IASC Inter-Agency Standing Committee

Guideline

WOMEN, GIRLS, BOYS AND MEN: DIFFERENT NEEDS – EQUAL OPPORTUNITIES

Gender Handbook for Humanitarian Action

December 2006
IASC Sub-Working Group on Gender and Humanitarian Action

Endorsed by: IASC Principals
2006

WOMEN, GIRLS, BOYS AND MEN
DIFFERENT NEEDS – EQUAL OPPORTUNITIES

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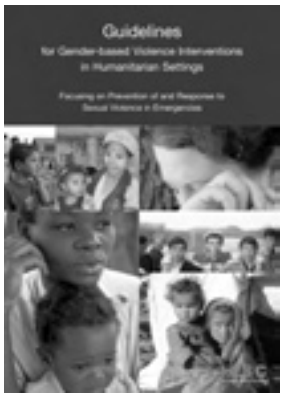

The IASC *Guidelines for Gender-based Violence Interventions in Humanitarian Settings* serve as a complement to this handbook and should be used in conjunction with it. The GBV Guidelines provide humanitarian actors with a set of minimum interventions in all sectors to prevent and respond to gender-based violence.

The GBV Guidelines can be downloaded at http://www.humanitarianinfo.org/iasc/gender

This IASC Gender Handbook will also be available in Arabic, French, Portuguese, Russian and Spanish, and copies can be obtained at the IASC gender website http://www.humanitarianinfo.org/iasc/gender.

For any comments or suggestions for the improvement of this handbook, please e-mail genderhandbook@un.org.

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FOREWORD

When war breaks out or disaster strikes, we move. As professional humanitarian workers, 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, girls, boys and men are disrupted — changed forever. 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 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 women, girls, boys and men 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, girls, boys and men; 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 differences, inequalities and capacities improves the 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

ACKNOWLEDGEMENTS

This handbook has been developed by a wide range of humanitarian actors. Initiated by the IASC Taskforce on Gender in Humanitarian Action, the Handbook has received technical inputs from the cluster leadership system of the IASC and a host of gender experts. Through feedback from practitioners in the field on how to make it even more practical and user-friendly, the handbook will be improved over time.

The following agencies and organizations have contributed to the development of the IASC Gender Handbook and believe that it will contribute to improved gender equality programming in humanitarian action.

African Humanitarian Action
CARE
Centers for Disease Control and Prevention
Food and Agriculture Organization (FAO)
Inter-Agency Network for Education in Emergencies (INEE)
International Committee of the Red Cross (ICRC)
International Federation of the Red Cross and Red Crescent (IFRC)
International Medical Corps (IMC)
International Organization for Migration (IOM)
International Rescue Committee (IRC)
Merlin
Norwegian Refugee Council (NRC)
Office for the Coordination of Humanitarian Affairs (OCHA)
Office of the High Commissioner for Human Rights (OHCHR)
Office of the Representative of the Secretary-General for IDPs
Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI)
OXFAM
United Nations Children's Fund (UNICEF)
United Nations Department of Economic and Social Affairs (DESA)
United Nations Development Fund for Women (UNIFEM)
United Nations Development Programme (UNDP)
United Nations Division for the Advancement of Women (DAW)
United Nations High Commissioner for Refugees (UNHCR)
United Nations Mine Action Service (UNMAS)
United Nations Population Fund (UNFPA)
World Food Programme (WFP)
World Health Organization (WHO)
Women's Commission for Refugee Women and Children

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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
GBV	Gender-based violence
GenCap	Gender Roster and Standby Capacity
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 displaced person
INGO	international non-governmental organization
MISP	Minimum Initial Service Package
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
OHCHR	Office of the United Nations High Commissioner for Human Rights
PLWHA	People living with HIV and AIDS
SGBV	Sexual and gender-based violence
STI	Sexually transmitted infections
UDHR	Universal Declaration of Human Rights

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 is not. "Paying attention to gender issues" or putting on a "gender lens" quite simply means recognizing the different needs, capacities and contributions of women, girls, boys and men. Ignoring or being blind to these different needs 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 gender 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 checklists to assist in monitoring gender equality programming. The guidelines focus on major 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. It can be used as a tool to mainstreaming gender as a cross-cutting issue in the sectors/clusters. If used correctly, this Handbook will help promote the ultimate goal of protecting and promoting the human rights of women, girls, boys and men in humanitarian action and advancing the goal of gender equality.

> Section A should be studied by all readers and used in combination with the specific sector chapters in Section B.

Audience

The target audience for this Handbook is field practitioners responding to humanitarian emergencies that result from conflict or natural hazards. In particular, the Handbook targets sector/cluster actors. Humanitarian Coordinators and others in leadership positions will also benefit from this tool as it provides guidance on how to analyse the situation from a gender perspective, implement gender-aware activities and measure effectiveness. The Handbook will also assist donors to hold humanitarian actors accountable for integrating gender perspectives and promoting equality in all aspects of their work.

> The phrase "women, girls, boys and men" as used throughout this Handbook refers to young and old across the life cycle.

