (e.g., recruitment, abduction, increased household chores), including access to education?</li> <li>How has the crisis affected men and women, including teachers?</li> <li>What has been the impact on education in the host community?</li> </ul>
What are the education-related demographics?	<ul style="list-style-type: none"> <li>Number of displaced girls and boys – where are they? In camps or not? How long have they been there?</li> <li>Numbers of boys and girls in the host communities and their access to education.</li> <li>Breakdown by sex and age and if relevant by ethnic group for all levels (pre-school, primary, secondary).</li> <li>What is the economic situation of families and how does this affect girls and boys?</li> <li>Number of girls or boys heading households. Number of girl-mothers.</li> <li>Number of girls and boys separated from their family. Where are they living? Are they caring for others, or being cared for?</li> <li>Number of out-of-school adolescent girls and boys.</li> <li>Literacy rates for men and women.</li> </ul>
What has changed?	<ul style="list-style-type: none"> <li>Explain any differences between current and pre-emergency scenario from a gender perspective in regards to education.</li> </ul>
What languages are used by the children?	<ul style="list-style-type: none"> <li>What is the mother tongue/other languages spoken? Written?</li> <li>Do girls and women have the same proficiency in any “official” language as boys and men?</li> </ul>
What are the safety and access issues for the learning environments?	<ul style="list-style-type: none"> <li>Are women and men involved in decisions regarding the location of learning environments?</li> <li>Are the possible locations equally accessible to girls and boys? (e.g., in a mosque?)</li> <li>What are the direct and indirect costs for girls and boys to attend school?</li> <li>Is the distance to be travelled to school acceptable to parents for girls? Boys? Is the route to school safe for girls and boys?</li> <li>Are learning environments secure, and do they promote the protection and mental and emotional well-being of learners?</li> <li>Are latrines accessible, located safely and adequate in number? Separate latrines for girls and boys? Is water available?</li> <li>If required, can sanitary pads be made available in schools?</li> <li>Has a code of conduct for teachers and other education personnel that addresses sexual harassment, abuse and exploitation been developed in a participatory manner and signed and followed? Are appropriate measures documented and applied in cases of misconduct and/or violation of the code of conduct?</li> </ul>
What is the division of household chores and other work?	<ul style="list-style-type: none"> <li>What sort of work do boys and girls typically do?</li> <li>How many hours a day? What time of day?</li> <li>Where does it take place? (At home? In fields?)</li> </ul>

<sup>1</sup> Based on, and to be used with, checklist from the *INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* handbook, p33.

	<ul style="list-style-type: none"> <li>Does this work put girls and boys at any serious risk?</li> <li>Does it interfere with the school day and work?</li> </ul>
What learning materials exist?	<ul style="list-style-type: none"> <li>Do they provide critical information on issues such as self-protection, landmines etc?</li> <li>Are the learning materials inclusive of and relevant to girls? Do they perpetuate gender stereotypes?</li> </ul>
What is the situation with teachers, training, support and materials?	<ul style="list-style-type: none"> <li>Are there male and female teachers available? At all grade levels? What are their levels of qualification and experience?</li> <li>Are there para-professionals? Other women in the community who could support girls in school and be involved in teaching and/or mentoring?</li> <li>Are teaching materials and trainings available to help teachers address specific topics needed by girls and boys? (e.g., sexual and reproductive health?)</li> <li>Are there female teacher trainers and support staff?</li> </ul>
What are the gender-specific vulnerabilities and protection needs?	<ul style="list-style-type: none"> <li>Are messages conveyed in a gender-sensitive manner for topics such as HIV/AIDS and STI, early pregnancy and childbirth, child and baby care, healthy menstruation management and GBV?</li> <li>Is information provided on reporting mechanisms and follow up for harassment and GBV? Are there gender and age responsive materials and services available to support survivors of GBV and are these linked to the school?</li> </ul>

### **3. Actions to ensure gender mainstreaming in emergency education**

<b>Category and Standards</b>	<b>Actions</b>
Community Participation	<ul style="list-style-type: none"> <li>Sensitize communities to the importance of girls' and women's access to education especially in emergencies.</li> <li>Develop strategies to ensure that women, girls, boys and men actively participate in education meetings and in trainings (e.g., pay attention to appropriate meeting timings, locations, provide childcare facilities, and consider single-sex meetings).</li> <li>Include women and men on community education committees and provide gender training if necessary to ensure their voices are heard and taken seriously.</li> <li>Engage women and men in school-related activities such as school feeding, arranging escorts to school, parents' mobilization.</li> <li>Engage the local community, especially women and girls, in the design and location of school sanitation facilities.</li> </ul>
Analysis	<ul style="list-style-type: none"> <li>Include gender dimensions into the initial assessment and ongoing monitoring and evaluation of education in emergencies.</li> <li>Collect and analyse all data related to education by sex and age.</li> <li>Design initial assessment, and monitoring and evaluation tools to gain gender-related insights.</li> <li>Consult regularly with women and girls, men and boys as part of monitoring and evaluation activities.</li> </ul>
Access and Learning Environment	<ul style="list-style-type: none"> <li>In refugee and IDP contexts, provide, to the extent possible, access to education for girls and boys.</li> <li>Create access for all to quality and relevant education opportunities; pay particular attention to marginalized girls and boys (for example, girl mothers and working boys) and provide flexibility and "open" programmes, with early childhood education</li> </ul>

	<p>(ECE) programmes if needed.</p> <ul style="list-style-type: none"> <li>▪ Set the hours for classes at convenient times for those children involved with household and field work and chores.</li> <li>▪ Involve male and female youth in the development and implementation of varied recreational and sports activities, and ensure their constructive initiatives are supported by relevant stakeholders.</li> <li>▪ Ensure that learning environments are secure and promote the protection, physical, mental and emotional well-being of learners. Pay particular attention to disproportionate impacts of insecurity on girls and women and vulnerability to GBV, e.g., provide escorts to and from school for girls, employ classroom assistants, provide girls with reporting guidelines and follow-up procedures, establish codes of conduct for teachers.</li> <li>▪ Monitor sexual harassment; provide confidential complaint reporting mechanisms and follow-up with clear procedures.</li> <li>▪ Where single-sex classes are preferred, provide separate classrooms/locations or timings for girls and boys.</li> <li>▪ Provide separate male and female latrines – in safe places.</li> <li>▪ Provide appropriate clothing and sanitary supplies to girls so they can attend school and fully participate in class.</li> </ul>
Teaching and Learning	<ul style="list-style-type: none"> <li>▪ Promote learner-centred, participatory and inclusive instruction, reaching out to and engaging girls actively in class.</li> <li>▪ Develop gender-sensitive curricula addressing the specific needs, perspectives and experiences of girls and boys, including reproductive health and HIV/AIDS content.</li> <li>▪ Include gender equality and gender sensitive teaching strategies in teacher training courses to ensure that teachers are able to create gender-sensitive learning environments.</li> <li>▪ Establish ethical assessment and examination processes, which protect girls and women (e.g., ensure teachers cannot use grade allocation to exploit girls).</li> </ul>
Teachers and Other Education Personnel	<ul style="list-style-type: none"> <li>▪ Develop and implement with the community a code of conduct for teachers and other education personnel that addresses sexual harassment, abuse and exploitation. Ensure that it is consistently applied and that appropriate and agreed upon measures are documented and applied in cases of misconduct and/or violation of the code of conduct.</li> <li>▪ Use creative strategies to proactively recruit and retain women teachers (e.g., entry through classroom assistant programme, part-time positions).</li> <li>▪ Ensure that women teachers are equally able to participate in school meetings and professional development (for example, select timing carefully and provide childcare).</li> <li>▪ Where possible ensure that women teachers are placed in high profile positions (not only in early year classes and “soft” subjects).</li> <li>▪ Include gender equality and girl-friendly teaching strategies in the criteria for teacher supervision.</li> </ul>
Education Policy and Coordination	<ul style="list-style-type: none"> <li>▪ Advocate for policy decisions to reduce the cost of schooling, especially for girls’ families (e.g., feeding programmes, take home rations and items).</li> <li>▪ Consider how resources can be coordinated (inter-agency, inter-organization) to expand programming to include hard to reach girls</li> </ul>

	<p>(e.g., internally displaced people (IDPs), young mothers, urban refugees).</p> <ul style="list-style-type: none"> <li>▪ Include specific commitment to gender equality in coordination statements/agreements between partners (e.g., UNHCR, NGOs and governments).</li> <li>▪ Explicitly locate emergency education within the Convention on the Rights of the Child (CRC), Education for All (EFA), Millennium Development Goals (MDG) frameworks.</li> <li>▪ Support and promote education policies and laws that protect against gender discrimination in education.</li> </ul>
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#### **4. Indicator<sup>2</sup> checklist for education in emergencies**

Educators should review the indicator list and select ones relevant to their context.

<b>Checklist of Indicators for Education</b>	<b>Status</b>
<b>Community Participation</b>	
1. Number of women and men involved in community education committees on a regular basis.	
2. Number of women and men involved in community education plans.	
3. Number and type of gender specific issues in education plans.	
4. % of girls involved in child/youth participation activities.	
5. Number of community members provided with gender training.	
<b>Analysis</b>	
1. % of relevant and available sex- and age-disaggregated data collected.	
2. Number and type of references to gender specific issues in assessment planning, tools design and data analysis.	
3. Number of women, girls, boys and men consulted in assessment, monitoring and evaluation processes.	
<b>Access and Learning Environment</b>	
1. Net Enrolment Ratio of girls and boys.	
2. Sex-disaggregated enrolment rates by grade level.	
3. Sex-disaggregated school attendance rates.	
4. Sex- and grade level-disaggregated drop out rates.	
5. Number of reported incidents of sexual abuse and exploitation.	
6. Existence of a "safe school" policy with clear implementation actions.	
<b>Teaching and Learning</b>	
1. % of teachers who demonstrate attempts to create girl-friendly classroom environments and use teaching strategies to engage girls.	
2. Number of gender specific lessons and topics in the school curriculum.	
3. Sex-disaggregated achievement measures (e.g., exam results).	
4. % of teachers (men/women) involved in in-service training.	
5. Number of women/men involved in pre-service teacher programmes.	
6. % of teachers (men/women) provided with gender training.	
<b>Teachers and Other Education Personnel</b>	
1. Number of male and female teachers, head teachers, teacher trainers/supervisors and other educational personnel.	
2. % of women teachers who feel safe and respected in school and in the community and fully involved in education decision-making.	

<sup>2</sup> These are specific gender equality indicators and should not be confused with the broader, 'indicators' of the INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction.

4. % of teachers (men/women) trained on and have signed a code of conduct.	
<b>Education Policy and Coordination</b>	
1. Number and type of references to gender specific issues in coordination meetings.	
2. Number and type of references to gender specific issues in coordination statements/agreements.	
3. Development of materials that address/challenge gender stereotypes and reflect new realities in society.	

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**For more information, please visit**  
**Inter Agency Network on Education in Emergencies** [www.ineesite.org](http://www.ineesite.org);  
**International Rescue Committee** [www.theIRC.org](http://www.theIRC.org); and  
**Women's Commission for Refugee Women and Children**  
[www.womenscommission.org](http://www.womenscommission.org).

## **Gender and food security, nutrition & food distribution initiatives in emergencies**

Food security exists when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life. Household food security is the application of this concept to individuals within the households. Activities aimed at improving national level food security may be quite different from those directed towards improving household food security. Both national and household food security have gender implications.

Food security is multidimensional and multi-sectoral and involves many issues from food production, distribution and marketing, preparation, processing and storage, to population and health, education, employment and income, nutrition, trade, services and infrastructure. It consists of four main dimensions: availability, access, utilization and stability/vulnerability. Women and men, boys and girls each have a special role in ensuring food security.

Acute food insecurity under emergency-situations differs from chronic food insecurity. Most emergencies happen in situations of chronic food insecurity. For this reason, it is important to establish the kind of emergency, for example, sudden natural emergencies, chronic emergencies, complex emergencies and slow-onset emergencies, as responses may differ significantly. Chronic and transitory food insecurity, which is associated with the inability of households to maintain their consumption levels in the face of fluctuations, may have differential effects on men and women, boys and girls, both at the community and household levels.

### **What are the gender implications of food security?**

Women and men have different and complementary roles and responsibilities in securing nutritional well-being for all the members of the household and the community. Age is another important element to be considered. Women often play a greater role in ensuring nutrition, food safety and quality, and are also responsible for processing and preparing food for their households. Women tend to spend a considerable part of their cash income on household food requirements. After a crisis, livelihood strategies of men and women can change and the new division of tasks to ensure food security and nutritional well-being for the household should be assessed to design effective rehabilitation programmes. It is important to establish how many men and women can be helped and for how long support is needed. Teaching men, women and children about the nutritional value of foods and how to cook them can also be advisable to support them in the new context, when they need to take up new roles.

Recognising women's and men's distinct roles in family nutrition is a key to improving food security at household level. Underlying causes of malnutrition that must be addressed include work load, dietary intake and diversity, health and disease, maternal and child care.

This chapter looks at the three aspects: food security, food distribution and nutrition. Specific sub-chapters on each aspect have also been developed, which detail information and actions to be taken when planning and implementing gender-sensitive emergency and rehabilitation programmes and projects.

In the on-going humanitarian reform, nutrition is a cluster led by UNICEF. Food distribution remains an important component of the food sector and is led by WFP. Overall food security issues, due to its multi-faceted aspects, have a number of key players involved. Among these are FAO and WFP.

## **1. Gender and food security in emergencies**

In the aftermath of disasters, affected communities will need to be assisted in restarting agricultural activities as soon as possible, in order to meet household food security needs adequately and restore resilience. Since emergencies tend to exacerbate existing vulnerabilities, respective roles and responsibilities of women and men and their constraints, needs and capacities need to be analysed and well understood in order to ensure that effective assistance is provided. Ultimately, the objective is to assist in a quicker and more sustainable recovery, especially for the most disadvantaged and vulnerable groups.

Household food security does not necessarily mean the same as food self-sufficiency, which refers to sufficient domestic production to meet the needs of the population. It refers both to the availability and stability of food, and the purchasing power of the household where food is not produced. Food security depends also on food adequacy and acceptability to consumers. It is an issue for individuals within households, for households as a whole, for nations and for the international community. At the household level, individual members may be malnourished while others have sufficient adequate food. In some societies, women and/or children are the victims of food discrimination. The conditions of access to food for men and women, and the general gender-disaggregated calorie intake deficit among the affected population should be assessed. At the national level, there can be sufficient food supplies, but food insecure households or areas due to production/supply shortages, low-income levels and general lack of access to those supplies. Internationally, food production levels are more than sufficient to feed all people, but not equally available or accessible. Improving food security means ensuring households have the means to produce sufficient food of acceptable quality for their own consumption - or earn enough regular income to purchase it and access the market, while ensuring all members of the household share sufficient access.

Whether in terms of labour input, decision-making, access to or control of production resources, gender issues should be mainstreamed in food security, looking at the four dimensions mentioned earlier: availability, access, utilization and stability. Gender aspects are relevant to the majority of these issues since women and men are generally affected differently by the emergency and displacement and have different access to and control over finances and resources. Women are active in cash and subsistence agricultural sectors and their work in producing food for household and community consumption is still often not valued.

### **Food security assessment in the West Bank and Gaza Strip**

In 2003, FAO and WFP undertook a comprehensive food security and nutrition assessment across all districts of the West Bank and Gaza Strip. A key objective was to understand the factors and conditions affecting livelihoods and food security and nutritional vulnerability of men, women and children. In addition to reviewing secondary data, the mission conducted a primary data collection and analysis exercise in urban, camp and remote/rural locations. This involved extensive field visits, focus group discussions, pairwise comparison ranking, household observations, and interviews using a gender focus.

Many failures in food security programmes and policies are due to the assumption that large groups of people are homogeneous, rather than being composed of socio-economic groups with different needs and interests. Goals and objectives cannot be achieved without a clear understanding of the target group. Knowing who does what work and carries out what roles in providing for household food security is essential in policy planning. If women are

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responsible for a particular aspect of food policy they need to be specifically targeted, rather than assuming that they will automatically be reached -equally so for men. Women and men should not be treated as all the same and a specific socio-economic group may be the target of special policies and programmes. The effects of food aid, subsidies and rehabilitation programmes on women, as the principal providers of food for the household, need to be considered, as opposed to looking at households as units. There may be no man associated with the household and even where there is one, it may still be considered women's responsibility to provide for food by whatever means possible. Good knowledge is required of food security related socio-economic issues and an understanding of how people make their choices and interact.

## 2. What do we need to know **order** to plan and implement gender-responsive food security programmes in emergencies?

Ask/Find out	Information to look for
What are the demographic factors?	<ul style="list-style-type: none"> <li>▪ Number of landless poor (disaggregated by sex).</li> <li>▪ Number of herdless pastoralists (by sex).</li> <li>▪ Number of poorest in caste groups (by sex).</li> <li>▪ Most marginalized communities (composition and size).</li> <li>▪ Number of temporary and long-term or permanent migrants.</li> </ul>
What are the social factors and how have they changed since the crisis?	<ul style="list-style-type: none"> <li>▪ What are the different types of households after the crisis (for example, female- or child-headed households)?</li> <li>▪ Composition of the households needing special assistance (i.e. unaccompanied children, widows without families, disabled and men and women affected by HIV/AIDS).</li> <li>▪ Has there been recognition of the roles of men and women in caring for their extended families and dependents?</li> <li>▪ Are the specific needs of men, women, children and disabled recognized?</li> <li>▪ Is the local knowledge of men and women recognized and used in planning food security interventions?</li> <li>▪ What is the local level of organization of men, women, youth and disabled in the rural communities? Can informal networks or formal associations be supported and how?</li> <li>▪ Is there any community support to men and women for food production, transport and delivery?</li> <li>▪ What are the community and household power structures in relation to the use of food, land and other productive resources?</li> <li>▪ How acceptable to the population are the proposed commodities, according to gender-disaggregated needs?</li> <li>▪ Who controls resources (production tools, food, and so on) both at the community and household level?</li> </ul>
What are the economic factors and how have they changed since the crisis?	<ul style="list-style-type: none"> <li>▪ What is the level of poverty of men, women and children?</li> <li>▪ Do women and men have equal access to the local market?</li> <li>▪ What is the local food procurement for men and women?</li> <li>▪ Do both men and women have access to cash and food for work opportunities, credit and agricultural inputs?</li> <li>▪ Is cash available for men and women to meet non-food needs?</li> <li>▪ Do both have access to food aid services and programmes?</li> <li>▪ What are their levels of self-sufficiency in particular crops?</li> <li>▪ Is there adequacy and stability of food supplies and access (quantity, quality and nutritional aspects) for men and women?</li> </ul>

What are the political factors and how have they changed as a result of the crisis?	<ul style="list-style-type: none"> <li>Is any group being discriminated against?</li> <li>Are national and/or customary practices and laws limiting women's access to land and other productive assets?</li> <li>Do both men and women have access to agricultural services?</li> <li>Do the national legislation and laws ensure equal rights (for example, to land) to men and women?</li> <li>What are the consultation procedures in policy formulation and implementation processes?</li> <li>Do mechanisms exist for involving women and most vulnerable groups in decision- and policy-making?</li> <li>Do subsidies on products exist and what are their effects on production of food crops and incomes of poor men and women?</li> </ul>
What are the institutional and security factors and how have they changed since the crisis?	<ul style="list-style-type: none"> <li>Have institutional arrangements and mechanisms been taken to ensure that the views and concerns of women and vulnerable groups at village, regional and national levels are brought to the attention of policy-makers?</li> <li>What are the information dissemination and communication channels, and are special measures taken to ensure the access to women and most vulnerable groups?</li> <li>Is the presence of weapons and land mines creating any mobility problems for men and women to reach the local market for the purchase of food or their agricultural fields?</li> <li>Do men or women, boys or girls face problems with physical security in accessing food security assistance?</li> </ul>

### **3. Actions to ensure gender mainstreaming**

<b>Issue</b>	<b>Actions</b>
Household food supply and food access	<ul style="list-style-type: none"> <li>Establish the gender-specific food insecurity situation in emergency settings. Is it due to i) loss of own production or stocks; ii) loss of income and/or tradable assets; iii) difficult economic access to food (i.e. price increase); iv) break-down of traditional support systems or any other cause.</li> <li>Ensure that both men and women have equal access to food and other productive resources.</li> </ul>
Gender-sensitive needs assessment	<ul style="list-style-type: none"> <li>Assess the priority needs and constraints of men and women to increase household food security at short and long-term.</li> <li>Gather the perceptions of the target population to provide a basis for decision-makers in the design, targeting and implementation of policies, strategies and interventions to protect and promote food security.</li> <li>Assess if any problem resulted from the division of labour or from the inequitable access to resources for women and men.</li> </ul>
Vulnerability maps	<ul style="list-style-type: none"> <li>Identify areas and sectors of population (men, women and children) most at risk of food insecurity.</li> <li>Identify types and levels of hazards based on past, present and projected trends to assess the needs of the areas and groups of people (disaggregated by sex) most at risk.</li> <li>Formulate supplementary feeding programmes for at-risk sections of the population, with the active participation of men, women and children.</li> </ul>
Gender-disaggregated	<ul style="list-style-type: none"> <li>Disaggregate by sex existing data on different socio-economic groups in food insecure communities.</li> </ul>

data and gender-sensitive indicators	<ul style="list-style-type: none"> <li>• Conduct surveys and rapid appraisals to collect direct information from men and women, with adequate representation of the different socio-economic groups.</li> <li>• Analyze data with a gender perspective taking into account the division of tasks, access to and control over productive resources and decision-making patterns between men and women at household and community levels.</li> <li>• Disseminate information disaggregated by sex to raise awareness among policy-makers on relevance of gender issues in food security programmes and policies.</li> <li>• Formulate a core set of gender-sensitive indicators to monitor and evaluate the impact of food security programmes and policies on men, women and children.</li> </ul>
Emergency livelihood analysis	<ul style="list-style-type: none"> <li>• Assess constraints, productive capacity, capabilities as household food securers of different socio-economic groups, including female- and child-headed households and families with disabled and HIV/AIDS affected people.</li> <li>• Identify livelihood strategies of men and women to overcome (transitory) food insecurity and vulnerability.</li> <li>• Make recommendations to facilitate women's access to land and other productive resources (for example, credit and technology).</li> <li>• Promote new-income generation and diversified activities for men, women, boys and girls.</li> </ul>
Stakeholders analysis	<ul style="list-style-type: none"> <li>• Identify the main stakeholders of the food security programme in emergency and rehabilitation contexts.</li> <li>• Ensure that men and women actively participate in the design, implementation and monitoring and evaluation of food security programmes and policies.</li> <li>• Actively involve women in policy-making bodies.</li> <li>• Consult with women, men, girls and boys to select appropriate targeting mechanisms.</li> <li>• Identify potential risks and consequences for creating lasting direct benefits for recipients and to local governance.</li> <li>• Carry out field visits, focus group discussions, pairwise comparison ranking, household observations and interviews with mixed or separate groups of men, women and children.</li> <li>• Identify with the population the priority problems and development opportunities for each socio-economic group.</li> </ul>
Gender-sensitive targeting	<ul style="list-style-type: none"> <li>• Establish mechanisms to reach the specific target groups of men, women and children.</li> <li>• Assess women's participation in defining target groups.</li> <li>• Ensure enough flexibility for programmes to be adjusted if particular target groups of men, women and children are being adversely affected, using a participatory approach.</li> </ul>
Capacity building	<ul style="list-style-type: none"> <li>• Raise awareness of decision-makers and extension workers on the importance of gender issues in emergency programmes.</li> <li>• Assess what support men and women need to increase their capacities and skills and how they will benefit from new skills.</li> <li>• Promote equal access to training, extension, and information to women and most vulnerable groups.</li> <li>• Organize business skills development courses (joint or separate training according to the socio-cultural context) for men, women, boys and girls.</li> </ul>

4.

**4. 4. Indicator checklist for food security**

Actors working in the food security field should review the indicator list below and select and track ones relevant to their work. Additional indicators should be added and tracked to measure progress in the incorporation of gender issues into food security interventions.

<b>Indicator Checklist of Indicators for Food Security</b>		<b>Status</b>
1.	A needs assessment was undertaken to assess changes in women's and men's access to and control over land or other critical productive resources.	
2.	Sex-disaggregated data regarding the literacy level and employment rates of male- and female-headed households are collected, analyzed and used for programming.	
3.	Women and men are systematically consulted and included in food security interventions.	
4.	An analysis of malnutrition rates for boys and girls in terms of stunting, wasting and underweight; and in micronutrient deficiencies is undertaken.	
5.	The target numbers of men, women and youth set for participation in training and skills development courses are reached.	
6.	The perceptions of men and women regarding changes in their lives (positive and negative) as result of food security interventions are recorded and the implications are addressed in programming.	

**5. Resources: Food Security**

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## **1. Gender and food distribution in emergencies**

In an emergency, the focus is on primary needs and on meeting them through the delivery of aid as quickly and equally as possible. Complex emergencies have different impacts on men and women and often change households' dynamics. Sensitivity to men's and women's different needs and interests in food distribution is needed. In other words gender perspectives must be mainstreamed from the outset in design, data collection, needs assessment and vulnerability analysis, targeting, programme planning and management, and ultimately, monitoring and evaluation. To this end, the following should be taken into account:

- Understanding the cultural/social context of women's and men's roles as they relate to all aspects of food aid interventions.
- Understanding how gender relations affect access to and control over food.
- Understanding the variability of food consumption, health, and nutrition between women, men, boys and girls and how these factors affect their food utilization.
- Analyzing how the benefits of food aid interventions can be effectively targeted to both men and women and used to promote gender equality.
- Anticipating any negative impacts food aid may have on women or men (e.g. protection concerns for women to avoid putting them at risk, understand the power dynamics in the community and ensure that women's leadership structures are understood).

### **The right of everyone to an adequate standard of living, including food**

❖ Articles 25 of the Universal Declaration of Human Rights (UDHR) and article 11 of the International Covenant on Economic, Social and Cultural Rights (ICESCR) guarantee the right to food. The principle of non-discrimination, protected by these two instruments, also applies to the right to food.

❖ The right to food is realized when every man, woman and child, alone or in community with others, has physical and economic access at all times to quality, adequate and culturally acceptable food, or means for its procurement. Such access must be guaranteed by the State. The right to adequate food shall not be interpreted in a narrow or restrictive sense which equates it with a minimum package of calories, proteins and other specific nutrients.

### ***Lack of transparency and communication increases risk to people of concern***

It is essential to inform communities (host, refugees, IDPs, others) about who qualifies for food aid, the selection criteria, targeting and distribution arrangements (timing, composition and size of food rations) entitlements, and so on, so that the intervention does not heighten risk and insecurity for anyone. Consultations with various sectors of the population can help identify potential sources of risk, and entry points to resolve tensions early on. During a focus group discussion in Colombia, for example, women reported tensions between people receiving food aid and other members of the community not receiving food who were questioning their exclusion from food aid activities.

***Including Men and Women in Programme Monitoring in Transition***

Fairness in access to and allocation of resources depends on the active involvement of men and women in all programme phases, including monitoring. In Tanzania, WFP encourages gender-based approaches to implement and monitor activities at the grass roots level. For example, in Arusha Municipality food-supported Parents Living with HIV/AIDS (PLWHA) groups meet regularly with WFP staff and partners to share their experiences, listen and respond to each other's concerns and needs. Feedback from both men and women helps WFP in monitoring the impact of food assistance on people's lives and to adjust its activities according to their needs.

**2. What do we need to know to design and implement a gender responsive food distribution system in emergencies?**

Ask/find out	Possible information to look for
What are the population demographics?	<ul style="list-style-type: none"> <li>▪ Total number of households/family members—disaggregated by sex and age</li> <li>▪ Number of single female and male headed families and number of families headed by children (boys and girls)</li> <li>▪ Number of unaccompanied children, elderly, disabled, pregnant and lactating women</li> </ul>
What are the social, political, cultural, and security context? What has changed as a result of the emergency?	<ul style="list-style-type: none"> <li>▪ What are the existing power structures (formal and informal) within the community?</li> <li>▪ Are there differences between men's and women's positions/roles and responsibilities in relation to their ethnicity, religious beliefs?</li> <li>▪ Are members of the community equally affected by the emergency? Have men and women, girls and boys been affected differently?</li> <li>▪ How many people were previously highly vulnerable? What has changed?</li> <li>▪ What are the customs, culture and tradition that limit access to and control over food to any members of the household/community/population at large</li> <li>▪ If there are weapons in circulation, who controls them and who is most at risk? How does this affect access to food?</li> </ul>
What are the food security and nutrition needs?	<ul style="list-style-type: none"> <li>▪ Is food available, accessible and usable by all members of the household/community/population?</li> <li>▪ How do gender disparities affect food insecurity?</li> <li>▪ How is the food shared within households? (Intra-household food distribution and consumption: who eats first?)</li> <li>▪ What is the nutritional status of the affected population (disaggregated by sex/age)?</li> <li>▪ Are there any food taboos or restrictions for children under 5 and pregnant and lactating women? What are the eating habits of the population as a whole?</li> <li>▪ Who receives food aid on behalf of the family? Who decides over its use?</li> </ul>

### 3. Actions to ensure gender mainstreaming in food distribution

ISSUE	ACTIONS
Ensure equality in targeting and registration.	<ul style="list-style-type: none"> <li>▪ Collect sex-disaggregated data for planning, implementation and evaluation of food aid.</li> <li>▪ Involve men and women equally in programme design and targeting.</li> <li>▪ Analyze and understand the impact of food aid intervention on women, girls, boys and men.</li> <li>▪ Consult with women and men separately to anticipate and address any negative impact food aid interventions may have on women, girls, boys or men.</li> <li>▪ Ensure that each household ration card for free food distributions is issued in a woman's name.</li> <li>▪ Register households receiving food aid to facilitate equal distribution.</li> <li>▪ Ensure that female and adolescent-headed households and other vulnerable groups are included in food distribution lists.</li> <li>▪ If polygamy is widely practiced, ensure that women are recipients of food aid for themselves and their children.</li> </ul>
Ensure equal participation of women, girls, boys and men in decision-making and capacity building.	<ul style="list-style-type: none"> <li>▪ Assess what the different roles are of women and men in food management and consumption, both at the community and household levels.</li> <li>▪ Ensure equal participation of women and men in food management and asset-creation committees, including at executive level positions.</li> <li>▪ Provide training opportunities to men and women on leadership and negotiation skills.</li> <li>▪ Determine factors that might hinder women's or men's regular participation in committees, trainings or other activities and address them (e.g. provide childcare facilities; schedule the meetings so that they do not coincide with traditional meal/prayer etc times).</li> </ul>
Distribute food aid equitably.	<ul style="list-style-type: none"> <li>▪ Ensure that distribution points are as close and accessible to beneficiaries as possible (distance should be no more than 10 km, Sphere Standards).</li> <li>▪ Ensure that the distribution arrangements (time, place, schedule, size and weight, etc.) do not discriminate against vulnerable or marginalized groups.</li> <li>▪ Arrange food distribution so it does not add burdens on women.</li> <li>▪ Adopt positive measures to redress the discrimination in allocation of food resources (e.g. ensure that children under 5, the sick or malnourished, pregnant and lactating women and other vulnerable groups are given priority for feeding).</li> <li>▪ Incorporate strategies to prevent, monitor and respond to violence, including gender-based violence and sexual exploitation and abuse, at all stages of the project cycle, for example, early distribution to allow beneficiaries to reach home during daylight.</li> <li>▪ Ensure that all people of concern are equally and fully informed about the food aid interventions, for example the size and composition of the ration, beneficiary selection criteria, place and time of distribution, no service required in exchange for receiving the ration, and proper channels for reporting of abuse cases.</li> <li>▪ In consultation with women, anticipate and address any negative impacts that the distribution of food to women and the issuance of</li> </ul>

	<p>food entitlements in women's names may have on the community and intra-household relationships.</p> <ul style="list-style-type: none"> <li>Consider, to the extent possible, direct/easily accessible distribution to the most vulnerable groups, and/or, the provision of means of transportation to communities or groups of beneficiaries (for example, community-owned wheel-barrow).</li> <li>Identify, together with communities and partners, safe and easily accessible areas for distribution.</li> </ul>
Ensure monitoring and evaluation takes gender issues into consideration.	<ul style="list-style-type: none"> <li>Ensure equal participation of women and men in monitoring, evaluation, and the reviewing of progress and results.</li> <li>Together with people of concern, develop monitoring and evaluation tools that specifically look at the impact of food distribution on women's and men's vulnerability, including in the design of questionnaires that examine how the food needs of women and men have been addressed.</li> <li>Assess the impact of the food aid programme on women and men (needs, access and control over resources, physical and human capital, income and livelihood options, etc.)</li> <li>Consult women and men, girls and boys in the identification of remaining gaps and areas of improvement.</li> </ul>

## 5. Indicators for Food Distribution

Actors working on food distribution programmes should review the indicator list below and select and track ones relevant to their work. Additional indicators should be added and tracked to measure progress in the incorporation of gender issues into food distribution.

Indicator Checklist for Food Distribution	Status
1. Men and women take part equally (in numbers and consistency) in decision-making, planning, implementation and management of food aid programmes.	
2. Men and women benefit equally from the distribution of food and from the assets created through food-supported activities.	
3. Committees with equal representation of women and men are formed for targeting, monitoring, and distribution of food items and for determining the needs of vulnerable/marginalised groups.	
4. Women are designated as the initial point of contact for emergency food distribution.	
5. Women are the food entitlement holders.	
6. Efforts are made to reduce time spent to, at, and from food distribution points (for example, distribution organized at different time intervals to avoid crowds and long waiting time; to ensure timely distribution and to avoid long waits for food delivery by partners.	
7. Efforts are made to reduce the burden that the receipt of food aid may pose on women beneficiaries (e.g. food distribution points established as close to beneficiaries as possible; Weight of food packaging manageable and efficient for women e.g. 25 vs. 50kg bags etc.).	
8. Efforts are made to prevent and respond to protection concerns of beneficiaries prior, during, and after distribution (for example, food distribution points established far from insecure areas; beneficiaries provided with information on selection criteria, targeting and distribution arrangements (time, size and composition of rations, accompany distribution, and so on).	

## **5. Resources: Food Distribution**

1. Inter-Agency Standing Committee (IASC). "Action Sheet 6.1: Implement Safe Food Security and Nutrition Programmes." *Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergency*. Geneva, Switzerland. 2005.  
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## 1. Gender and nutrition in emergencies

Emergencies are often characterized by a high prevalence of acute malnutrition and micronutrient deficiency diseases. The risk of death in undernourished children with a severe, moderate or mild weight deficit for age is many times higher relative to the risk of death in children who are normally nourished. Women, girls, boys and men face different risks relating to nutritional status. Good nutrition programming must take due account of gender issues at all stages of the project cycle - from participatory assessment and analysis through to surveillance, implementation of interventions, monitoring and evaluation.