Structure

The Handbook is divided into two sections:

Section A: Fundamental Principles

This section includes four chapters covering the core principles, mandates, definitions and frameworks for gender equality:

Basics of Gender in Emergencies sets forth the overarching framework of gender equality programming in humanitarian action. It defines terms and explains the relevance of gender equality in crisis situations.

International Legal Framework for Protection provides information on mandates coming from human rights, humanitarian and refugee law.

Coordination on Gender Equality in Emergencies describes the elements of effective coordination and the establishment of gender networks in emergencies.

Participation in Humanitarian Action discusses the importance of ensuring the equal participation of women, girls, boys and men in all aspects of humanitarian action, provides participation standards and gives examples on "how to" do participation in crisis.

Section B: Areas of Work

This section provides sector- and cluster-specific guidance. The IASC Clusters at Headquarters have prepared these chapters as a practical tool for ensuring that gender equality programming is undertaken and monitored in each sector at field level. Each chapter is divided into the following parts:

INTRODUCTION	A BRIEF OVERVIEW OF GENDER ISSUES RELATED TO THE SECTOR.
Gender Analysis	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, girls, boys and men.
Actions	Specific actions to ensure gender equality programming.
Checklist	A checklist for monitoring gender equality programming. The checklists are derived from the actions section in each chapter, and are useful tools to remind sector actors of key issues to ensure gender equality programming. In addition, the checklists, together with the sample indicators in the Basics Chapter, serve as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.
Resources	A list of resources for further reading completes each chapter.

SECTION A: FUNDAMENTAL PRINCIPLES

The Basics of Gender Equality

International Legal Framework for Protection

Coordination on Gender Equality in Emergencies

Participation in Humanitarian Action

THE BASICS ON GENDER IN EMERGENCIES

WHAT IS GENDER?

The term gender refers to the social differences between females and males throughout the life cycle that are learned, and though deeply rooted in every culture, are changeable over time and have wide variations both within and between cultures. "Gender" determines the roles, power and resources for females and males in any culture. Historically, attention to gender relations has been driven by the need to address women's needs and circumstances as women are typically more disadvantaged than men. Increasingly, however, the humanitarian community is recognizing the need to know more about what men and boys face in crisis situations.

WHO IS RESPONSIBLE FOR ADDRESSING GENDER ISSUES?

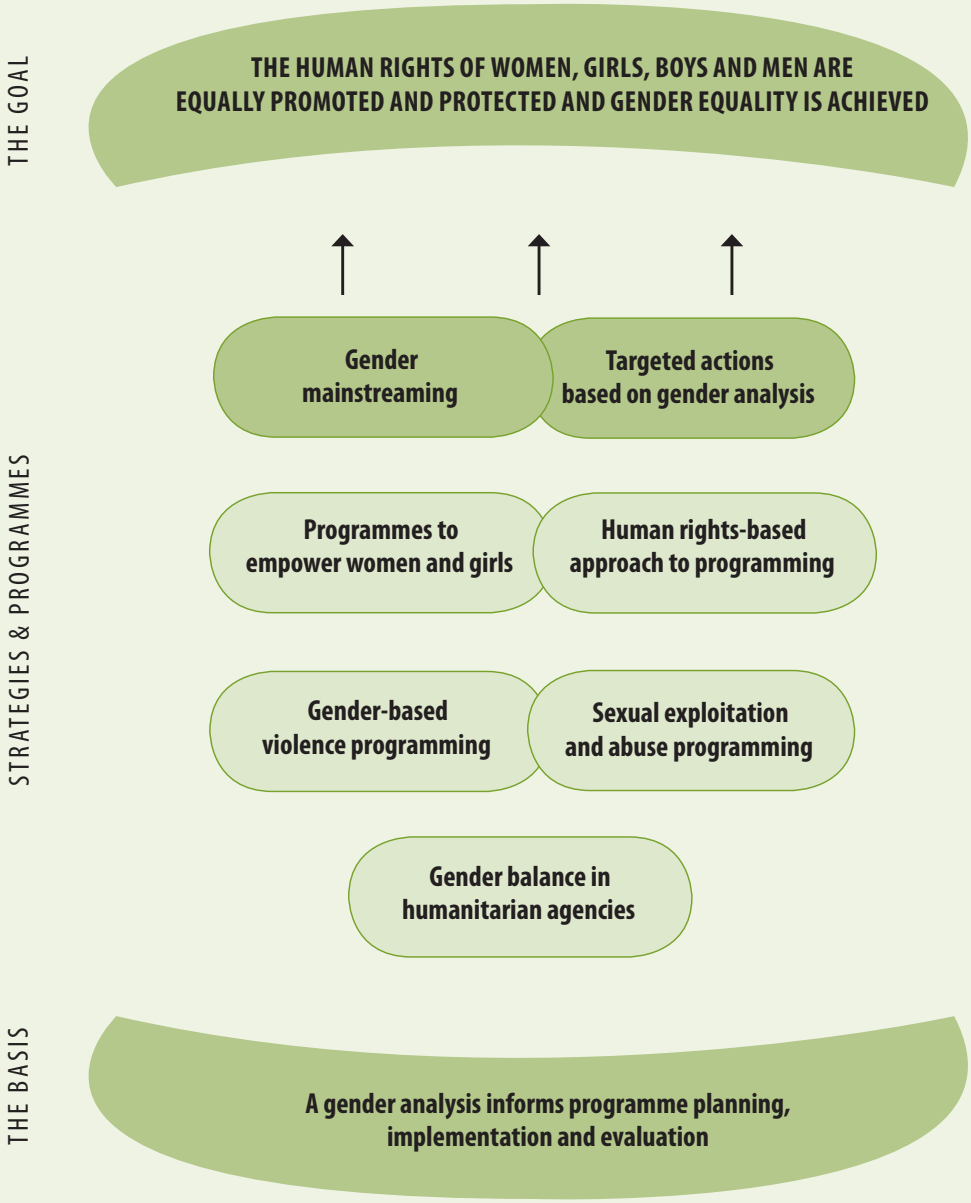
We all are. As field practitioners, team leaders and policy-makers our job is to make sure that the assistance and protection we provide meets the needs of all the population equally, that their rights are protected and that those most affected by a crisis receive the support they need. We are all accountable.