### How gender issues affect nutritional status?

- In crisis situations where food is in short supply, women and girls are more likely to reduce their food intake as a coping strategy in favour of other family members which can contribute to under-nutrition among women and girls.
- Because of social traditions men and boys may be favoured and fed better than women and girls.
- Women may face constraints in accessing humanitarian services including food as a result of insecurity, cultural discrimination and limited mobility.
- Women, especially those who are pregnant or lactating, may be disproportionately affected by under-nutrition due to their increased physiological requirements. Teenage pregnancy can also lead to poor health and nutritional status for both the baby and the mother.
- In addition, while remaining the main caretakers of children and other dependents within a household, women take on additional activities to support household food security especially in situations where male heads of households are absent. This often leads to disruption in infant and young child feeding practices and reduced caring capacities.
- Men who are single heads of families may not know how to cook or care for young children placing children of this type of family at greater risk for under-nutrition.
- Single men and boys separated from their families can be at risk of under-nutrition if they do not know how to cook or access food distribution.
- Older persons, orphans and people with disabilities and chronic illness, especially children, are also more likely to suffer from some type of malnutrition as their specific needs are often overlooked during assessment when setting up assistance programmes.

#### ***Breastfeeding Problematic in Transitional Situations***

Following the October 2005 earthquake, women frequently shared a shelter with distant male relatives and/or non-related men. The lack of privacy and support led many women to stop breastfeeding as they felt uncomfortable exposing their breasts in front of men. This emphasizes the urgent need for lactation corners in emergencies to ensure continued breastfeeding.

#### ***No Cooking Skills – Poor Nutrition for Boys***

In a refugee camp in Northern Kenya south Sudanese boys were separated from their families. Unsurprisingly, their nutritional status deteriorated because they did not know how to cook or access food distribution.

**Niger and Undernutrition: Why Gender Analysis Matters?**

**Context:** For several decades, Niger has suffered from a situation of high levels of undernutrition due to sub-optimal infant and young child feeding practices, and food insecurity. A series of environmental and economic shocks in the country over recent years exacerbated existing structural weaknesses, resulting in high levels of acute malnutrition among children under three. In 2005, a nutrition survey showed that 22% of children under three years suffer from acute undernutrition, which is four times higher than older children (3-5 years old) in whom the prevalence of acute undernutrition is only 4%. The Niger crisis was a crisis among infants and young children.

**The importance of a gender-perspective in analysis and response:** Recent assessments and evaluations of the humanitarian response to the malnutrition crisis in Niger have highlighted poor analysis of the structural and proximate causes of malnutrition in the region. In particular, poor child feeding practices, lack of access to health services, cultural practices and gender inequality in the country were inadequately incorporated into the national vulnerability analysis and subsequent programming. Within Niger's patriarchal society, women often do not have access to or control of food supplies. Seasonal cross-border labor migration patterns by male members of the family often leave women behind with only limited access to granary stores. This forces women to spend long hours away from their infants and young children in search of food.

**Lessons learned:** Humanitarian and development partners in the region are placing greater emphasis on behavioral change and advocacy in programming so that women are better able to care for their infants and young children, access services, and benefit from the interventions.

**2. What do we need to know in order to design gender-response nutrition programmes?**

Ask/find out about	Possible information to look for
Demographics	<ul style="list-style-type: none"> <li>• Number of households.</li> <li>• Number of women, men, girls and boys.</li> <li>• Number of female, male and child headed households.</li> <li>• Number of persons by age and sex with specific needs (unaccompanied children, disabled, sick, elderly).</li> <li>• Number of pregnant and nursing women.</li> </ul>
What is the social, political, cultural, and security context? What has changed as a result of the emergency?	<ul style="list-style-type: none"> <li>• What are the existing power structures within the community? Do women have their own structures?</li> <li>• What are the differences between men's and women's positions/roles and responsibilities with regard to nutrition?</li> <li>• Have men and women, girls and boys been affected differently by the emergency?</li> <li>• Who were the most at risk for nutrition problems? What has changed due to the crisis?</li> <li>• What factors (social, economic, political or security) limit access to and control over food to any members of the household/community/population?</li> </ul>
What is the nutritional	<ul style="list-style-type: none"> <li>• Does data on nutritional status (<math>&lt; -2</math> z-score weight for</li> </ul>

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status, ill-health and mortality?	<p>height) disaggregated by sex and age indicate that girls and boys are disproportionately affected? If so what are the reasons for these differences?</p> <ul style="list-style-type: none"> <li>• What is the nutritional status of women of reproductive age? What are the levels of anaemia?</li> <li>• Does mortality data (Crude Mortality Rate and Under 5 Mortality Rate) disaggregated by sex indicate that women, girls, boys or men are disproportionately affected? If so, what are the reasons why this is so?</li> </ul>
What are the social determinants of malnutrition?	<ul style="list-style-type: none"> <li>• Are there any socio-cultural practices, taboos, cultural beliefs or caring practices that may affect women, girls, boys and men nutrition status differently?</li> <li>• How is food distributed within the home between women and men, girls and boys?</li> <li>• Who within the family has controls over resources and does this impact on access to food and feeding habits?</li> <li>• Are there any differences in breastfeeding practices for girl or boy babies? Is there a negative impact?</li> </ul>
What is the food and food security access and availability situation?	<ul style="list-style-type: none"> <li>• Are there differences for women, girls, boys and men in terms of access to food?</li> <li>• If boys and men are separated from families do they have cooking skills? Can they prepare food for themselves?</li> <li>• If women are heading family groups are they accessing sufficient food? How do older women and men access food and does the food basket meet their specific needs?</li> <li>• How do women, men, girls and boys with disabilities access food and does the food basket meet their specific needs?</li> <li>• How are the chronically ill including those with HIV/AIDS being cared for by the community systems?</li> <li>• Is there a change in work patterns (e.g. due to migration, displacement or armed conflict) resulting in a change of roles and responsibilities in the household and inhibiting or preventing certain women or men from accessing food?</li> <li>• What nutrition interventions were in place before the current emergency? How were they organized and did they affect women, girls, boys and men differently?</li> <li>• How do school children access meals while in schools?</li> <li>• Do households have access to micronutrients sources?</li> </ul>

### 3. Actions to ensure gender mainstreaming in nutrition programming

Aim	Actions
Rapid assessment/baseline	<ul style="list-style-type: none"> <li>• Conduct a rapid participatory assessment with women, girls, boys and men of diverse backgrounds to ensure the integration of gender perspectives in the initial nutritional status analysis and to identify groups most at risk.</li> <li>• Obtain information on age and sex specific incidence of illnesses, nutrition indicators and health conditions.</li> </ul>
Address the nutritional and support needs of at risk groups	<ul style="list-style-type: none"> <li>• Consult with key at risk groups (e.g. pregnant and lactating women) to identify effective and accessible supplementary feeding programmes.</li> <li>• Set up monitoring systems so that the different groups (by</li> </ul>

**Different Needs – Equal Opportunities**

	<p>age and sex) benefit from the nutrition programmes.</p> <ul style="list-style-type: none"> <li>• Support, protect and promote exclusive breastfeeding and appropriate young child feeding practices through training, as well as the development and application of relevant policies and monitoring.</li> </ul>
Address micronutrient deficiencies and nutrition needs	<ul style="list-style-type: none"> <li>• Ensure that vaccination campaigns and vitamin A supplementation reach women, girls and boys equally.</li> <li>• Promote fortification of food aid commodities to ensure equal access to micronutrient-rich foods.</li> <li>• Involve women, men, girls and boys in the design management and assessment, of nutrition-related services and control of distribution of supplies.</li> </ul>
Community mobilization and participation	<ul style="list-style-type: none"> <li>• Involve women, men, girls and boys in participatory assessments, defining health and nutrition priorities, planning solutions, policies, interventions and evaluation, from the outset.</li> <li>• Identify the capacities and skills among the affected population and work with them to build on their capacities and develop community based sustainable nutrition programmes to avoid medium and long term dependence on external assistance.</li> <li>• Develop community based nutrition monitoring programmes, including the distribution and use of food within the home and train community nutrition workers on the gender dimensions of health and nutrition.</li> </ul>
Treatment of moderate and severe acute malnutrition	<ul style="list-style-type: none"> <li>• Establish therapeutic feeding centres at both facility and community levels and ensure gender-balance of health workers managing the centres.</li> <li>• Implement targeted supplementary feeding programmes achieving maximum coverage for all through decentralized distribution.</li> </ul>
Technical support and capacity building	<ul style="list-style-type: none"> <li>• Incorporate in the team as many men and women as possible from the affected/displaced population</li> <li>• Train local health and nutrition workers on gender – sensitive service delivery.</li> <li>• Review national guidelines on various aspects of nutrition, to ensure gender- sensitivity.</li> <li>• Provide skills in emergency preparedness in relation to gender and nutrition.</li> </ul>
Conduct in-depth nutrition survey	<ul style="list-style-type: none"> <li>• Ensure gender-balanced nutrition assessment teams, including female translators.</li> <li>• Review existing data on nutrition and health to ensure it is disaggregated by sex and age, including statistical significance test.</li> <li>• Carry out a participatory nutrition survey and identify population groups that are hard to reach and/or marginalized and analyze the data by sex and age.</li> </ul>

**4. Indicator Checklist for Nutrition**

Those working in the nutrition sector/cluster should review the indicator list below and select and track ones relevant to their work. Additional indicators should be added and tracked to measure progress in the incorporation of gender issues in to nutrition interventions.

Checklist of Indicators for Nutrition	Status
1. Data is gathered through participatory assessments with women.	
2. Women and men are taking part meaningfully in decision-making.	
3. Data is analyzed by sex and age and any differences noted and plans put into place to address the problems related to: admissions to therapeutic feeding centers.	
4. % of women, men, girls and boys who are unable to meet their nutritional requirements.	
5. % of women, men, girls and boys with disabilities covered by supported nutrition surveillance.	
6. % of girls and boys aged 6-59 months who have received Vitamin A in affected areas.	
7. % of under fives (girls and boys), pregnant and lactating women who are receiving supplementary feeding programmes and treatment for moderate acute malnutrition.	
8. % of boys and girls under 5 who are covered by nutrition surveillance in affected areas.	
9. Proportion of women and men trained workers from the community taking part in nutrition programmes.	
10. Number of training courses held including in schools on nutrition and gender issues.	
11. % of emergency nutrition preparedness programmes that include men and women in design and implementation.	

## 5. Resources

1. The Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response. "Chapter 3: Minimum Standards in Food Security, Nutrition and Food Aid." *The Sphere Handbook: 2004 Revised Version*. Geneva, Switzerland. 2004.  
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## 1. Gender and health in emergencies

In crises, the health of women and girls, boys and men is affected differently. Social, cultural and biological factors increase the risks faced by women and particularly girls. Available data suggest that there is a pattern of gender differentiation in terms of exposure to, and perceptions of risk, preparedness, response, physical and psychological impact, as well as capacity to recover.

Women are often at increased risk of violence and may be unable to access assistance and/or to make their needs known. They are usually insufficiently included in community consultation and decision-making processes; as a result their health needs are often not met.

Those delivering health care in crisis situations must first take account of the different needs, second recognize the potential barriers that they may face, and ensure that women and men can access health services equally. Health projects and programmes must include gender analysis from *the beginning and at every stage* of the project cycle. Women and men must participate equally in the planning, management and delivery of health services in humanitarian action, and women must be part of the decision making and implementation process at all levels. The views of girls and boys must be taken into account. Coordination with health and other partners is crucial to avoid overlap and duplication.

Recognizing that it will not be possible to collect information on all issues outlined below, it is important to keep in mind to disaggregate data by sex and age and to apply a gender analysis.

### **The enjoyment of the highest attainable standard of health is a human right for all**

- ❖ Right to health is a fundamental human right indispensable for the exercise of other human rights.
- ❖ Article 25 of the Universal Declaration of Human Rights laid the foundations for the international legal framework for the right to health. Subsequently, the right to health was codified in numerous legally binding international and regional human rights treaties.
- ❖ Article 12 of the International Covenant on Economic, Social and Cultural Rights (CESCR) provides the cornerstone protection of the right to health in international law. It introduces legally binding provisions that apply to all individuals in the 146 ratifying States. Additional right to health protection for marginalized groups is contained in group-specific international treaties.
- ❖ Further standards relating to specific groups are set out in other instruments, such as the Principles for the Protection of Persons with Mental Illness and the Improvement of Mental Healthcare and the Declaration on the Elimination of Violence against Women.
- ❖ The right to health is an inclusive right, extending not only to timely and appropriate health care, but also to the underlying determinants of health, such as access to safe and potable water and adequate sanitation, healthy occupational and environmental conditions, and access to health-related education and information, including on sexual and reproductive health (CESCR, General Comment 14).
- ❖ The disaggregation of health and socio-economic data according to sex is essential for identifying and remedying inequalities in health. (General Comment No. 14 (2000) of the CESCR)
- ❖ The right to health includes the right to seek, receive and impart information and ideas concerning health issues. However, accessibility of information should not impair the right to have personal health data treated with confidentiality.
- ❖ The right to health requires that health facilities, goods and services must be available (i.e. health and health-care facilities, goods and services, safe and potable drinking water, adequate sanitation available in sufficient quantity), accessible (i.e. non-discrimination, physical accessibility, economic accessibility and information accessibility), acceptable (i.e. being sensitive to culture, gender and life-cycle requirements) and of good quality (adaptation CESCR). Several regional instruments also include the right to health including: The European Social Charter, The African Charter on Human and Peoples' Rights and The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa., Additional Protocol to the American Convention on Human Rights (Protocol of San Salvador).

## **2. What do we need to know to plan and implement gender-responsive health services?**

<b>Ask/find out</b>	<b>Possible information to look for</b>
What are the population demographics?	<ul style="list-style-type: none"> <li>▪ Total number of households/family members– disaggregated by sex and age.</li> <li>▪ Number of single female and male headed families and number of families headed by children (boys and girls).</li> <li>▪ Number of unaccompanied children, elderly, disabled, pregnant and lactating women.</li> </ul>
What is the social, political, cultural, and security context? What has changed as a result of the emergency?	<ul style="list-style-type: none"> <li>▪ Are there differences between women and men in the community/households in relation to their roles, responsibilities, and decision making power?</li> <li>▪ Are men and women, girls and boys affected differently by the crisis? How?</li> <li>▪ How many people were previously vulnerable? Has that number changed?</li> </ul>
What was the health situation before the emergency? What affects control over food and other resources?	<ul style="list-style-type: none"> <li>▪ What is the baseline health data, including information on immunization, contraception, etc?</li> <li>▪ What diseases affect women and men differently within the context of the crisis?</li> <li>▪ What is the Crude Mortality Rate disaggregated by sex and age? Are women, men, boys and girls disproportionately affected? If so, what are the reasons?</li> </ul>
What are the cultural and religious aspects related to the provision of health care?	<ul style="list-style-type: none"> <li>▪ Who provides health care to whom, for example can women only seek health care from female health workers?</li> <li>▪ Are there cultural issues regarding pregnancy and birthing, the disposal of dead bodies, washing, water use, cooking, animal husbandry, the privacy of latrines, that may negatively affect women, girls, boys and men?</li> <li>▪ Is there any linguistic factor (such as illiteracy and use of minority or foreign languages) which may impact certain group/community in access to health care services and health information (including information on underlying determinants of health, such as access to water and sanitation facilities)? Is there any difference between women and men in terms of ways of communication and/or access to information?</li> </ul>

### 3. Actions to ensure gender mainstreaming in health

Issues	Key actions
Joint needs assessments: what information should be gathered from women and men	<ul style="list-style-type: none"> <li>▪ Ensure assessment teams include female assessors and translators.</li> <li>▪ Disaggregate all data by sex and age.</li> <li>▪ Analyse together with the community through participatory assessments the impact of the humanitarian crisis on women and girls, boys and men to identify physical and mental health needs and to ensure equal access to health services and benefits.</li> </ul> <ul style="list-style-type: none"> <li>▪ Provide childcare support to enable women and men from single-parent headed households to participate in meetings.</li> <li>▪ Find out which groups are hard to reach (physical and social access) and/or marginalized and the barriers preventing access.</li> <li>▪ Identify community response mechanisms to psychosocial problems and strengthen those which can support individuals, ensuring they respect human rights standards.</li> <li>▪ Identify traditional ways of caring for sick members of the community in order to build on good practice.</li> <li>▪ Map the availability, location, capacity and functional status of health facilities and public health programmes including sex specific essential services for women and men e.g. maternal and child health services) and reproductive health services for men.</li> <li>▪ Ensure maximum protection to those facilities (e.g. lighting for the area and paths leading to it; provision of transport and/or escorts where possible);</li> <li>▪ Compile an inventory of local groups and key stake holders in the health sector, including gender theme groups, traditional healers, women's organisations etc. to find out what is being done, by whom, where and for whom.</li> <li>▪ Assess the availability of medical drugs and equipment, i.e. the availability of New Emergency Health Kits (NEHK) for the provision of basic health services for women and men.</li> <li>▪ Ascertain the availability of standardized protocols, guidelines/manuals in line with current international guidance and find out whether they include provisions for equitable access for women, girls, boys and men to services and benefits. If not, apply international standards.</li> <li>▪ Conduct qualitative assessments to determine perceptions about health services provided to the community and identify recommendations to address their concerns.</li> </ul>
Community mobilization and participation	<ul style="list-style-type: none"> <li>▪ Involve from the outset women, men, girls and boys, including those who belong to vulnerable groups, in health assessments, priority setting, programme design, interventions and evaluation.</li> <li>▪ As women and men may be affected by multiple layers of vulnerability/discrimination, it is important not only to ensure balance between women and men in participation, but also to</li> </ul>