Confusion about gender: For many people the term "gender" evokes 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 have resulted in *ad hoc* analysis and action. Some argue that addressing gender inequality in programming is akin to "social engineering" and goes against cultural norms in different societies. People conducing gender analysis point out that what is taken as the "cultural norm," however, may disguise a strong desire to retain male privilege, and that women themselves may have a different perspective than men on their own needs and rights.

Gender equality or equality between women and men refers to the equal enjoyment by females and males of all ages and regardless of sexual orientation of rights, socially valued goods, opportunities, resources and rewards. Equality does not mean that women and men are the same but that their enjoyment of rights, opportunities and life chances are not governed or limited by whether they were born female or male. Protecting human rights and promoting gender equality must be seen as central to the humanitarian community's responsibility to protect and provide assistance to those affected by emergencies.

Two main strategies are needed to reach the goal of gender equality, namely gender mainstreaming and targeted actions in response to a gender analysis, as well as a number of programmes which together make up a **gender equality programme**. (Refer to the schematic diagram on page 2 for gender equality programming).

SCHEMATIC DIAGRAM FOR GENDER EQUALITY PROGRAMMING



Gender mainstreaming

In 1997, the UN system adopted the strategy of gender mainstreaming as a means of attaining gender equality. It is shorthand for saying that the impact of all policies and programmes on women and men should be considered at every stage of the programme cycle — from planning to implementation and evaluation. In crisis situations, mainstreaming a gender focus 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 women, girls, boys and men have been affected by the crisis;
- ensures that all people affected by a crisis are acknowledged and that all their needs and vulnerabilities are taken into account; and
- facilitates the design of more appropriate and effective responses.

Targeted actions based on gender analysis

A gender analysis should inform the deliverers of humanitarian protection and assistance of the specific needs of the individuals or groups within the affected population requiring targeted action. In many cases these actions will be targeted to women and girls — but there are a number of situations where boys or men will be targeted for action, for example when boys are the target of recruitment for armed conflict or when boys are unable to feed themselves due to lack of cooking skills. Addressing the specific needs of women and girls may best be done in some circumstances by taking targeted action. In effect, women and girls may need different treatment in order to produce equality in outcomes — in other words, to level the playing field so that women can benefit from equal opportunities. This is the principle behind measures to provide special stipends to encourage families to send girls to school, for example, or to give special protection to women and girls from gender-based violence. Targeted actions should not stigmatize or isolate women and girls; they should compensate for the consequences of gender-based inequality such as the long-term deprivation of rights to education or health care. This is important as in many situations women and girls are more disadvantaged than men and boys, have been excluded from participating in public decision-making and have had limited access to services and support. Targeted actions should empower women and build their capacity to be equal partners with men in working 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 promote gender equality and support the capacity of women to enjoy their human rights.

Programmes to empower women and girls

Whatever strategy is employed to reach the goal of the equal enjoyment of human rights by women, girls, boys and men, the approach should eventually result in women's and girls' empowerment. "Empowerment" is an over-used word, the meaning of which remains unclear to many. In essence, "empowerment" implies a shift in the power relations that cause a particular social group to suffer low social status or systematic injustice. It also implies that the subordinated party has the resources and agency to claim rights and change oppressive circumstances. "Empowerment" is not something that can be given or delivered like emergency food supplies or shelter. It implies a social change strategy that involves the group in question. For example, in the case of women who have been disempowered through the uneven distribution of resources and rights between the sexes, the empowerment might involve efforts directed towards self-reliance and control over resources. For humanitarian actors who are often involved in urgent short-term interventions, it is challenging to conceive of how to contribute to the long-term process of empowerment. However, there are many short-term interventions that can promote empowerment in the long term, and it is helpful to distinguish between the practical and strategic needs of women and girls to see how this is so.