Issues	Key actions
	<p>ensure that women and men from vulnerable and/or marginalized groups are represented.</p>
Provision of health services	<ul style="list-style-type: none"> <li>▪ Actively engage women and men from the community and the health workforce, including those who belong to vulnerable groups, equally and at all levels in the design and management of health service delivery, including the distribution of supplies.</li> <li>▪ Ensure concerted and coordinated health service delivery strategies that address the health needs of women and men, boys and girls. For instance: <ul style="list-style-type: none"> <li>▪ Provide Minimum Initial Service Packages (MISP) so that women and men, adolescent girls and boys have access to priority sexual and reproductive health services in the earliest days and weeks of new emergencies and comprehensive sexual and reproductive health services, including gender-based violence related services, as the situation stabilizes;</li> <li>▪ Ensure response to Gender-based Violence (GBV) as described in the IASC guidelines, including treatment, referral and support mechanisms for GBV survivors.</li> <li>▪ Facilitate the availability of culturally appropriate social and psychological support for women, men and children.</li> <li>▪ Ensure proximity and privacy for examinations, maternity delivery, toilets and latrines/bath rooms.</li> <li>▪ Ensure coverage of HIV/AIDS control and prevention methods, with particular attention to responding to gender-based violence and women's health risks such as sexually transmitted infections (STIs), including HIV/AIDS.</li> </ul> </li> <li>▪ Facilitate the distribution of new emergency health kits for safe and clean deliveries and emergency obstetric care, (UNFPA clean home delivery kits, UNICEF midwifery kits, UNICEF obstetric and surgical), sanitary towels for women, female and male condoms, PEP kits where necessary, emergency contraceptives and pregnancy test.</li> <li>▪ Deploy local health workers, ensuring equal numbers of women and men.</li> <li>▪ Train and mobilize skilled/traditional male and female birth attendants.</li> <li>▪ Ensure equal pay and opportunities for both men and women.</li> <li>▪ Make sure that women and men have equal opportunities for capacity building and training; provide childcare or family support to enable their participation.</li> <li>▪ Target men, the military, displaced persons and refugees with HIV/AIDS messages.</li> </ul>
Advocacy, health information and education	<ul style="list-style-type: none"> <li>▪ Advocate for equitable (according to need) distribution of, and access to, resources (human, financial, technological, logistics and medical supplies) in the health sector to respond to the health needs of women, girls, boys and men.</li> <li>▪ Ensure health personnel (women and men) are adequately represented in gender theme groups and GBV working groups and IASC Health Cluster/health sector meetings.</li> <li>▪ Develop and implement communication strategies to highlight</li> </ul>

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Issues	Key actions
	<p>the specific health risks affecting women and men, as well as targeting adolescent girls and boys.</p> <ul style="list-style-type: none"> <li>Provide information in local languages to men and women on available health services and their location.</li> <li>Work with the media, civil society and partner agencies to raise health awareness, targeting special health events such as opening of new health facility, water collection points, etc. as points of entry.</li> <li>Advocate for the hiring/deployment of women and men at all levels.</li> </ul>
Monitoring, reporting, and evaluation	<ul style="list-style-type: none"> <li>Collect and analyse data by sex and age and apply a gender analysis.</li> <li>Involve women and men, including those who belong to vulnerable groups, in the monitoring and evaluation process.</li> <li>Share the results with all stakeholders</li> </ul>

#### 4. Indicators to assess gender mainstreaming in health

Actors working in the health field should review the indicator list below and select and track ones relevant to their work. Additional indicators should be added and tracked to measure progress in the incorporation of gender issues into health interventions.

Checklist of Indicators for Health		Status
<b>Assessments</b>		
<ol style="list-style-type: none"> <li>Balanced ratio of women and men assessors and translators.</li> <li>Balanced ratio of women and girls and men and boys who participate in the assessments.</li> <li>Data is analyzed by               <ul style="list-style-type: none"> <li>age-sex disaggregated cause- specific mortality rates</li> <li>age-sex disaggregated case fatality rates</li> <li>female/male and child headed households</li> <li>social structures including positions of authority/influence and the roles of women and men.</li> <li>groups with specific needs (including physical and mentally handicapped) by age and sex.</li> </ul> </li> </ol>		
<b>Participation</b>		
<ol style="list-style-type: none"> <li>Balanced ratio of women and men consulted about their health needs.</li> <li>Balanced ratio of women, girls, boys and men to health services and health facilities</li> <li>Balanced ratio of women and men participating in the design, implementation, monitoring and evaluation of humanitarian health responses.</li> <li>Balanced ratio of women and men represented in decision making positions.</li> <li>Balanced ratio of women and men hired/deployed.</li> <li>Women and men participate regularly in group meetings or activities.</li> </ol>		
<b>Programme Design</b>		
<ol style="list-style-type: none"> <li>Women, girls, boys and men are involved in programme design.</li> <li>Health service delivery strategies and facilities address the health needs of women, girls, boys and men equally.</li> </ol>		

Checklist of Indicators for Health	Status
<b>Provision of Services</b>	
<ol style="list-style-type: none"> <li>1. Percentage of health facilities with basic infrastructure, equipment, supplies, drug stock, space and qualified staff for reproductive health services including delivery and emergency obstetric care services (as indicated in the MISP) and confidential care for survivors of sexual violence.</li> <li>2. Ratio of health care providers disaggregated by skill and sex.</li> <li>3. Proportion of women, girls, boys and men with access to sanitary materials (including household level sanitary disposal facilities for women), safe water supply, food aid.</li> <li>4. Ratio of community based psycho-social care disaggregated by sex and age</li> </ol>	
<b>Capacity Building</b>	
<ol style="list-style-type: none"> <li>1. Balanced/proportionate number of women and men from the community trained to provide health care.</li> <li>2. Balanced/proportionate number of women and men from the community given employment opportunities in the health sector after training.</li> </ol>	
<b>Monitoring, reporting, and evaluation</b>	
<ol style="list-style-type: none"> <li>1. Routinely collected data on demographics, mortality, morbidity and health services is disaggregated by age and sex.</li> <li>2. Percentage of participatory assessment reports including/addressing the needs of women, girls, boys and men equally.</li> <li>3. Formal monitoring and participatory evaluation mechanisms reporting the health impact of humanitarian crises on women, girls, boys and men.</li> </ol>	

## 5. Resources: Health

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3. Inter-Agency Standing Committee (IASC). *Guidelines for HIV/AIDS Interventions in Emergency Settings*. Geneva, Switzerland. 2003. <http://www.humanitarianinfo.org/iasc/content/products/docs/FinalGuidelines17Nov2003.pdf>.
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7. United Nations Children's Fund (UNICEF). *Mainstreaming Gender in Unstable Environments*. New York, NY. 2005. <http://www.reliefweb.int/library/GHARKit/files/GenderInUnstableEnvironments.pdf>.
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[http://www.who.int/gender/other\\_health/en/gwhdisasterassessment.pdf](http://www.who.int/gender/other_health/en/gwhdisasterassessment.pdf).
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[http://smartsite.kit.nl/net/KIT\\_Publicaties\\_output/publication\\_details.aspx?ItemID=1868](http://smartsite.kit.nl/net/KIT_Publicaties_output/publication_details.aspx?ItemID=1868).
13. WHO/UNHCR/UNFPA Clinical Management of Rape Survivors: Developing protocols for use with refugees and internally displaced persons, revised edition. 2004  
[http://www.who.int/reproductive-health/publications/clinical\\_mngt\\_survivors\\_of\\_rape/index.html](http://www.who.int/reproductive-health/publications/clinical_mngt_survivors_of_rape/index.html)
14. International Human Rights treaties addressing the right to health:

Treaties	Articles
International Covenant on Economic Social and Cultural Rights (ICESCR)	Article 12: cornerstone protection of the right to health in international law
International Convention on the Elimination of All Forms of Racial Discrimination (CERD)	Article 5: protection for racial and ethnic groups in relation to "the right to public health (and) medical care"
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	Articles 11, 12 and 14: protection of women's right to health
Convention on the Rights of the Child (CRC)	Article 24: right to the health of the child Articles 3, 17, 23, 25, 32 and 28: protection for especially vulnerable groups of children

## 1. Gender and livelihoods in emergencies

In humanitarian crisis, important windows of opportunity exist to support the early recovery of affected populations, creating the basis for self-sufficiency and future development interventions. By planning early recovery interventions as soon as possible during an emergency, the risk of relief assistance becoming an alternative to development can be averted, while the social fabric of society can be more easily preserved and reconstituted. The provision of early recovery support is also an important opportunity to promote gender equality and to “build back better”, in a way that capitalizes on the capacities of all sectors of society and reshapes social roles towards more gender equality. **Livelihoods support is one example of early recovery intervention in a humanitarian space.**

Livelihood strategies aim at developing self-reliance. Livelihood interventions should be designed and implemented to strengthen women’s and men’s productive capacity early on, when it matters most, and to promote longer-term self-sufficiency.

*A “livelihood” refers to the capabilities, assets and strategies that people use to make a living; that is, to achieve food and income security through a variety of economic activities. Livelihood programmes cover a range of issues including: non-formal education, vocational training and skills training programmes, income generation activities, and food for work programmes, apprenticeship placement projects, micro-credit schemes, agriculture programmes, and business start up programmes, seeds and tools projects, animal disbursement projects, self-employment, and job placement programmes.*

Here are some issues to consider when designing and implementing gender-responsive livelihoods programmes in emergencies.

- Men and women have **different resources available** to them in crisis situations, and will turn to different strategies for survival. It is crucial that these differences be understood and factored in, when livelihood strategies are

### **Human rights related to livelihoods (defined as the “capabilities, assets and strategies that people use to make a living”)**

The human rights standards of particular relevance to ensuring adequate livelihoods are the right to an adequate standard of living, including security in the event of unemployment or other lack of livelihood (UDHR and ICESCR); the right to work, including the right of everyone to the opportunity to gain his living by work which is freely chosen or accepted, and the right to just and favourable conditions of work, including safe working conditions and fair wages and equal remuneration for work of equal value and women being guaranteed conditions of work not inferior to those enjoyed by men (UDHR ICESCR CEDAW).

Apart from the human rights standards, the following should be borne in mind as principles when promoting livelihoods in humanitarian situations:

- ❖ Strategies to enable people to secure their livelihoods should be formulated through a participatory process involving the persons concerned.
- ❖ Information on means of gaining access to employment should be accessible to all.
- ❖ Women should be guaranteed equal right to training and education to increase their technical proficiency and the right to access credit and loans.
- ❖ Income-generating activities should be culturally appropriate and consistent with the dignity of the individual.
- ❖ A person must not be forced to work or provide other services under the threat of any penalty.
- ❖ Safeguards should be in place to ensure that girls and boys are not required to perform any work that is likely to be hazardous or harmful to the child’s health or physical, mental, spiritual, moral or social development.

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supported. In general, individuals with greater access to resources and better mobility will have a wider variety of options. Often, women will have different but perhaps less access to livelihoods assets than men and may be forced to adopt survival strategies for which they are ill-equipped or untrained. In protracted crisis situations, women turning to prostitution or being subjected to sexual abuse in exchange for means of livelihoods, offer a tragic example of this situation.

- Crises usually **increase the care burdens of women**. At the same time, discrimination based on gender can exacerbate their access to productive resources as credit, relief commodities, seeds, tools and productive land become ever scarcer. In addition, the loss of family members and spouses in particular might determine a situation of isolation and discrimination for women and women-headed households.

**For example**, the majority of the missing or dead in Banda Aceh after the Tsunami were women. In the structures set up for survivors, men outnumbered women, and women's burden of care was therefore extremely increased after the crisis.

- A gender sensitive approach to livelihood programmes entails an understanding of the **different skill sets, needs, vulnerabilities and responsibilities** of affected women, men, and adolescent girls and boys. At the same time, a gender sensitive approach also creates spaces to challenge gender inequality in access and control to resources. Often, vocational training programmes for women build on their existing traditional skills without considering the potential for over competition and market saturation within communities. Programmes that balance traditional employment promotion for women with building women's skills in non-traditional sectors in high demand because of the post-crisis reconstruction needs (such as carpentry and plumbing) can offer more viable alternatives.

- In addition, specific consideration should be given to the **gender division of labour**, responsibilities and coping strategies within the household. When designing income generation activities targeted to women, special attention should be paid to the overwhelming family and household responsibilities they already shoulder. **The availability of** labour- and energy-saving technologies can prove very effective for improving women's participation in training and livelihoods initiatives. The provision of some form of community child care associated with vocational training opportunities is also a useful strategy in this regard.

**For example**, according to a World Bank study in Sierra Leone, immediate post-conflict efforts to rehabilitate the agricultural sector were hindered by the use of a household approach, based on the needs expressed by household heads – most often men. Because women and men farm different types of crops, and therefore need different tools and seeds CARE offered seeds to all adults, instead of via heads of households. This approach allowed women to obtain seeds for groundnuts, a women's crop in Sierra Leone, with additional empowerment potential, as it is typically exchanged in petty trading.

Livelihoods programmes in emergency situation provide **important opportunities to promote higher standards of gender equality** in economic life, by affirming women's role as economic agents and by promoting equal access to productive resources and to decision-making mechanisms.

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## 2. What do we need to know to design and implement gender-responsive programmes for livelihoods in emergencies?

Ask/find out	Possible information to look for
What are the population demographics?	<ul style="list-style-type: none"> <li>▪ Total number of households/family members–disaggregated by sex and age.</li> <li>▪ Number of single female and male headed families and number of families headed by children (boys and girls).</li> <li>▪ Number of unaccompanied children, elderly, disabled, pregnant and lactating women.</li> </ul>
What type of access and control of livelihood assets do men and women have and how have they been affected by the emergency?	<ul style="list-style-type: none"> <li>▪ What are the main assets (land, seed, livestock, equipment, access to markets) needed for a sustainable livelihood and how were they affected by the emergency? What is the different impact on men and women based on their access and control of these resources?</li> <li>▪ What type of agriculture, farming, fishing, trade, and food supply existed before the emergency? What role did men and women play in these sectors?</li> <li>▪ What are the practices regarding agricultural land ownership and distribution? In particular, what are the practices regarding women's property and inheritance rights?</li> <li>▪ What types of skills exist among men, among women? What are their respective skills training needs?</li> </ul>
What are the normal cultural and social roles and practices of men and women that existed <b>before</b> the onset of the emergency?	<ul style="list-style-type: none"> <li>▪ What are the roles played by men, women and children in the in farming and other productive activities?</li> <li>▪ Who has decision-making power with regard to productive assets and household expenditures?</li> <li>▪ Who is responsible for farming, gathering, selling at the market, keeping stocks, cooking?</li> <li>▪ Which kinds of activities/tasks/work are forbidden to women/men by local customs?</li> <li>▪ How are resources allocated within households? Who has the most decision-making power?</li> <li>▪ Are there practices that may discriminate against women, female-headed households, the elderly, and the disabled?</li> </ul>
How have workloads, responsibilities and gender roles changed as a result of the emergency?	<ul style="list-style-type: none"> <li>▪ How much time do women/girls and men/boys devote to non-monetized work (fetching water, cooking, collecting firewood, child care, washing clothes)?</li> <li>▪ Do women/men still to practice their traditional forms of income generation? If not, what has been the impact on women/men?</li> <li>▪ Do women/men shoulder more responsibility for their families post-displacement than they did previously?</li> <li>▪ Have men and/or women taken on community and reconstruction work after the crisis? Which kinds of tasks have been assigned to women and men?</li> <li>▪ How do security concerns hinder the abilities of women, girls, men and boys to access productive resources?</li> </ul>

### 3. Actions to ensure gender mainstreaming in livelihoods

Equal participation of women, girls, boys and men in livelihoods programming
<ul style="list-style-type: none"> <li>Involve men and women in planning and implementing all livelihood programmes.</li> <li>If necessary convene meetings separately for men and women separately to capture their views and identify representatives for mixed group meetings.</li> <li>Consult with women to identify potential obstacles to their participation (for example, if there is a need for childcare during meetings, time and place of meetings etc.).</li> <li>Include women's productive assets as well as men's in asset replacement and protection programmes, whether cash or in-kind.</li> <li>Restore or provide financial services to meet the different needs of women and men, bearing in mind illiteracy issues.</li> <li>Include marginalized populations in programme activities, for example, the disabled, older persons, young married girls and victims of gender-based violence. For example, a useful strategy is establishing mutual referral systems between agencies to direct gender-based violence survivors to the right place for livelihood assistance.</li> <li>Ensure the <i>meaningful</i> participation of women and girls rather than mere token representation. For example, supporting women's farming collectives or carrying out quick orientation programmes for women prior to skills training can be a useful strategy.</li> <li>Ensure that both men's and women's security concerns are addressed to enhance participation in decision-making, distribution, training and planning processes. For example, providing safe means of transportation, safe spaces for children, avoiding the promotion of livelihood activities that expose women to risks (for example, fetching firewood unaccompanied), or social discredit.</li> <li>Support women's grassroots organizations as service providers.</li> </ul>
Equal access to and benefits from livelihoods programmes for women, girls, boys and men
<ul style="list-style-type: none"> <li>Provide equal access for women and girls, boys and men to vocational training, income generation and micro-finance programmes. Set specific gender targets for livelihood support services. Labour saving techniques and low-cost technologies are often useful to enhance women's access to income generation initiatives.</li> </ul>
<p><b>For example:</b> The UNDP Tsunami recovery programme in Sri Lanka requires all institutions providing credit for livelihood recovery to disburse at least 40% to women applicants; all business training services to enrol at least 50% women; and rural cooperatives to have at least 50% women participants.</p>
<ul style="list-style-type: none"> <li>Ensure that vocational training programmes do not perpetuate gender-based labour discrimination and provide equal opportunities, including non-traditional livelihood options, for adolescent girls/boys and women/men.</li> </ul>
<p><b>For example,</b> women in traditional communities in Gujarat were trained as engineers and masons after the earthquake, and were employed as part of government-sponsored rebuilding programmes.</p>
<ul style="list-style-type: none"> <li>Assess the need for women's and girls' leadership and empowerment training programmes to ensure their meaningful participation.</li> <li>Assess the non-formal education needs of women/men, girls/boys, and consider implementing non-formal education programmes (literacy, numeracy) for those who may be illiterate or may not have had opportunities to complete their schooling.</li> </ul>
<p><b>For example</b> in DRC, the UNDP community recovery programme has systematically adopted gender analysis to ensure equal representation of women and men as beneficiaries. As a result, young women traumatized by their experience in armed groups learned basic literacy skills in a country where women's illiteracy is widespread.</p>
<ul style="list-style-type: none"> <li>Assess the appropriateness of food for work, food for training, and cash-for-work programmes and ensure the equal participation of women.</li> </ul>