PRACTICAL AND STRATEGIC NEEDS

Women, girls, boys and men have immediate, "practical" survival needs particularly in humanitarian crises. They also have longer-term "strategic" needs linked to changing the circumstances of their lives and realizing their human rights. **Practical needs** of women may include needs associated with their roles as caretakers, needs for food, shelter, water and safety. **Strategic needs**, however, are needs for more control over their lives, needs for property rights, for political participation to help shape public decisions and for a safe space for women outside the household, for example women's shelters offering protection from domestic violence. Practical needs focus on the immediate **condition** of women and men. Strategic needs concern their relative **position** in relation to each other; in effect strategic needs are about resolving gender-based inequalities. A girl's practical need for an education can be addressed in a strategic way if that education includes a rights-based curriculum that expands her horizons and enables her to consider a life different from one that is predetermined by her gender. A woman's practical need for health care can be addressed in a strategic way if it includes access to services giving her greater control over her reproductive decisions. In the context of radical changes in people's lives, loss of livelihoods and changed social roles (when, for instance, women take sole charge of families), humanitarian interventions can either address people's needs in ways that can confirm traditional gender roles or can contribute to greater gender equality by, wherever possible, addressing strategic needs for changes in gender relations.

Human rights-based approach to programming

A rights-based approach guides and underpins all phases (assessment, analysis, planning, implementation, monitoring, evaluation and reporting) and sectors (education, food, health, livelihoods, etc.) of humanitarian programming. A 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 obstacles to the enjoyment of human rights. It identifies **rights-holders** and their entitlements and corresponding **duty-bearers** and their obligations, and seeks to strengthen the capacities of rights-holders to make their claims and of duty-bearers to satisfy these claims. A rights-based approach also emphasizes principles of participation and empowerment of women and accountability for violations of their human rights.

Gender-based violence programming

Gender-based violence is a serious and life-threatening human rights, protection and gender issue that poses unique challenges in the humanitarian context. Gender-based violence against women, girls, boys and men increases in conflict situations. These violations undermine and place barriers to the enjoyment of rights and the attainment of gender equality. **The IASC *Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention and Response to Sexual Violence in Emergencies*** provide guidance to field actors 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. This Gender Handbook does not repeat these instructions but rather reinforces that all gender equality programmes include efforts to address gender-based violence. Refer to Annex 2 on Related Guidelines on Gender Equality.

Sexual exploitation and abuse programming

Sexual exploitation and abuse (SEA) are forms of gender-based violence that have been widely reported in humanitarian situations. While SEA can be perpetuated by anyone, the term SEA has been used in reference to sexual exploitation and abuse perpetrated by personnel of our organizations, including both civilian staff and uniformed peacekeeping personnel. The IASC adopted the six core principles relating to sexual exploitation and abuse in 2002, which are included in the UN Secretary-General's Bulletin *Special measures for protection from sexual exploitation and sexual abuse* (ST/SGB/2003/13). These principles are binding on our personnel. Actions to address SEA are underway in UN and non-UN organizations and are therefore not the subject of this IASC Gender Handbook.

Gender balance in humanitarian agencies

Gender balance is a term widely used yet often misunderstood. Gender balance is a human resource issue — referring to the number of women versus men employed by agencies (international and national staff) and in programmes that such agencies initiate or support, such as food distribution programmes.

Achieving balance in the numbers of women and men does not mean that people (women or men) 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 creates more possibilities for discussing and addressing the different impacts of policies and programming on women and men.

In the field, having both internationally and locally recruited women and men on the team is essential. They may add increased value through their different beliefs, values and ways of thinking and other socially and culturally defined attributes to their jobs. They may also have access to and dialogue with women and men in different ways, whether they are displaced populations, local leaders or national authorities. For example, in some situations a well-prepared man may be better placed to speak with a warlord while a 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 where foreign males or non-blood relatives could not interact with local women, women working with humanitarian agencies were able to 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.

PRACTICAL WAYS TO HAVE A BALANCED TEAM OF WOMEN AND MEN

- 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.

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 face different risks and are thus victimized in different ways. For example, in the 2005 Tsunami, in parts of Indonesia and Sri Lanka up to 80% of those who died were women. In contrast, in situations of armed combat, young men are more often the primary victims.

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

1. Women and men respond differently: In efforts to resist violence, survive and support their dependents, women and men 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 to do household chores.

2. Gender roles change across age and over time: Often assumptions are made based on stereotypical perceptions of women's and men's roles. Men are often seen as perpetrators of violence and women as passive victims. Yet many young men are victimized as they face involuntary recruitment into armed forces. And in some contexts women may be among the principal instigators of conflict and may themselves engage as combatants. In crisis situations men often have great difficulty in dealing with their changed identities, the loss of their breadwinner role. As a result they may act out in terms of increased gender-based violence. 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 caregivers or taking on new responsibilities. These changes in "gender roles" can create significant tensions between women and men when the crisis subsides or settles into a camp routine.