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<ul style="list-style-type: none"> <li>Provide access to child care for women undergoing training, engaged in response roles, or in community mobilization.</li> </ul>
<ul style="list-style-type: none"> <li>When planning income generation activities for women, assess skills and life experience utilized in non-monetized activities (child-rearing, household maintenance, sustaining their families) and how these can be built upon for livelihood programmes.</li> </ul>
<ul style="list-style-type: none"> <li>Identify and use means of communication accessible to men and women.</li> </ul>
<ul style="list-style-type: none"> <li>Ensure gender balance in training teams, and be sensitive to local cultural practices.</li> </ul>
<ul style="list-style-type: none"> <li>Raise awareness on property and land rights – and the right of women to them.</li> </ul>
<ul style="list-style-type: none"> <li>In providing skills training, consult with women at the outset to ensure that cultural practices are not being ignored. This might result in setting up different programmes for men and women, separate training sessions, or different methods of work.</li> </ul>
<ul style="list-style-type: none"> <li>Raise awareness and build capacities of local implementing partners on gender sensitivity.</li> </ul>
<p><b>For example</b>, FAO and UNFPA provided a Training of Trainers course on gender-sensitive assessments and programming to national experts at grassroots level, in post-Tsunami Indonesia.</p>
<p><b>Understand cultural differences and meet the needs of vulnerable populations</b></p>
<p><b>? 5.</b> Conduct livelihoods assessments based on needs, capacities and changes in roles between men and women, age groups, and particularly vulnerable groups.</p>
<p><b>? 6.</b> Identify and respect cultural needs of the population, for example respecting traditional clothing requirements for women or men, and acknowledging different levels of freedom in movement</p>
<p><b>? 7.</b> Together with women, determine acceptable ways of overcoming barriers (for example, if movement is restricted, escorts can be provided)</p>
<p><b>? 8.</b> Provide equal access to livelihood programmes for ethnic and religious minorities and consider approaches that build collaboration between minority and majority populations.</p>
<p><b>For example</b>, women's cooperatives supported by various international organizations in post-1994 Rwanda were composed by members of different ethnic groups, thereby providing a forum for reconciliation at community level.</p>

**4. Indicator checklist for livelihoods**

Each situation should review the indicator list and select ones relevant to their work.

Indicator Checklist for Livelihoods	Status
1. All data on livelihoods is collected and analysed by sex and age.	
2. The livelihood programmes developed are appropriate for and proportionate to the population of men and women.	
3. Women and men are participating in consultative meetings/discussions in equal numbers and with regular frequency.	
4. Childcare or family care provisions are in place to allow access to programmes, trainings and meetings.	
5. Women and girls have equal access to livelihood programmes and livelihood support services as do men and boys.	
6. Women/men and girls/boys benefit equally from livelihood alternatives (for example, receive equal compensation for equal labour).	
7. Vocational training and non-formal education programmes target the specific needs of adolescent girls and boys and provide them with practical skills that they can use, including non-traditional skills.	
8. Livelihood programmes are tailored to the unique needs of the various segments of the affected community (for example, female heads of	

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household, adolescent girls/boys, displaced men/women, older persons, survivors of gender-based violence, etc.).	
9. Livelihood programmes lead to improvements in self-reliance as well as beneficiary satisfaction for both men and women.	

**5. Resources: Livelihoods**

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## **1. Gender and non-food items (NFIs) in emergencies**

In situations of displacement, there is always loss of personal property. Very often people flee with little more than the clothes they are wearing. In addition to food, people affected by crisis need basic life saving non-food items for their survival including items such as blankets, sleeping mats and plastic sheeting to safe-guard them from rain, sun, wind and the cold weather and environmental conditions. Kitchen sets including pans, plates and spoons are essential items for every family. Soap and washing powder are necessary to ensure personal hygiene, while jerry cans are needed to collect drinking water and to keep it safe from contamination. Clothes or material for making clothes and shoes may also be needed. In addition, women and girls need sanitary supplies. Children too have specific needs especially those who may have been orphaned and require baby food, clothes, diapers etc. Discussions are on-going on the feasibility of distributing energy saving stoves and fuel wood/alternatively other sources of fuel energy for cooking purposes.

Non-food items vary according to culture and context and should correspond to the needs of the population and the climate. The non-food items packages differ from provider to provider, and the assortment has changed over time and between agencies. For example, in regions where malaria is prevalent, impregnated mosquito nets have been added to the list of necessary items. Sanitary towels and/or women's hygiene kits should be standard parts of NFI packages but the type of items included may vary across regions. Thus before packs are put together it is important to identify what the needs are, and which types of feminine hygiene materials are most appropriate. Consult with the women to find out their current practices and preferences.

**Don't make assumptions about family size or structure:** NFIs are often calculated per household with the assumption that a traditional family is made up of two parents and several children. However average family size and composition of the families may vary especially for families affected by crisis. Often households are headed by one parent or a grandparent with children and cousins. In many instances they might not have lived together previously. Care needs to be taken to ensure that the distribution of NFIs does not exclude or put any members of the new family unit at additional risk.

**Equal participation of women in distribution is often more efficient:** The logistics of NFI distribution can also make a big difference. Who receives the NFI or when the NFIs are distributed are important issues to consider ensuring that the population benefits equally from the commodity. In polygamous societies distribution of NFIs should preferably be made to women. Discussions should be held with community members in order to receive feedback on the distribution mechanism put in place and modifications should be made wherever feasible so that women and children have access to distribution points and are also able to receive the NFIs for their use.

## **2. What do we need to know from the community to plan and implement gender-responsive distribution of NFIs?**

<b>Ask/Find out</b>	<b>Information to look for</b>
What are the population demographics?	<ul style="list-style-type: none"> <li>▪ Number of households and average size of households.</li> <li>▪ Number of women, men, girls and boys.</li> <li>▪ Numbers of girls and women in the age group 13 – 49 for the purpose of sanitary and hygiene kits distribution.</li> <li>▪ Number of female, male, child &amp; older person-headed households.</li> <li>▪ Number of persons by age and sex with specific needs (unaccompanied children, persons with disabilities, seriously</li> </ul>

## Different Needs – Equal Opportunities

	<p>injured, chronically ill and older persons).</p> <ul style="list-style-type: none"> <li>▪ Number of pregnant and nursing women.</li> </ul>
What are the community practices, cultural and social roles and responsibilities?	<ul style="list-style-type: none"> <li>▪ Gender division of labour within and outside the household and approximate time taken for undertaking various tasks.</li> <li>▪ Who takes responsibility for fetching water?</li> <li>▪ What are the cultural practices in relation to women addressing their hygiene and sanitary needs especially during the monthly period of menstruation?</li> <li>▪ What are the firewood collection practices, type of cooking stoves used and are there local practices of energy saving while cooking?</li> <li>▪ What are the sleeping practices and bedding arrangements used (including use of mattresses and blankets)?</li> <li>▪ What are the different NFI needs of men and women by age and different ethnic background?</li> </ul>
What did people have before the crisis?	<ul style="list-style-type: none"> <li>▪ What did the population use before the displacement e.g. cooking practices – what fuel source was used?</li> <li>▪ What type of clothes did men and women wear? Are there any specific clothing items that are essential for their daily needs?</li> <li>▪ What hygiene products do they use/need?</li> <li>▪ What was the distribution mechanisms instituted for life sustaining items distribution before the crisis?</li> </ul>

## 3. Actions to ensure gender mainstreaming

Issue	Actions
Equal participation	<ul style="list-style-type: none"> <li>▪ Ensure that men and women are involved in planning and implementation of the NFI distribution. Meet with them separately to ensure that power dynamics aren't silencing women.</li> <li>▪ Make sure that the both men and women know the quantity and variety of items they should receive by public information and notice/information boards clearly indicating entitlements of NFIs and distributions sites, dates and time.</li> <li>▪ Ensure that the design of the distribution system is based on a thorough understanding of the social structure of the affected population including the information on groups that could be marginalized and neglected in distribution.</li> <li>▪ Agree on the system of distribution, namely; through group leadership - male and female leaders or through groups of heads of family or through individual heads of family and that the affected population is continuously informed on any changes in the system.</li> <li>▪ Make sure that distribution sites are easily accessible and safe and the times are convenient for men and women of different age groups and backgrounds.</li> <li>▪ Ensure that specific needs of older persons, persons with disabilities and chronically ill are addressed through community support and targeted distribution systems.</li> <li>▪ Make sure crowd controllers monitor queues, and provide a separate queue for specific persons and groups (such as those not able to stand in line for various reasons such as older persons, persons with disabilities or pregnant women and other specific groups requiring assistance).</li> <li>▪ Ensure monitoring of distribution of NFIs is done both by the agency staff and the refugee community representatives.</li> </ul>

## Different Needs – Equal Opportunities

	<ul style="list-style-type: none"> <li>▪ Ensure mechanisms are instituted for men and women to file complaints regarding the non-receipt and unmet needs of NFIs.</li> <li>▪ Ensure that men and women are consulted as to what NFIs are culturally appropriate and familiar.</li> </ul>
Meeting specific community practices and cultural differences	<ul style="list-style-type: none"> <li>▪ Distribute appropriate sanitary and hygiene supplies for women and girls, boys and men.</li> <li>▪ Ensure that clothing is appropriate to climatic conditions and cultural practices, suitable for men, women, girls and boys, and sized according to age.</li> <li>▪ Make sure that bedding materials reflect cultural practices and are sufficient in quantity to enable separate sleeping arrangements as required amongst the members of individual households.</li> <li>▪ Ensure that cooking items provided are culturally appropriate and enable safe practices.</li> <li>▪ Ensure that existing local practices are taken into account in the specification of stove and fuel solutions.</li> </ul>
Meeting the needs of specific groups and persons	<ul style="list-style-type: none"> <li>▪ Ensure that there is no discrimination or restricted access to NFI based on sex, age or abilities.</li> <li>▪ Ensure that distribution sites are in a secure area that is accessible to men, women, unaccompanied children, elderly, sick and disabled.</li> <li>▪ Conduct regular consultations with women, girls, boys, older persons, chronically ill, persons with disabilities and groups with specific needs on NFI issues to address protection concerns.</li> <li>▪ Ensure that women are consulted about the location and means of collecting fuel for cooking and heating.</li> <li>▪ Ensure that the demands of collecting fuel on vulnerable groups, such as female-headed households and households caring for people living With HIV/AIDS, are addressed and that special provisions (such as the choice of less labour-intensive fuels, the use of fuel-efficient stoves and accessible fuel sources) are made available.</li> </ul>

## 4. Checklist for Non-Food Items

Checklist for NFIs	Status
1. Men and women are involved in planning and implementation of NFIs selection and distribution.	
2. Information is gathered on family structures and distribution system is set up accordingly.	
3. Information is gathered on NFI needs based on age and sex.	
4. Displaced have knowledge of quantity and variety of items they should receive and the place, day and time for distribution.	
5. Men and women benefit equally if there is payment for NFI distribution, including a gender balance in employment.	
6. Women, girls, men and boys have at least two sets of clothing in the correct size, appropriate to the culture, season and climate.	
7. People have access to a combination of blankets, bedding or sleeping mats to provide thermal comfort and to enable separate sleeping arrangements as required.	
8. Women and girls have sanitary materials and hygiene kits including soap.	
9. Training or guidance in the use of NFIs is provided where necessary.	

## **1. Gender and registration in emergencies**

Registration provides the basis for planning programmes, providing assistance and ensuring protection in situations affected by crisis. The characteristics of a population, including the sex and age breakdowns, and the number and type of groups with specific needs, help to determine the population in need of protection services and assistance. Monitoring and evaluation depends on valid population numbers, disaggregated by sex and age to measure everything from the crude mortality rate to type and number of latrines needed.

It is important to ensure that there is no difference in treatment between women and men during registration and when documentation is issued. Besides Identification documents, other documentation For example, the documentation could be birth/ death certificates, entitlement cards such as ration cards or in some cases individual identity documents. Systems need to be put in place during registration to ensure that women enjoy secure and accurate registration. In order to capture the specific individual needs and circumstances, individual registration is preferred over household level registration.

It is essential to include women and men as equal partners in the decision-making bodies and processes relating to the planning of registration. Pay attention to potential risks of abuse and violence against girls and women, including assessment of potential harassment during registration by certain segment of the community, those who deal with registration or by outside influences.

## **2. What do we need to know to plan and implement gender-responsive registration processes?**

<b>Ask/Find Out</b>	<b>Information to look for</b>
What are the registration procedures?	<ul style="list-style-type: none"> <li>Is each family member given an individual and confidential registration interview?</li> <li>Are all women interviewed individually and confidentially by a qualified and appropriately trained interviewer?</li> <li>Do the women have the option to request for a female interviewer?</li> <li>Are all unaccompanied and separated children interviewed by a qualified and appropriately trained interviewer?</li> <li>What type of training is provided to registration staff? Are basic skills on gender perspectives included in the training? Are equal numbers of men and women part of the registration team?</li> <li>Are all registered persons, including women and children, provided with appropriate documentation such as birth and death certificates, marriage certificates and, in the case of refugees and asylum seekers, certificates attesting to their status?</li> <li>Are interviewers trained to understand the different needs of women, girls, boys and men and how to interview them appropriately?</li> <li>Are interviewers aware of and informed on how to register alternative family structures which may exist?</li> <li>Are mechanisms instituted during the registration phase to make referrals of those with specific needs to appropriate existing services?</li> </ul>
What is the system for information flow and updates?	<ul style="list-style-type: none"> <li>Are the registration procedures known and understood by both women and men?</li> <li>Are there both female and male clerks who deal with information collection and updates?</li> </ul>
<b>• Information Collected during Registration</b>	
What is the registration	<ul style="list-style-type: none"> <li>Is each family member recorded by sex and age group?</li> <li>Are the names of the male and female heads of households being</li> </ul>

procedure for households?	documented? <ul style="list-style-type: none"> <li>Is there a mechanism to record men, women, girls or boys with specific needs within the household or family?</li> </ul>
What is the procedure for individual registration?	<ul style="list-style-type: none"> <li>Is the population being registered at the individual level without discrimination to their sex?</li> <li>Are there questions that assume an answer only from the male member of the family?</li> <li>What systems are in place to record individuals both women and men in each household with references to their relationships to each other?</li> </ul>

### 3. Actions to ensure gender mainstreaming

ISSUE	ACTIONS
Equal right to be registered:	<ul style="list-style-type: none"> <li>Establish information sharing meetings on registration with men and women awaiting registration to provide opportunities for them clarify issues and concerns that they may have.</li> <li>Set up mechanisms so that women and men participate in informing the community about registration processes and concerns.</li> <li>Create systems so that those women and men registered who express security concerns and physical insecurities are fast tracked and provided with necessary referral services to address their concerns.</li> <li>Institute mechanisms to monitor registration systems to prevent exploitation and abuse.</li> </ul>
Procedural considerations	<ul style="list-style-type: none"> <li>Women and men contribute to the review and validation of the registration methodology.</li> <li>Men and women should monitor access to registration sites and assist in verifying identities.</li> <li>Women and men should be trained to provide appropriate guidance and timely referrals regarding safety and specific problems related to unaccompanied and separated boys and girls.</li> <li>Registration system should not put people in jeopardy in terms of security, family conflict, or human rights abuse.</li> <li>The physical set-up of registration should ensure privacy and confidentiality for women and men. There should be a balanced team of women and men trained interviewers to conduct registration.</li> <li>Registration procedures should take into consideration births and deaths and alternative family arrangements which result from divorce or domestic violence.</li> <li>Ensure that systems are in place to maintain and analyze sex/age disaggregated data of the population.</li> <li>Maintain data in secure places; ensure confidentiality during registration, especially protection of female-headed households, separated and unaccompanied children, individuals with specific protection and or security risks, persons with specific needs and disabilities, HIV/AIDS survivors and other individuals at risk.</li> </ul>

### 4. Checklist for registration, documentation, and population data management

Checklist for Registration	Status
1. Percentages of persons of concern in country for whom age/sex	

	breakdowns are available.	
2.	Percentage of persons of concern for whom the basic registration data has been collected.	
3.	Frequency of reporting and sharing of population records – disaggregated by age and sex with headquarters, regional offices, country offices and partners.	
4.	Availability of information by age and sex of individuals and groups requiring specific protection services and assistance	
5.	Percentage of population by sex and age of concern issued with documentation conforming to the standards.	
6.	Frequency with which existing data is updated to record births, new arrivals, deaths and departures, marriages, and other changes.	
7.	Percentage of population of concern interviewed and registered individually.	
8.	Percentage of the population of concern issued with family entitlement cards, ration cards, in the name of the primary female and male household representatives.	
9.	Frequency of use of demographic profile of the population of concern in planning and implementing protection and assistance activities, and in distribution of non-food items.	