3. Power dynamics change: Effective humanitarian interventions must not only consider the different needs and capacities of women and men. Equally important are the power relations that affect their respective abilities 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 they do not harm women or men or exacerbate the situation. It is essential to adopt a community participatory approach involving women and men to equally address these difficulties and formulate and implement interventions to address in a culturally acceptable way the change required in power dynamics. While cultural norms and religious beliefs must be treated with respect, we should also keep in mind that some norms and beliefs could be harmful and that cultural sensitivity does not outweigh the mandate and legal obligation that humanitarian workers have to all members of an affected population.

DIFFERENCES WITHIN GROUPS

Not all women and men are the same. There are differences by age and socio-economic status. Marriage, caste, race and education level can influence needs and opportunities and should be taken into account in programming.

4. Women and men bring different issues to the table: When analysing a situation, who you consult with has implications not only for what you hear and understand but also for what your response options are likely to be. Women and men 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.

WOMEN ESSENTIAL TEAM MEMBERS

In Afghanistan, NGOs implementing a national landmine survey were unable to recruit mixed-sex survey teams as cultural restrictions prevented women from travelling with men. As a result all-male teams were employed and thus access to women, who had information about different tracts of land, was severely limited. Follow-up surveys are now attempting to gain greater access to women.

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 a matter of giving privileges to women over men, or vice versa. Gender equality is about ensuring that the protection and assistance provided in emergencies is planned and implemented in a way that benefits women and men equally, taking into account 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 can have negative consequences. For example:

- Women may be faced with the added burden of responsibility and perhaps risk of backlash from men.
- Critical issues relating to survival and health are marginalized 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 may not be adequately understood or addressed.

Men may lose some of their status and authority as emergencies destroy 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 involvement by women and youth in traditionally male activities will be crucial to the success and sustainability of the humanitarian response.

Finally, gender equality is a critical step towards achieving sustainable development. Crisis situations radically affect social and cultural structures, changing women's and men'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 the opportunity to support and promote equality in livelihoods between women and men can be lost.

WHAT IS GENDER ANALYSIS?

Gender analysis examines the relationships between females and males. It examines their roles, their access to and control of resources 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.

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

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

Put women, girls, boys and men at the centre of your assessment: Gender analysis starts with the smallest units — the households — 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 female/male consumption of food within families? Who obtains resources? Who decides on the use of resources? Insight into these dynamics can help ensure that assistance is channelled through the most effective means.

Understand the cultural context: Gender analysis also provides insight into cultural understandings of 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 and cooperate: Effective gender analysis in the context of a crisis requires field workers in every sector or area of activity to ask whether and how the situation affects women and men differently. Additionally, field workers must ascertain how their programmes will address the immediate practical and longer-term strategic needs of women and men. It is also essential that different humanitarian actors communicate and share information with each other about gender differences, to ensure that programmes are well coordinated.

GENDER ANALYSIS: MAIN POINTS

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

Don't make assumptions: Gender analysis helps explain the different ways women, girls, boys and men are affected by or participate in the political, economic, social and cultural decisions made in a society. Being aware of who is making the decisions helps to ensure a more accurate understanding of the situation and the varying needs of different groups affected by the crisis.

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.

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 vice 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 girls and boys may have different ideas as well as needs that will not be captured if you only consult adults.

WHO ARE REPRESENTATIVE LEADERS?

In Darfur, the humanitarian community consulted local leaders 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 contributed to silencing women's voices even more.

Analysis to action: Use the information you gather 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 women, girls, boys and men 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, for example widows or young men.

Assess and adjust: The situation on the ground changes constantly, as 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 ARE SEX-DISAGGREGATED DATA IMPORTANT IN CRISIS SITUATIONS?

Unless we know who is affected — women or men, 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.

Data showing the distribution 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 in food-for-work activities are women, you would ask why men are not represented. Good data and good analysis are key to identifying which groups are being marginalized and for what reasons. Such data are not only essential for a review of the humanitarian needs, thay also send a powerful signal: being counted shows that each individual is recognized and included and can exercise her or his rights.

FRAMEWORK FOR GENDER EQUALITY PROGRAMMING

The framework for gender equality programming is a tool to use with project staff working at the sector level to review their projects or programmes with a gender equality lens. The order of the steps in the framework may vary from one situation to another. The point is that all nine steps of the framework should be taken into account by deliverers of humanitarian protection and assistance to validate that the services they provide and support they give in emergencies meet the needs and concerns of women, girls, boys and men in an equal manner.

Below you will find a description of the elements of the framework as well as some sample activities and indicators that could be measured to assess the degree to which gender issues have been mainstreamed into the particular sector. Actors working in specific humanitarian situations should develop an action plan based on the elements of the framework with specific and measurable indicators. Refer to the checklists at the end of each chapter to create site-specific gender indicators that should be routinely monitored and reported on.

FRAMEWORK FOR GENDER EQUALITY PROGRAMMING FOR USE BY SECTOR ACTORS

Analyse gender differences.

Design services to meet needs of all.

Access for women, girls, boys and men.

Participate equally.

Train women and men equally.

and

Address GBV in sector programmes.

Collect, analyse and report sex- and age-disaggregated data.

Target actions based on a gender analysis.