## **1. Gender, site selection, design, construction and/or shelter allocation**

In the initial stages of an emergency where populations have been displaced, shelter and site selection are especially important for safety, protection, human dignity and to sustain family and community life. Women, girls, boys and men have different needs, roles and responsibilities related to shelter/houses. Gender considerations have to be integrated into shelter planning and programme to ensure people affected by crisis benefit equally from safe shelter.

### **Gender considerations in site selection**

The site of the shelter should not pose additional protection risks to anyone in the population.

- Location of the sites in close proximity to the border can expose the affected population to raids by armed groups placing women, men, boys and girls at risk of abuse, abduction or forced recruitment.
- Site planning in general should ensure that basic services are easily accessible. Therefore, site planning should assign specific locations for service provisions. If basic services are not easily accessible, women and girls can be exposed to protection risks like sexual assault during collection of firewood or sexual harassment of children as they walk long distances to school.
- Assigning sites for individual or communal shelters should take into consideration proximity to services. Close proximity to basic services frees up time for women, men, girls and boys to undertake other useful activities. Girls and boys will have more time to attend school, men and women to attend training courses and to participate in community activities.
- Spontaneous camps and communal shelters in particular have the disadvantage that they can become overcrowded quickly. Overcrowding can lead to increases in violence

#### **An adequate standard of living, including housing is a human right for everyone**

❖ Universal Declaration of Human Rights (UDHR – Art.25) and the International Covenant on Economic, Social and Cultural Rights (ICESCR – Art.11) guarantee the right of everyone to a standard of living adequate to ensure health and well-being, including food, clothing, housing, medical care and necessary social services. This right also implies continuous improvement of living conditions.

❖ In emergency situations, participatory planning must be undertaken to ensure the right to an adequate standard of living for people. Although emergency shelter per definition normally does not meet the criteria of "adequate housing", a number of minimum human requirements are still applicable in the emergency shelter context, i.e. shelters should be designed in such a way as to ensure the right to privacy [Art. 12 UDHR, Art.17 ICCPR], the right to security of person [Art.3 UDHR, Art. 9 ICCPR], the right to health [Art. 25 UDHR, Art. 12 ICESCR], and the right to food [Art. 25 UDHR, Art. 11 ICESCR], etc.

❖ Planning must include assessing and ensuring that shelter distribution and allocation to families and households is made in a non-discriminatory manner, without distinction of any kind as stated above. Attention should be paid to the rights and needs of women, boys, girls, female-headed households, widows and other groups with specific needs should be addressed possibly through the adoption of affirmative measures like targeted actions that positively impacts specific groups.

against women and vulnerability of young men to being recruited for gangs or by rebel groups.

## **Gender considerations in design and construction**

### **Design of shelter, facilities and services:**

- In most communities, women bear the primary responsibility for household chores, and therefore the design of the sites and shelters must reflect their needs and should be undertaken with them.
- Separate facilities like bathrooms and toilets should be constructed for men and women. They should not be in isolated or dark lonely areas where women and girls may be sexually assaulted.
- Sanitation facilities and other communally used areas should be lit properly.

**Privacy:** Privacy is specifically challenging in communal shelters and even individual family shelters sometimes do not provide adequate privacy.

- The privacy and security of families and individuals is essential, particularly during the night, when the risk of abuse and assault is high. Unaccompanied and separated girls are specifically at risk of abuse.
- Lack of privacy exposes children to sexual activity of adults especially in communal shelters.
- In many communities and cultures women and girls expect to be provided with private spaces for changing clothes etc.

**Lighting:** Dark corners create opportunities for abuse. Increased and better lighting is critical to good site planning and shelter design. It reduces risks and improves security.

### **Supplies of construction materials and related issues:**

- In emergencies it is possible that some women and girls are unable to construct their shelters, and find themselves dependent on men other than their family members, for help in construction. Without any money or goods to hire someone, women and girls may be exposed to sexual exploitation. Aid agencies should be aware of this and undertake measures to prevent and/or address such situations.
- Pregnant women, the elderly, the disabled and other people with specific needs may not be able to build their own shelters and may require support.
- In case shelter construction is a paid activity/ income earning activity, opportunities should be identified for women and girls to benefit from this. In some instances young women and adolescent girls may want to learn and work on construction. In other instances where such work is not socially acceptable for women they could identify alternative means of participating in the programmes to address social taboos and changes in gender roles.

## **Gender considerations in shelter allocation**

The allocation of shelter can be problematic if systematic participatory assessment and analysis is not undertaken with the community to identify and address the concerns and needs of women, men, girls and boys. Often protection risks arise because of the failure to understand the different needs of individuals. The specific needs of child-headed households and single young and older women and men must be met without creating further stress, danger and exposing people to undignified solutions.

- Sometimes, older persons, pregnant women, children, persons with disabilities etc cannot push their way to the front of a line and therefore have to wait for long periods of time before being allocated adequate shelter/housing or construction materials.

## Different Needs – Equal Opportunities

- Sometimes women and girls are forced into having sex in exchange of receiving assistance to construct their shelters or gaining access to shelter materials.
- Specific groups of the population can be put at risk if their shelters are located near the perimeter of the camp. Groups such as these should be placed where they can be most secure; for example, it can sometimes be near the centre of the camp.

### Gender consideration in housing, land and property (HLP)

In the aftermath of a crisis the approach taken to shelter will depend on land use and ownership. HLP should be an integral part of shelter solutions as gender and access to HLP is a critical issue for post crisis reconstruction and long term stability and development. In times of crisis, groups with specific needs such as women and orphans are particularly at risk in a variety of ways. Widowhood, for example, leaves many women at greater risk during and after the crisis, as their rights as female head of household are often not protected by law (both legislation and customary law), or are disregarded altogether. The experiences of women and orphans during crisis are compounded in many cases by their inability in the post crisis period to access housing, land and property that is rightfully their.

Moreover, promoting gender equal access to HLP can have a positive impact on rehabilitation and reconstruction programmes after crisis. Access of women and groups with specific needs to HLP can catalyze and encourage populations to return to their places of origin, thus facilitating the return process itself. This calls for the development of gender supporting mechanisms implying immediate measures addressing housing, land and property restitution, administration and dispute resolution for affected and displaced persons and conflict affected communities.

## 2. What do we need to ask the community in order to ensure gender-responsive design, site selection and building of shelter?

Ask/find out	Possible information to look for
What are the population demographics?	<ul style="list-style-type: none"> <li>▪ Total number of households/family members—disaggregated by sex and age.</li> <li>▪ Number of single female and male headed families and number of families headed by children (boys and girls).</li> <li>▪ Number of unaccompanied children, older persons, persons with disabilities, chronically ill, pregnant and lactating women.</li> </ul>
What kind of materials was used for building shelters before/ after displacement?	<ul style="list-style-type: none"> <li>▪ What were the various roles of women and men in construction prior to the emergency?</li> <li>▪ If women are not involved in shelter construction and/or decision making on related subjects, how can they be supported to participate meaningfully in such activities?</li> <li>▪ How are the shelter materials being distributed and allocated? What are the systems put in place for this? What are the impacts of these systems on women and girls? What systems have been instituted to assist persons with specific needs to build their shelters? What support will the community provide? How will the assistance gaps in shelter provision be identified? How will these gaps be addressed and monitored for their positive or negative impacts on the affected persons?</li> <li>▪ Have any agreements been made with the local authorities and host communities on the use of natural and forest resources for shelter materials? Are there systems in place to prevent</li> </ul>
Who builds the shelters?	
What were the different roles of women, men, boys and girls?	

	<p>retaliation and physical and sexual assault on women and girls involved in collection of shelter materials from natural/forest resources? Are women, girls, boys and men of the affected community part of the various agreements and discussions with the host community/local authorities? Are there agreements on what the affected persons are allowed to collect?</p> <ul style="list-style-type: none"> <li>Are the types of shelter materials used, suited to the local climatic conditions and environmentally friendly?</li> </ul>
What are the community practices and culture patterns for household and care arrangements?	<ul style="list-style-type: none"> <li>What are the cooking, washing and household cleaning practices and where are their preferred locations – individual or communal? Are the designated areas safe? Well-lit? Easily reachable and accessible?</li> <li>Can the latrines, washing, bathing and sleeping facilities be secured with latches and locks? Are the rooms partitioned so that women, men, girls and boys have privacy to change?</li> <li>What are the division of labour and the wage labour practices of the community affected by crisis? Who works in the home, on the land, or in jobs outside –in informal sectors?</li> <li>What are the systems and who is responsible to ensure that persons with disabilities and older persons having specific needs are assisted and provided care arrangements? What actions will be instituted to prevent all forms of exploitation?</li> </ul>
Who may need targeted and affirmative actions to support in shelter construction?	<ul style="list-style-type: none"> <li>Which groups (by sex and age) may not be in position to construct their own shelters?</li> <li>Are there older men and women travelling without family members or accompanied by children that require targeted shelter support?</li> <li>Have these needs been discussed with the community and how will the support be monitored to avoid exploitation of any nature?</li> </ul>
<p>How should shelter/ living spaces be allocated?</p> <p>How should shelter materials be supplied/distributed?</p> <p>How should shelters be constructed?</p>	<ul style="list-style-type: none"> <li>How have unaccompanied boys and girls been accommodated? Are they being cared for and supported by the community? Are their living situation being monitored in a satisfactory manner by the community to assess their safety? Are their houses/shelters well-located and not isolated?</li> <li>Has partitioning material been allocated to individual families to facilitate privacy?</li> <li>Are there separate and safe shelter allocated for single women? Is this culturally appropriate or do single women need to be accompanied by a male relative? Have solutions for such groups been discussed with the group members themselves and agreed upon with the women and men in the community?</li> <li>Are their noticeable changes in family structures e.g. many female or male headed households? Have these resulted in changes in gender roles in relation to shelter construction tasks and decision-making?</li> <li>Who does household work and physical labour activities in the community? Where do they undertake these activities? Do they create protection risks for women, girls, boys and men? How does the community think the protection risks can be avoided?</li> </ul>
What are the cultural and community practices concerning	<ul style="list-style-type: none"> <li>Who is the primary resident/tenant? Are men and women treated equally?</li> <li>Do cultural norms enable women and men to participate equally in decision making on shelter issues? If not are targeted and</li> </ul>

<p>shelter/homes?</p> <p>Are any specific shelters required for religious practices?</p>	<p>affirmative actions required to support women to participate in a meaningful manner?</p> <ul style="list-style-type: none"> <li>Are there discriminatory practices/policies which impact on women or men, for example in the allocation of land plots, shelter sites or rooms in collective accommodation?</li> <li>What is the broad gender division of labour in productive (e.g., agriculture, income-generating activities) and reproductive (e.g., household chores, child care) responsibilities, and time allocated for each responsibility?</li> <li>How do religious affiliations/leaders affect women and men differently? Are they promoting equal treatment or discriminating?</li> </ul>
<p>Who owns land and property?</p> <p>What are the laws governing land and property ownership during displacement and return?</p>	<ul style="list-style-type: none"> <li>What was/is the ownership of land and property (including housing) before displacement, during displacement and upon return for men, women, boys and girls?</li> <li>What are the protection mechanisms of land tenure and/or property rights (legal, customary, restitution mechanisms, etc.), for men, women, girls and boys?</li> <li>What are the protection mechanisms of land tenure and/or property rights (legal, customary, restitution mechanisms, etc.), for men, women, girls and boys?</li> </ul>

### **3. Actions to ensure gender mainstreaming**

<b>ISSUE</b>	<b>ACTIONS</b>
<p>Equal participation</p> <p>Women and men should be equally recognized as stakeholders who often have different needs and perspectives on shelter and site planning issues</p>	<ul style="list-style-type: none"> <li>Undertake participatory assessments with women, girls, boys and men to define shelter needs and the most appropriate way to address protection risks and cover all concerns.</li> <li>Establish community shelter committees with equal participation or women and men and develop terms of reference for the shelter committees which include the committee taking responsibility to address the gender and age concerns as related to shelter.</li> <li>Monitor women's effective participation in the decision making on shelter and that their needs are discussed and met.</li> <li>Set meetings to discuss shelter related matters with women and men together and separately at times when men and women find it convenient to attend based on their daily work or chores.</li> <li>Ensure that women are comfortable with the venue of the meeting and that the setting makes women feel free and uninhibited in expressing their views/concerns.</li> <li>Discuss and provide community-based childcare during meetings so that men and women can participate.</li> <li>Ensure that consultations on specific needs include women and men of different age groups and backgrounds.</li> <li>Ensure equal participation of women and men in the supply and distribution and monitoring of the distribution of shelter materials.</li> <li>Identify those at risk of exploitation and develop mechanisms through consultation with them to reduce the risks during construction/shelter programmes.</li> <li>Ensure equal pay for equal work for women and men if incentives/salaries are included as part of shelter programming.</li> </ul>

<p>Training and skills-building:</p> <p>You should take every opportunity to build the skills of men and women.</p>	<ul style="list-style-type: none"> <li>▪ Work with the community to identify skilled men, women, adolescent boys and girls who can support shelter construction both from the host community as well as the affected community.</li> <li>▪ If traditionally men have been in charge of construction and women are interested in participating in construction activities, community meetings can be called for to identify those women who are interested. Basic training in construction that can provide women opportunities to equally participate in the process should be encouraged. Women may be interested in clay wall making or brick making and training can be provided in these areas. The same is true for men if women have traditionally been in charge of building.</li> <li>▪ Make sure that women and girls requiring support in construction due to their specific situation do not have to resort to asking others for assistance and becoming dependent on men for shelter construction or allocation as this can expose them to sexual exploitation, resulting in women being forced to trade sex for shelter.</li> <li>▪ In construction projects make efforts to divide labour and responsibility among women and men based on their particular preferences and promote cooperation and mutual respect.</li> </ul>
<p>Recognizing and addressing differences, including cultural</p>	<ul style="list-style-type: none"> <li>▪ Provide adequate material for partitions between families and within individual family shelters;</li> <li>▪ Provide privacy: a woman/girl should not be compelled to share accommodation with men who are not members of her immediate family;</li> <li>▪ Work with people in the community to design a place for meetings; counselling services; skills training that covers the needs of men, women, youth and children. Separate times and types of activities may have to be assigned to each group.</li> </ul>
<p>Meeting the needs of groups with specific needs</p>	<ul style="list-style-type: none"> <li>▪ Assist the community to identify people with specific needs by sex and age with shelter construction needs and ensure that these needs are prioritized and met.</li> <li>▪ Encourage the development of a community support system for people with specific needs in terms of shelter construction. Ensure the participation of women and adolescents in the process.</li> <li>▪ Conduct regular structured dialogues and discussions with women, girls and groups with specific needs on shelter issues to ensure any protection concerns highlighted are discussed and resolved</li> <li>▪ Monitor unaccompanied minors to ensure their protection in safe foster homes. They should not be exposed to servitude or sexual exploitation in their new homes.</li> <li>▪ When designing shelter, establish child-friendly spaces where children can meet and share their experiences.</li> <li>▪ Make arrangements for lighting in communal areas and for individual use.</li> </ul>

#### **4. Check list for site selection, design, construction and/or shelter allocation**

## Different Needs – Equal Opportunities

Actors working on shelter programmes should review the indicator list below and select and track ones relevant to their work. Additional indicators should be added and tracked to measure progress in the incorporation of gender issues into shelter interventions.

Checklist for Shelter	Status
1. Focus group discussion on shelter construction, allocation and design conducted with men, women, boys and girls of diverse backgrounds and results fed into programming.	
2. Women and men are equally represented and participate in the design, allocation and construction of shelters and camp facilities.	
3. Male and female heads of households and single men and women have the same access to housing and shelter supplies.	
4. The specific needs of girl and boy headed households are met.	
5. Single people, young and old have access to dignified shelter.	
6. Public spaces for social, cultural and informational needs of women and men, boys and girls are provided and used equitably.	
7. Where construction materials are supplied ensure female headed households have direct access to materials.	
8. Men women, adolescent boys and girls have equal opportunities for involvement in all aspects of shelter construction receiving equal pay for equal work.	
9. Equal opportunities for training for men, women, boys and girls in construction skills training.	
10. % of men and women trained in shelter construction.	
11. % of men/women involved in shelter construction.	

## 5. Resources: Shelter

1. Asian Development Bank (ADB). *Sectoral Gender Checklists: Urban Development and Housing*. Manila, The Philippines.  
[http://www.adb.org/Documents/Manuals/Gender\\_Checklists/Urban/default.asp?p=gendercheck](http://www.adb.org/Documents/Manuals/Gender_Checklists/Urban/default.asp?p=gendercheck).
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[http://www.unhcr.org/refugees/rdmu/documents/somalia\\_gender.pdf](http://www.unhcr.org/refugees/rdmu/documents/somalia_gender.pdf).
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[http://www.unhcr.org/refugees/rdmu/documents/iraq\\_gender.pdf](http://www.unhcr.org/refugees/rdmu/documents/iraq_gender.pdf).
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## **1. Gender and water, sanitation & hygiene in emergencies**

Water is essential for life and health. In emergencies, when adequate and appropriate water, sanitation and hygiene are not available, major health hazards can result. The provision of adequate and accessible water, sanitation and hygiene therefore demands immediate attention from the onset of an emergency. However, simply providing water and sanitation facilities will not by itself guarantee their optimal use or impact on public health. Understanding gender, culture and social relations is absolutely essential in assessing, designing and implementing an appropriate water, sanitation and hygiene programme that is effective, safe and restores the dignity of the affected population.

Women are disproportionately affected by emergencies, partially because of existing gender inequalities. The involvement of all members of the community, particularly women and girls, at all stages of emergency management programmes is important as they bring valuable perspectives, capabilities and contributions to the emergency response. Gender balance and active involvement of men and women in decision-making in the provision of safe and appropriate water, sanitation and hygiene programming is crucial to adapt to the specific needs and include the knowledge of the entire community.

In many cultures, the responsibility for collecting water falls to women and children, especially girls. This central role of women in managing water, sanitation and hygiene should be recognized by those who facilitate such provision during emergencies. Water points and sanitary facilities should be as close as possible to shelters to reduce collection and waiting time and the risk of violence to women and children. An understanding of the special needs of

### **The right to water**

❖ The International Covenant on Economic, Social and Cultural Rights (ICESCR) recognizes the right of everyone to an adequate standard of living including the right to water which falls is essential for securing an adequate standard of living, particularly since it is one of the most fundamental conditions for survival. The right to water is also inextricably linked to the right to the highest attainable standard of health (Art.12, ICESCR) and the rights to adequate housing and food (Art.11, ICESCR).

❖ Article 14 of CEDAW stipulates that States parties shall ensure to women the right to enjoy adequate living conditions, particularly in relation to water supply. The Convention of the Rights of the Child requires States parties to combat disease and malnutrition through the provision of adequate nutritious foods and clean drinking-water.

❖ The human right to water entitles everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses.

❖ Adequate access to water must be available to women farmers who might be engaged in subsistence farming. Women should not be excluded from decision-making processes concerning water resources and entitlements. The disproportionate burden women bear in the collection of water should be alleviated.

❖ Ensuring that everyone has access to adequate sanitation is not only fundamental for human dignity and privacy, but is one of the principal mechanisms for protecting the quality of drinking water supplies and resources. In accordance with the rights to health and adequate housing, safe sanitation services should be progressively extended, particularly to rural and deprived urban areas, taking into account the needs of women and children.

women and girls for sanitary facilities is needed in the selection and design of sanitation facilities and programmes, which are important aspects of promoting dignity.

**Effectiveness in Reducing Public Health Risks** - Women are key actors in influencing the public health of the family. They are also a huge source of (often untapped) knowledge regarding the community and culture. Inappropriately designed programmes where key stakeholders, such as women and children, have not been involved can (and have) resulted in facilities not being used, or used incorrectly, putting whole communities at risk of epidemic disease outbreaks.

**Reinforcing and Reducing Inequality** – Water, sanitation and hygiene programming has the potential to give a voice to members of communities who often don't have a say. This increased participation of different members of the community, particularly women, can give a sense of worth and dignity, especially to those who have had it stripped away in conflict or natural disasters.

**Safe Communities and Conflict** – Inappropriate design and location of water and sanitation facilities can put the vulnerable, such as women and children, at risk from violence. Toilets located far from dwellings have often been the site of attacks. Access to water has long been a source of conflict within communities. The sharing of water resources between host and displaced communities, if not done in a sensitive manner involving all parties, can spark violence in an already tense situation. The engagement of all actors in a participatory approach can help to reduce tensions and build community relationships.

## 2. What do we need know to plan and implement gender-responsive water, sanitation and hygiene services?

Ask/find out	Possible information to look for
What are the population demographics?	<ul style="list-style-type: none"> <li>▪ Total number of households – disaggregated by sex and age.</li> <li>▪ Number of single female and male headed families and number of families headed by children (boys and girls).</li> <li>▪ Number of unaccompanied children, elderly, disabled. How many men and women affected or displaced?</li> </ul>
What water and sanitation practices were the population accustomed to before the emergency?	<ul style="list-style-type: none"> <li>▪ Levels of knowledge and skills in water/sanitation and their relationship to health (women, men and children).</li> <li>▪ Patterns of water access, water source control and collection.</li> <li>▪ Relationship between water collection responsibilities and school attendance.</li> <li>▪ The different uses and responsibilities for water by men, women and children (e.g. cooking, sanitation, gardens, livestock); patterns of water allocation among family members, decision making on uses.</li> <li>▪ Gender division of responsibilities for maintenance and management of water and sanitation facilities.</li> <li>▪ Usual means and responsibility for managing excreta and urine disposal; anal cleansing; disposal of children's faeces.</li> <li>▪ Usual means and responsibility for collecting, handling, storing and treating water; means and access for water transportation.</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Identification of special needs groups within the community who may require specific support in water, sanitation and hygiene, such as people living with HIV/AIDS.</li> <li>▪ Representation and role of women in community based associations, water committees etc.</li> </ul>
What are the cultural aspects to look for?	<ul style="list-style-type: none"> <li>▪ Location and design for privacy and security of water points, toilets and bathing facilities.</li> <li>▪ Safety around water points; ability of users (especially women and children) to access safely.</li> <li>▪ Sanitary habits of women and girls - what types of materials are appropriate to distribute?</li> <li>▪ What are the cultural assumptions with regard to water and sanitation activities, for example during menstruation, etc?</li> <li>▪ Hygiene practices and general health of the population.</li> </ul>
What needs to be considered before constructing water and sanitation facilities?	<ul style="list-style-type: none"> <li>▪ Who maintains toilets/water points; cost associated with maintenance; who will pay; ability and willingness to pay?</li> <li>▪ Whether the community needs training for operation and maintenance including management?</li> <li>▪ Do facilities need to be modified for use by women, children, the elderly and the disabled, or do alternative means need to be provided, such as chamber pots or child-friendly toilets?</li> <li>▪ Will promotional activities be needed to ensure safe usage of toilets and water facilities?</li> <li>▪ Physical designs for water points and toilets appropriate to water source, number and needs of users (men, women and children).</li> </ul>

### 3. Actions to ensure gender mainstreaming

ISSUE	ACTION
Assessments and programme start-up	<ul style="list-style-type: none"> <li>▪ Ensure assessment teams include female assessors and translators.</li> <li>▪ Ensure recruitment of a balance of men and women, and that diversity within the affected community is reflected in staff composition.</li> <li>▪ Ensure staff have an understanding of the importance of gender in water, sanitation and hygiene programming and provide training and support where necessary.</li> </ul>
Ensuring gender equality and equal participation	<p><b>Phase I: Immediate actions</b></p> <ul style="list-style-type: none"> <li>▪ Identify a person (e.g., school teacher, NGO representative, female translator) who could coordinate consultations with women, men and children directly affected.</li> <li>▪ Provide 'coaching' advice to the technical team and other staff on how to work with the community and make effective use of women's knowledge of the community; ensure women are part of the technical team where possible.</li> <li>▪ Consult both men and women on who takes responsibility for protecting surface and ground water, transporting water, drilling wells, constructing toilets, distributing water, operation and maintenance of systems.</li> <li>▪ Establish mechanisms to make sure men and women's voices are heard on decisions related to immediate location and appropriate technology for water and sanitation systems, using appropriate facilitators where necessary and ensure convenient times and</li> </ul>

	<p>locations.</p> <ul style="list-style-type: none"> <li>▪ Involve men, women and children in discussions on water and sanitation, including personal hygiene habits, general health and the needs and fears of children.</li> <li>▪ Conduct consultations in a secure setting where all individuals (including women and girls) feel safe to provide information and participate in discussion and decision making.</li> <li>▪ Work separately with women and men's groups, where necessary, to counter exclusion and prejudice related to water, sanitation and hygiene practices.</li> <li>▪ Ensure equitable and dignified access to distributions of hygiene related materials; ensure materials are appropriate for users. Consult with women on appropriate menstrual cloths, smaller containers for children to collect water and appropriate shaving materials for men.</li> <li>▪ Involve representatives from the different parts of the community in the monitoring of water, sanitation and hygiene inputs - tracking safety and responding to the needs of different parts of the community and modifying interventions, where needed, in a timely manner.</li> <li>▪ Consider issues of dignity, for women and girls in particular, in all water, sanitation and hygiene interventions, and design culturally appropriate strategies to enhance dignity.</li> <li>▪ Engage all the civil society (including women's groups) in the response.</li> </ul> <p><b>Phase II: Rehabilitation and preparedness</b></p> <p>Conduct cultural and gender awareness workshops to facilitate the equal and effective participation of women and men in discussions on:</p> <ul style="list-style-type: none"> <li>- design and location of more permanent water points;</li> <li>- design and safe locations for toilets;</li> <li>- equitable provisions for water allocation for different tasks (washing, bathing, livestock, irrigation).</li> </ul> <ul style="list-style-type: none"> <li>▪ Involve women equally with men in water management groups, water committees and other organizations to make decisions on allocations of water during drought periods.</li> <li>▪ Determine how women's and men's participation and skills acquisition influence power dynamics at the household and community level.</li> </ul>
Building capacity	<p><b>Phase I: immediate aftermath</b></p> <ul style="list-style-type: none"> <li>▪ Provide formal and on-the-job training for both men and women in construction, operation and maintenance of all types of water and sanitation facilities, including wells and pumps, water storage, treatment, water quality monitoring, distribution systems, toilets and bathing facilities.</li> <li>▪ Consider when selecting people, particularly women, for training, the timing and language, as well as the trainee's previous education.</li> <li>▪ Ensure selection of health/hygiene promoters is appropriate according to the target groups.</li> <li>▪ Target hygiene programmes not only to mothers, but also to fathers and other carers of children.</li> <li>▪ Raise awareness of women, men and children on ways to protect surface and groundwater sources.</li> </ul> <p><b>Phase II: Rehabilitation and preparedness</b></p> <ul style="list-style-type: none"> <li>▪ Provide training to women in effective water and sanitation planning and management, especially where there is a prevalence of women-headed households (using women-to-women training).</li> </ul>

	<ul style="list-style-type: none"> <li>▪ Offer training to men in water management, especially for single male-headed households who have previously relied on women to collect water and to manage the cooking, personal hygiene and domestic needs for the family (using men-to-men training).</li> <li>▪ Work with community groups to expand, operate and maintain communal facilities, and dispose of liquid and solid wastes.</li> </ul>
Meeting cultural differences	<ul style="list-style-type: none"> <li>▪ Guarantee confidentiality and integrate cultural sensitivity into discussion forums on hygiene and sanitation with women and girls.</li> <li>▪ Use other women as facilitators in these discussions.</li> <li>▪ Include questions on cultural and ethnic beliefs on water usage, responsibilities and sanitation practices.</li> <li>▪ Reflect cultural and ethnic differences in the affected community in water, sanitation and hygiene programmes where appropriate, e.g., different anal cleansing practices.</li> <li>▪ Create a participatory, non-discriminatory (age, sex, ability) design for enabling unrestricted access to water and sanitation.</li> </ul>

#### **4. Indicators for water, sanitation & hygiene**

Actors working in the water, sanitation and hygiene field should review the indicator list below and select and track ones relevant to their work. Additional indicators should be added and tracked to measure progress in the incorporation of gender issues into water, sanitation and hygiene interventions.

<b>Checklist of Indicators for Water, Sanitation &amp; Hygiene</b>	<b>Status</b>
1. Gender and ethnic differences are considered in design and location of water and sanitation systems and equipment.	
2. Information is gathered from women, men, girls and boys about:	
• cultural beliefs and practices in water and sanitation use;	
• hygiene habits;	
• needs and roles in operation, maintenance and distribution; and	
• methods and time spent in water collection.	
3. Data disaggregated by sex and age are used to develop a profile of at-risk populations with special water requirements.	
4. Water sites, distribution mechanisms and maintenance procedures are accessible to women including those with limited mobility.	
5. Communal latrine and bathing cubicles for women and children are sited in safe locations, are culturally appropriate, provide privacy, are adequately illuminated and are accessible for those with disabilities.	
6. Men and women are trained in use and maintenance of facilities.	
7. Both men and women have access to or share control over resources for collecting/carrying water, containers and storage facilities.	
8. Facilities and collection points are monitored to ensure they are safe and accessible (locks, lighting).	
9. Men and women are sensitised/trained to protect surface and groundwater.	
10. Men and women are involved with the safe disposal of solid waste.	

#### **5. Resources: Water, sanitation & hygiene**

1. Asian Development Bank (ADB). *Sectoral Gender Checklists: Water Supply and Sanitation*. Manila, The Philippines.

- [http://www.adb.org/Documents/Manuals/Gender\\_Checklists/Water/gender\\_checklist\\_water.pdf](http://www.adb.org/Documents/Manuals/Gender_Checklists/Water/gender_checklist_water.pdf).
2. Australian Government AusAID. *Gender Guidelines: Water Supply and Sanitation – Supplement to the guide to Gender and Development*, March 2000. Canberra, Australia. 2005. [http://www.ausaid.gov.au/publications/pdf/gender\\_guidelines\\_water.pdf](http://www.ausaid.gov.au/publications/pdf/gender_guidelines_water.pdf).
  3. Chalinder, Andrew. Relief and Rehabilitation Network. *Good Practice Review: Water and Sanitation in Emergencies*. London, UK. 1994. [http://www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5NUM5A/\\$FILE/rrn-water-94.pdf?OpenElement](http://www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5NUM5A/$FILE/rrn-water-94.pdf?OpenElement).
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  10. United Nations International Strategy for Disaster Reduction (ISDR). *Guidelines for Reducing Flood Losses*. Geneva, Switzerland. 2004. <http://www.unisdr.org/eng/library/isdr-publication/flood-guidelines/Guidelines-for-reducing-floods-losses.pdf>.
  11. van Wijk-Sijbesma, Christine. IRC International Water and Sanitation Centre (IRC). *Gender in Water Resources Management, Water Supply and Sanitation: Roles and Realities Revisited*. Delft, The Netherlands. 1998. <http://www.irc.nl/page/1893>.

**Annex 1 – Checklist of Indicators**

<b>Checklist of Indicators - Gender Analysis</b>	<b>Status</b>
1. All needs assessments have included gender issues in the information gathering and analysis phases.	
2. Women, girls, boys and men are consulted (together and separately) about their concerns, protection risks, opinions and solutions to key issues.	
3. Mechanisms for routine exchange of information with the population affected by the crisis are established and are functioning.	
<b>Checklist of Indicators - Gender Balance</b>	
1. Sex breakdown of local and international staff working in the humanitarian situation by sector are routinely collected and analyzed.	
2. Sex breakdown of people in decision making/senior positions are monitored.	
3. Needs assessment teams have equal numbers of men and women.	
<b>Checklist of Indicators - Disaggregated Data by Sex and Age</b>	
1. Data is being consistently collected and analysed by age and sex.	
2. Sex-disaggregated data is included routinely in reports and the implications for programming are addressed.	

<b>Checklist of Indicators for Gender Coordination Efforts</b>	<b>Status</b>
1. One or more gender experts are deployed in the emergency situation.	
2. A gender network is established with representation from all clusters/sectors. It meets regularly and systematically assesses and reports on the gender dimensions of each area of work, as well as gaps and progress in achieving its Terms of Reference.	
3. Disaggregated data is collected, analyzed and used in planning and implementation.	
4. Each sector/cluster has a gender action plan and routine reports on status of gender indicators provided in the IASC Gender Handbook.	
5. The gender dimensions are integrated into the trainings provided to field actors in all sectors/clusters and cross-cutting issues	

<b>Checklist of Indicators on Participation</b>	<b>Status</b>
1. Women and men of all ages affected by humanitarian emergencies receive information on the programme and are given the opportunity to comment during all stages of the programme cycle.	
2. Balanced representation men and women in all groups is achieved.	
3. Programmes are based on the cooperation of the affected population.	
4. Special fora exist for the participation of women and youth.	
5. Programme objectives reflect the needs, concerns and values of all segments of the population affected by humanitarian emergencies.	
6. Assessment results are communicated to all concerned organizations and individuals.	
7. Mechanisms are established to allow all segments of the affected population to provide input and feedback on the programme.	
8. Specific outreach established for individuals who are marginalised, for example, the homebound, disabled or others who may have problems accessing services.	

## Different Needs – Equal Opportunities

9. Programming is designed to maximise the use of local skills and capacities, including the skills and capacities of women and youth.	
10. Programmes are designed to build on local capacity and do not undermine peoples' own coping or other strategies.	
11. Programmes support, build on and/or complement existing services and local institutional structures.	
12. Local and national governmental organizations are consulted in the longer-term design of programmes.	
13. Trainings and workshops undertaken with the inclusion of representatives from the community and local groups and networks such as youth groups, women's organizations and other collectives.	

Checklist of Indicators for International Legal Framework	Status
1. A comprehensive assessment of the situation of women and girls has been completed.	
2. References to human rights, and especially the human rights of women and girls, as the basis for the humanitarian response, are included in the CHAP and the Flash Appeals.	
3. Community workshops or other communication techniques used to inform affected populations of their rights	
4. Women and girls included in consultative and decision-making mechanisms.	
5. A monitoring and reporting mechanism for human rights violations is in place.	
6. A complaints mechanism has been established which is easily accessible to the affected population and responds to the particular needs of women and girls.	
7. An analysis by age and sex of complaints received is routinely undertaken and results fed into improving programme performance.	
8. The way complaints are addressed is perceived as satisfactory by the complainant.	
9. Contacts with local and national authorities ongoing to correct inequalities and put in place measures for protection for all and empowerment of women and girls.	