Coordinate actions with all partners.

ADAPT AND ACT COLLECTIVELY TO ENSURE GENDER EQUALITY

BASICS

Analyse: Analyse the impact of the humanitarian crisis on women, girls, boys and men. Be certain, for example, that all needs assessments include gender issues in the information gathering and analysis phases, and that women, girls, boys and men are consulted in assessment, monitoring and evaluation processes.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
A gender analysis report is prepared to inform programming.	Gender analysis report for Ituri district prepared by February 2007.
Consultations are conducted with equal numbers of women and men to learn about both groups' needs and capabilities.	50% of the people consulted for the establishment of a health clinic in Bunia are women.

Design Services: Design services to meet the needs of women and men equally. Each sector should review the way they work and make sure women and men can benefit equally from the services, for example there are separate latrines for women and men; hours for trainings, food or non-food items distribution are set so that everyone can attend, etc.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
50 kg rice bags are repackaged into 25 kg bags to make them easier to transport home.	100% of rice bags distributed in Badghis province in January 2007 are repackaged into 25 kg units.
Health centre opening hours are changed to ensure access for men working long hours.	100% of health centres in Ampara district extend opening hours by 2 hours by August 2007.

Ensure access: Make sure that women and men can access services equally. Sectors should continuously monitor who is using the services and consult with the community to ensure all are accessing the service.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
Spot checks are carried out to assess women's, girls', boys' and men's access to services.	6 spot checks are carried out at the Butterfly Garden Pre-school in Gulu in 2006.
Discussion groups are conducted to assess women's, girls', boys' and men's access to services.	3 discussion groups are convened with boys aged 12-18 from Kitgum in the first quarter of 2008.

Ensure participation: Ensure women, girls, boys and men participate equally in the design, implementation, monitoring and evaluation of humanitarian response, and that women are in decision-making positions. If it is problematic to have women in committees, put in place mechanisms to ensure their voices are brought to the committees.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
The local shelter committee consists of an equal number of women and men.	50% of members on the local shelter committee in Akkaraipattu IDP camp B are women.
Meetings are held in the IDP camp to allow women to attend without leaving their children.	Percentage of shelter committee meetings conducted in Akkaraipattu IDP camp B in 2007.

Train: Ensure that women and men benefit equally from training or other capacity building initiatives offered by the sector actors. Make certain that women and men have equal opportunities for capacity building and training, including opportunities for work or employment.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
First aid training is conducted for an equal number of women and men.	50% of invitees to the October 2008 first aid training are women.
Equal numbers of women and men are employed in the food distribution programme.	50% of people employed in the food distribution programme in Thauoa in 2005 are women.

Address gender-based violence: Make sure that all sectors take specific actions to prevent and/or respond to gender-based violence. The IASC *Guidelines for Gender-based Violence Interventions in Humanitarian Settings* should be used by all as a tool for planning and coordination.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
NFI distribution is conducted early in the day to allow people to reach home safely during daylight.	100% of NFI distributions in Kilinochchi district in January 2006 finished before 14:00.
Lighting is set up around sanitation facilities to provide safe passage.	100% of sanitation facilities in Kalma camp have outdoor lighting by January 2007.

Disaggregate data by age and sex: Collect and analyse all data concerning the humanitarian response by age and sex breakdown, with differences analysed and used to develop a profile of at-risk populations and how their needs are being met by the assistance sector.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
Sex- and age-disaggregated data on programme coverage are collected on a regular basis.	100% of livelihood programme quarterly reports in 2004 are based on sex- and age-disaggregated data.

Targeted Actions: Based on the gender analysis, make sure that women, girls, boys and men are targeted with specific actions when appropriate. Where one group is more at-risk than others, special measures should be taken to protect that group. Examples would be safe spaces for women and measures to protect boys from forced recruitment.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
Positive measures are adopted to redress discrimination in allocation of food resources.	100% of lactating mothers in Hartisheik A camp receive supplementary feeding in August 2006.
Provide appropriate clothing and sanitary supplies to girls so they can attend school and fully participate in class.	Sanitary supplies distributed to 100% of girls aged 6-18 in Adré in March 2007.

Coordinate: Set up gender support networks to ensure coordination and gender mainstreaming in all areas of humanitarian work. Sector actors should be active in coordination mechanisms.

SAMPLE ACTIVITIES	SAMPLE INDICATORS
Sector/cluster actors are participating regularly in meetings of the inter-agency gender network.	100% of livelihoods cluster actors in Liberia are participating in the inter-agency gender network meetings in 2007.
The sector/cluster routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.	100% of livelihoods cluster actors in Liberia reporting on progress on gender indicators in their annual reports.

KEY DEFINITIONS

Protection encompasses all activities aimed at securing full respect for the rights of individuals — women, girls, boys and men — in accordance with the letter and the spirit of the relevant bodies of human rights, humanitarian and refugee law. Protection activities aim to create an environment in which human dignity is respected, specific patterns of abuse are prevented or their immediate effects alleviated, and dignified conditions of life are restored through reparation, restitution and rehabilitation.

Gender refers to the social differences between females and males throughout the life cycle that are learned, and though deeply rooted in every culture, are changeable over time, and have wide variations both within and between cultures. "Gender," along with class and race, determines the roles, power and resources for females and males in any culture. Historically, attention to gender relations has been driven by the need to address women's needs and circumstances as they are typically more disadvantaged than men. Increasingly, however, the humanitarian community is recognizing the need to know more about what men and boys face in crisis situations.

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

Gender mainstreaming is a globally recognized strategy for achieving gender equality. The Economic and Social Council of the United Nations defined gender mainstreaming as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

Gender analysis examines the relationships between females and males and their access to and control of resources, their roles and the constraints they face relative to each other. A gender analysis should be integrated into the humanitarian needs assessment and in all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by humanitarian interventions and that where possible greater equality and justice in gender relations are promoted.

Gender balance is a human resource issue. It is about the equal participation of women and men in all areas of work (international and national staff at all levels, including at senior positions) and in programmes that agencies initiate or support (e.g. food distribution programmes). Achieving a balance in staffing patterns and creating a working environment that is conducive to a diverse workforce improves the overall effectiveness of our policies and programmes, and will enhance agencies' capacity to better serve the entire population.

Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (gender) differences between females and males. The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include sexual violence, including sexual exploitation/abuse and forced prostitution; domestic violence; trafficking; forced/early marriage; harmful traditional practices such as female genital mutilation; honour killings; and widow inheritance.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING

The checklist below provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, project staff should develop context-specific indicators to measure progress in gender equality programming.

GENDER ANALYSIS
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.
GENDER BALANCE
4. Sex breakdown of local and international staff working in the humanitarian situation by sector are routinely collected and analysed.
5. Sex breakdown of people in decision-making/senior positions is monitored.
6. Needs assessment teams have equal numbers of women and men.
DISAGGREGATED DATA BY SEX AND AGE
7. Data are being consistently collected and analysed by age and sex.
8. Sex-disaggregated data are included routinely in reports and the implications for programming are addressed.

RESOURCES

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10. United Nations Department of Peacekeeping Operations. *Stop Abuse, Report Abuse. Human Trafficking Resource Package.* DPKO, New York, 2004. http://pbpu.unlb.org/pbpu/library/Trafficking%20Resource%20Package.pdf

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THE INTERNATIONAL LEGAL FRAMEWORK FOR PROTECTION

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.

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 the realization of the equal rights of women and girls in accordance with the relevant bodies of law. Gender equality is above all a human right, and 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 have been categorized as falling 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 women's, girls', boys' and men'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.

Activities for protection will vary according to specific institutional mandates and capacities. For example, human rights workers 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 workers protect women, girls, boys and men by, for instance, ensuring the delivery of critical relief supplies or improving the physical security of people affected by conflict or disasters. 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.

Tensions sometimes arise around the goal of protection. For example, in crisis situations or disasters, human rights violations 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 their ability to deliver relief supplies. 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 achieve both actions simultaneously. Humanitarian actors may choose to prioritize their interventions on the basis of their institutional mandate and capacities. However, the duty to protect individuals and groups against human rights 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, includ-

ing members of armed forces, comply with their 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 that may compromise their security, should be of primary concern. Humanitarian actors could facilitate access to crisis areas and populations for human rights officers and other staff with protection duties. They could also 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.

Practices within a community, including cultural, traditional or religious practices, may violate the rights of women and girls and serve as obstacles to achieving gender equality. In such situations, it bears noting that international law is negotiated by States which then voluntarily agree to be bound by it. The international human rights treaties, including the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Convention on the Rights of the Child (CRC), contain minimum acceptable standards. While culture and social factors should be considered, humanitarian actors should at all times respect and promote respect for these standards and work with all parties, including States and the communities concerned, to ensure that the rights of women and girls are respected, promoted and fulfilled. 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 to identify and address the protection problems faced by women, girls, boys and men. 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 treaty law: international human rights, humanitarian and refugee law. Customary international law, which is derived from a consistent practice by States rather than a legal text, also contains a number of important rights and, for instance, prohibits acts such as arbitrary detention, extra-judicial killings, slavery and torture.

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. Individuals and groups 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. Some of the treaties are supplemented by optional protocols dealing with specific issues. Many regional treaties also protect and promote human rights. 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 or accession. For example, 156 States have so far ratified the 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 women and men 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 religion, expression, assembly and association.

The 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. 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 with the enjoyment of the right; and *fulfilling* human rights means taking steps to realize the right in question, progressively in the case of economic, social and cultural rights. In order to meet these obligations, States should, *inter alia,* put in place appropriate policies; 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 as needed.

Women's human rights

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* (in law) and *de facto* (in practice) 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 human rights treaty, the significant number of ratifications 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." It imposes obligations on States to, *inter alia*, embody the principle of equality of women and men 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. It permits States to adopt temporary special measures to achieve equality.