Checklist of Indicators for Camp Coordination and Camp Management	Status
<b>Camp Coordination</b>	
4. Women, men, boys and girls meaningfully participate in camp planning. Women, men, and girls and boys are consulted and participate in the development of camp policy.	
5. Information and awareness raising about camp and security management provided equally to women, men, boys and girls.	
6. Sustainable structures and mechanisms established for meaningful dialogue with women, men, and girls and boys.	
<b>Camp Management</b>	
10. Women and men representatives share their views and opinions to camp managing agency for their negotiation of new camp sites with the national authorities and host Governments.	
11. 50% representation of women in camp governance structures.	
12. 50% of camp management staff members are women.	
13. Women and men are fully engaged in the management of camp	

facilities.	
14. Women, men, boys and girls equally access camp services and assistance.	
15. Camp managers collect and analyze data by age and sex to monitor and ensure that women and men are using camp facilities as needed.	
16. Inclusion of women in the decision making process for camp closures.	
17. Information on camp closure disseminated through most appropriate means so as to reach all groups of the community.	
18. Appropriate arrangements are in place to address the needs of groups including older persons, persons with HIV/AIDS, persons with disabilities, single heads of households, separated and unaccompanied children etc.	

<b>Checklist of Indicators for Education</b>	<b>Status</b>
<b>Community Participation</b>	
1. Number of women and men involved in community education committees on a regular basis.	
2. Number of women and men involved in community education plans.	
3. Number and type of gender specific issues in education plans.	
4. % of girls involved in child/youth participation activities.	
5. Number of community members provided with gender training.	
<b>6. Analysis</b>	
1. % of relevant and available sex- and age-disaggregated data collected.	
2. Number and type of references to gender specific issues in assessment planning, tools design and data analysis.	
3. Number of women, girls, boys and men consulted in assessment, monitoring and evaluation processes.	
<b>Access and Learning Environment</b>	
1. Net Enrolment Ratio of girls and boys.	
2. Sex-disaggregated enrolment rates by grade level.	
3. Sex-disaggregated school attendance rates.	
4. Sex- and grade level-disaggregated drop out rates.	
5. Number of reported incidents of sexual abuse and exploitation.	
6. Existence of a "safe school" policy with clear implementation actions.	
<b>Teaching and Learning</b>	
1. % of teachers who demonstrate attempts to create girl-friendly classroom environments and use teaching strategies to engage girls.	
2. Number of gender specific lessons and topics in the school curriculum.	
3. Sex-disaggregated achievement measures (e.g., exam results).	
4. % of teachers (men/women) involved in in-service training.	
5. Number of women/men involved in pre-service teacher programmes.	
6. % of teachers (men/women) provided with gender training.	
<b>Teachers and Other Education Personnel</b>	
1. Number of male and female teachers, head teachers, teacher trainers/supervisors and other educational personnel.	
2. % of women teachers who feel safe and respected in school and in the community and fully involved in education decision-making.	
3. % of teachers (men/women) trained on/signed a code of conduct.	
<b>Education Policy and Coordination</b>	
1. Number and type of references to gender specific issues in coordination meetings.	
2. Number and type of references to gender specific issues in	

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coordination statements/agreements.	
3. Development of materials that address/challenge gender stereotypes and reflect new realities in society.	

Checklist of Indicators for Food Distribution	Status
1. Men and women take part equally (in numbers and consistency) in decision-making, planning, implementation and management of food aid programmes.	
2. Men and women benefit equally from the distribution of food and from the assets created through food-supported activities.	
3. Committees with equal representation of women and men are formed for targeting, monitoring, and distribution of food items and for determining the needs of vulnerable/marginalised groups.	
4. Women are designated as the initial point of contact for emergency food distribution.	
5. Women are the food entitlement holders.	
6. Efforts are made to reduce women's and children's time spent on food distribution (for example, distribution organized at different time intervals to avoid crowds and long waiting time; to ensure timely distribution and to avoid long waits for food delivery by partners).	
7. Efforts are made to reduce the burden that the receipt of food aid may pose on women beneficiaries (e.g. food distribution points established as close to beneficiaries as possible; Weight of food packaging manageable and efficient for women e.g. 25 vs. 50kg bags etc.).	
8. Efforts are made to prevent and respond to protection concerns of beneficiaries prior, during, and after distribution (for example, food distribution points established far from insecure areas; beneficiaries provided with information on selection criteria, targeting and distribution arrangements (time, size and composition of rations, accompany distribution, etc.).	

Checklist of Indicators for Food Security	Status
1. A needs assessment was undertaken to assess changes in women's and men's access to and control over land or other critical productive resources.	
2. Sex-disaggregated data regarding the literacy level and employment rates of male- and female-headed households are collected, analyzed and used for programming.	
3. Women and men are systematically consulted and included in food security interventions.	
4. An analysis of malnutrition rates for boys and girls in terms of stunting, wasting and underweight; and in micronutrient deficiencies is undertaken.	
5. The target numbers of men, women and youth set for participation in training and skills development courses are reached.	
6. The perceptions of men and women regarding changes in their lives (positive and negative) as result of food security interventions are recorded and the implications are addressed in programming.	

Checklist of Indicators for Nutrition	Status
1. Data is gathered through participatory assessments with women.	
2. Women and men are taking part meaningfully in decision-making.	

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3.	Data is analyzed by sex and age and any differences noted and plans put into place to address the problems related to: admissions to therapeutic feeding centres.	
4.	% of women, men, girls and boys who are unable to meet their nutritional requirements.	
5.	% of women, men, girls and boys with disabilities covered by supported nutrition surveillance.	
6.	% of girls and boys aged 6-59 months who have received Vitamin A in affected areas.	
7.	% of under fives (girls and boys), pregnant and lactating women who are receiving supplementary feeding programmes and treatment for moderate acute malnutrition.	
8.	% of boys and girls under 5 who are covered by nutrition surveillance in affected areas.	
9.	Proportion of women and men trained workers from the community taking part in nutrition programmes.	
10.	Number of training courses held including in schools on nutrition and gender issues.	
11.	% of emergency nutrition preparedness programmes that include men and women in design and implementation.	

Checklist of Indicators for Health		Status	
Assessments			
1. Balanced ratio of women and men assessors and translators.			
2. Balanced ratio of women and girls and men and boys who participate in the assessments.			
3. Data is analyzed by <ul style="list-style-type: none"><li>age-sex disaggregated cause- specific mortality rates</li><li>age-sex disaggregated case fatality rates</li><li>female/male and child headed households</li><li>Social structures including positions of authority/influence and the roles of women and men.</li><li>Groups with specific needs (including physical and mentally handicapped) by age and sex.</li></ul>			
Participation			
1. Balanced ratio of women and men consulted about their health needs.			
2. Balanced ratio of women, girls, boys and men to health services and health facilities			
3. Balanced ratio of women and men participating in the design, implementation, monitoring and evaluation of humanitarian health responses.			
4. Balanced ratio of women and men represented in decision making positions.			
5. Balanced ratio of women and men hired/deployed.			
6. Women and men participate regularly in group meetings or activities.			
Programme Design			
1. Women, girls, boys and men are involved in programme design.			
2. Health service delivery strategies and facilities address the health needs of women, girls, boys and men equally.			
Provision of Services			
1. Percentage of health facilities with basic infrastructure, equipment,			

<b>Checklist of Indicators for Health</b>	<b>Status</b>
<p>supplies, drug stock, space and qualified staff for reproductive health services including delivery and emergency obstetric care services (as indicated in the MISP) and confidential care for survivors of sexual violence.</p> <p>2. Ratio of health care providers disaggregated by skill and sex.</p> <p>3. Proportion of women, girls, boys and men with access to sanitary materials (including household level sanitary disposal facilities for women), safe water supply, food aid.</p> <p>4. Ratio of community based psycho-social care disaggregated by sex and age</p>	
<b>Capacity Building</b>	
<p>1. Balanced/proportionate number of women and men from the community trained to provide health care.</p> <p>2. Balanced/proportionate number of women and men from the community given employment opportunities in the health sector after training.</p>	
<b>Monitoring, reporting, and evaluation</b>	
<p>1. Routinely collected data on demographics, mortality, and morbidity and health services is disaggregated by age and sex.</p> <p>2. Percentage of participatory assessment reports including/addressing the needs of women, girls, boys and men equally.</p> <p>3. Formal monitoring and participatory evaluation mechanisms reporting the health impact of humanitarian crises on women, girls, boys &amp; men.</p>	

<b>Checklist of Indicators for Livelihoods</b>	<b>Status</b>
1. All data on livelihoods is collected and analysed by sex and age.	
2. The livelihood programmes developed are appropriate for and proportionate to the population of men and women.	
3. Women and men are participating in consultative meetings/discussions in equal numbers and with regular frequency.	
4. Childcare or family care provisions are in place to allow access to programmes, trainings and meetings.	
5. Women and girls have equal access to livelihood programmes and livelihood support services as do men and boys.	
6. Women/men and girls/boys benefit equally from livelihood alternatives (for example, receive equal compensation for equal labour).	
7. Vocational training and non-formal education programmes target the specific needs of adolescent girls and boys and provide them with practical skills that they can use, including non-traditional skills.	
8. Livelihood programmes are tailored to the unique needs of the various segments of the affected community (for example, female heads of household, adolescent girls/boys, displaced men/women, older persons, survivors of gender-based violence, etc.).	
9. Livelihood programmes lead to improvements in self-reliance as well as beneficiary satisfaction for both men and women.	

<b>Checklist of Indicators for NFIs</b>	<b>Status</b>
1. Men and women are involved in planning and implementation of NFIs selection and distribution.	
2. Information is gathered on family structures and distribution system is set up accordingly.	

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3.	Information is gathered on NFI needs based on age and sex.	
4.	Displaced have knowledge of quantity and variety of items they should receive and the place, day and time for distribution.	
5.	Men and women benefit equally if there is payment for NFI distribution, including a gender balance in employment.	
6.	Women, girls, men and boys have at least two sets of clothing in the correct size, appropriate to the culture, season and climate.	
7.	People have access to a combination of blankets, bedding or sleeping mats to provide thermal comfort and to enable separate sleeping arrangements as required.	
8.	Women and girls have sanitary materials and hygiene kits.	
9.	Training or guidance in the use of NFIs is provided where necessary.	

Checklist of Indicators for Registration		Status
1.	Percentages of persons of concern in country for whom age/sex breakdowns are available.	
2.	Percentage of persons of concern for whom the basic registration data has been collected.	
3.	Frequency of reporting and sharing of population records – disaggregated by age and sex with headquarters, regional offices, country offices and partners.	
4.	Availability of information by age and sex of individuals and groups requiring specific protection services and assistance	
5.	Percentage of population by sex and age of concern issued with documentation conforming to the standards.	
6.	Frequency with which existing data is updated to record births, new arrivals, deaths and departures, marriages, and other changes.	
7.	Percentage of population of concern interviewed and registered individually.	
8.	Percentage of the population of concern issued with family entitlement cards, ration cards, in the name of the primary female and male household representatives.	
9.	Frequency of use of demographic profile of the population of concern in planning and implementing protection and assistance activities, and in distribution of non-food items.	


Checklist of Indicators for Shelter		Status
1.	Focus group discussion on shelter construction, allocation and design conducted with men, women, boys and girls of diverse backgrounds and results fed into programming.	
2.	Women and men are equally represented and participate in the design, allocation and construction of shelters and camp facilities.	
3.	Male and female heads of households and single men and women have the same access to housing and shelter supplies.	
4.	The specific needs of girl and boy headed households are met.	
5.	Single people, young and old have access to dignified shelter.	
6.	Public spaces for social, cultural and informational needs of women and men, boys and girls are provided and used equitably.	
7.	Where construction materials are supplied ensure female headed households have direct access to materials.	
8.	Men women, adolescent boys and girls have equal opportunities for	



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involvement in all aspects of shelter construction receiving equal pay for equal work.	
9. Equal opportunities for training for men, women, boys and girls in construction skills training.	
10. % of men and women trained and involved in shelter construction.	

Checklist of Indicators for Water, Sanitation & Hygiene	Status
1. Gender and ethnic differences are considered in design and location of water and sanitation systems and equipment.	
2. Information is gathered from women, men, girls and boys about:	
▪ cultural beliefs and practices in water and sanitation use;	
▪ hygiene habits;	
▪ needs and roles in operation, maintenance and distribution; and	
▪ methods and time spent in water collection.	
3. Data disaggregated by sex and age are used to develop a profile of at-risk populations with special water requirements.	
4. Water sites, distribution mechanisms and maintenance procedures are accessible to women including those with limited mobility.	
5. Communal latrine and bathing cubicles for women and children are sited in safe locations, are culturally appropriate, provide privacy, are adequately illuminated and are accessible for those with disabilities.	
6. Men and women are trained in use and maintenance of facilities.	
7. Both men and women have access to or share control over resources for collecting/carrying water, containers and storage facilities.	
8. Facilities and collection points are monitored to ensure they are safe and accessible (locks, lighting).	
9. Men and women are sensitised/trained to protect surface and groundwater.	
10. Men and women are involved with the safe disposal of solid waste.	

## Annex 2: Related Guidelines on Gender Equality

<p><b>1 Gender Guidelines for Mine Action Programmes.</b> The guidelines are designed to help mine action policy makers and field personnel incorporate gender perspectives in all relevant mine action initiatives and operations. It is intended to facilitate the application on a system-wide policy on gender mainstreaming and gender balance.</p> <p><a href="http://www.mineaction.org/pdf%20file/Gender_guidelines_mine%20action.pdf">http://www.mineaction.org/pdf%20file/Gender_guidelines_mine%20action.pdf</a></p>	
<p><b>2 Gender Resource Package for Peacekeeping Operations (DPKO, 2004)</b> addresses all peacekeeping personnel, UN political missions, partners and NGOs working in conflict and post-conflict environments; provides guidance on the mainstreaming of gender perspectives in all aspects of a peacekeeping operation, including military and civilian police, political and civil affairs, HIV/AIDS, DDR, human rights, elections, etc.</p> <p><a href="http://pbpu.unlb.org/pbpu/Document.aspx?docid=495">http://pbpu.unlb.org/pbpu/Document.aspx?docid=495</a></p>	
<p><b>3 Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration (UNIFEM, 2004)</b> targets decision makers and practitioners; intends to influence policy and procedure in order to foster inclusive transitions to peace in post-conflict societies, and includes findings and recommendations from a desk review, case studies on Liberia and Bougainville-Papua New Guinea and UNIFEM's Standard Operating Procedures on Gender and DDR.</p> <p><a href="http://www.womenwarpeace.org/issues/ddr/gettingitright.pdf">http://www.womenwarpeace.org/issues/ddr/gettingitright.pdf</a></p>	
<p><b>4 Guidelines for Gender-Based Violence Interventions in Humanitarian Settings (IASC, 2005)</b> is a tool to for field actors, with the primary purpose of enabling humanitarian actors and communities to plan, establish, and coordinate a set of minimum multisectoral interventions to prevent and respond to sexual violence during the early phase of an emergency. Three sets of activities are included in the guidelines: overview of activities to be undertaken in the preparedness phase; detailed implementation of minimum prevention and response during the early stages of the emergency; and overview of comprehensive action to be taken in more stabilised phases and during recovery and rehabilitation. <a href="http://www.humanitarianinfo.org/iasc/gender">http://www.humanitarianinfo.org/iasc/gender</a></p>	

<p><b>6 Resource Guide for Gender Theme Groups.</b> The gender resource package is intended for use by all peacekeeping personnel and is primarily designed to explain the concept of “gender mainstreaming”. It is a reference guide that includes background information and highlights the importance of successful experiences in developing a sense of purpose, clear work plans and a commitment from UN Country Teams to coalesce around promoting women’s rights and gender equality.  <a href="http://www.unifem.org/resources/item_detail.php?ProductID=32">http://www.unifem.org/resources/item_detail.php?ProductID=32</a></p>	
<p><b>7 Stop Abuse – Keep Out Of Off-Limits Locations – Report Abuse.</b> The DPKO resource package is designed to help all personnel understand their obligation to combat trafficking; raise awareness about human trafficking; assist trainers by providing updated and improved training materials; and provide additional resources for those mandated specifically to address trafficking in particular missions.  <a href="http://pbpu.unlb.org/pbpu/library/Trafficking%20Resource%20Package.pdf">http://pbpu.unlb.org/pbpu/library/Trafficking%20Resource%20Package.pdf</a></p>	





# 8 WAYS

## to promote gender equality in humanitarian action

- 1 Analyse the impact of the humanitarian crisis on women, girls, boys and men.
- 2 Design services to meet the needs of women and men equally.
- 3 Make sure that men and women can access services equally and there are no barriers to receiving benefits.
- 4 Ensure women, girls, boys and men participate equally in the design, implementation, monitoring and evaluation of humanitarian response and women are in decision-making positions.
- 5 Make certain that men and women have equal opportunities for capacity building and training.
- 6 Collect and analyse all data concerning the humanitarian response by age and sex breakdowns.
- 7 Hire and/or deploy equal numbers of women and men.
- 8 Set up gender support networks to ensure coordination and gender mainstreaming in all areas of humanitarian work.