While CEDAW does not address the gender-based violence that is often widespread in crisis situations, the Committee that 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. The International Criminal Tribunals for the former Yugoslavia and Rwanda have prosecuted crimes of sexual violence, thereby providing legal precedents for protecting women and combating impunity for violations of their rights. The Rome Statute of the International Criminal Court (ICC) explicitly recognizes that, under specified circumstances, sexual violence constitutes an international crime.

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 emphasized 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.

Security Council 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. The crime of genocide, crimes against humanity and war crimes fall within the jurisdiction of the ICC, which can hold individuals criminally responsible and punishable for committing acts amounting to these crimes.

Children's human rights

The **Convention on the Rights of the Child (CRC)** provides a comprehensive framework of children's rights, as well as mechanisms of accountability. The Convention recognizes children's right to be free from abuse and neglect, sexual exploitation, trafficking, abduction, torture, deprivation of liberty and other forms of maltreatment at all times, and provides for special protections during times of conflict.

The Rome Statute of the ICC defines the "most serious crimes of international concern" to come under the ICC and classifies rape and other forms of sexual violence, recruitment or use of children under the age of 15 into armed groups and attacks against schools as war crimes. In addition, the International Labour Organization's Convention 182 declares child soldiering to be one of the worst forms of child labour and prohibits forced or compulsory recruitment of children under the age of 18 in armed conflict. The Optional Protocol to the CRC on the involvement of children in armed conflict sets 18 as the age limit for compulsory recruitment and participation in hostilities. The optional protocol also requires that States parties shall provide all appropriate assistance to children for their physical and psychological recovery and their social reintegration.

These instruments, together with the relevant provisions of the Geneva Conventions, the Genocide Convention, the 1997 Mine Ban Treaty, the 1951 Refugee Convention, the1967 Protocol protecting refugee children and several Security Council Resolutions (1261, 1314, 1379, 1412, 1460, 1539, 1612), constitute a strong and comprehensive body of legal instruments which provide standards on the protection of children affected by armed conflict and emergencies. In addition, Security Council Resolution 1612 establishes a UN monitoring mechanism on the use of child soldiers and other violations against children affected by armed conflict.

Save the Children has identified seven critical types of protection that children require in disaster areas and war zones:

- protection from physical harm;
- protection from exploitation and gender-based violence;
- protection from psycho-social distress;
- protection from recruitment into armed groups;
- protection from family separation;
- protection from abuses related to forced displacement;
- protection from denial of children's access to quality education.

Protection needs and the methods to address them may be different for girls and boys. A gender analysis is therefore critical to designing and implementing appropriate child protection programmes.

For example, special measures for girls should be taken into account when developing release and reintegration programmes for children formerly used or recruited by armed forces or groups. In many conflicts, gender-based violence against women and girls is endemic. Girls who have been recruited and used by armed forces and groups in many contexts are likely to have been victims of such violence. Girls may be forced to provide sexual services, which is a less common problem for boys. Girls may also take on other roles in armed forces or groups, for example as fighters, cooks, porters or spies. The Cape Town Principles and Best Practices on the Recruitment of Children into the Armed Forces include girls recruited for sexual purposes and forced marriage in its definition of child sol-

diers, making the case that demobilization and social reintegration efforts must include children who have been part of the armed forces without carrying arms.

Girls may also, as evidenced in Nepal, take on decision-making roles and leadership positions that upon return to their communities are ignored or undervalued. Girls are also more likely to be ignored or excluded from advocacy and other initiatives to secure children's return to civilian life. Proactive measures therefore are required to ensure the full involvement and inclusion of girls in all aspects of prevention, release and reintegration; services provided must respond to their specific needs for protection and assistance, including the needs of pregnant girls, girl mothers and the needs of their children.

Addressing these and other child protection concerns, UNICEF uses the protective environment as a conceptual framework for understanding protection and assisting in programming. A protective environment is one where everyone — from children, families and health workers to governments and the private sector — lives up to their responsibilities to ensure that children are protected from abuse, violence and exploitation. It focuses on eight key areas:

- attitudes, traditions, customs, behaviour and practices;
- governmental commitment to fulfilling protection rights;
- open discussion and engagement with child protection issues;
- protective legislation and enforcement;
- the capacity to protect among those around children;
- children's life skills, knowledge and participation;
- monitoring and reporting of child protection issues; and
- services for recovery and reintegration.

Children are at the centre of the protective environment since they play both an active role in their own protection and as advocates for the protection of others. The creation of a protective environment that takes gender into account involves activities to prevent and/or alleviate the immediate effects of abuse; to restore adequate living conditions; and to promote the rights of children.

INTERNATIONAL HUMANITARIAN LAW

International humanitarian law (IHL) is the body of international law that protects persons not or no longer taking part in hostilities, that is civilians, wounded, sick, shipwrecked and captured combatants, and which regulates the 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-enforcement operations if they take part in the hostilities. Today the principal instruments of IHL are the four Geneva Conventions of 1949 and 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 that 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 women and men equally, be they combatants or civilians, and specific additional protections that 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 that 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 that, although not targeting civilians, might strike military objectives and civilians or civilian objects without distinction. A number of rules of IHL stem from the general principle that civilians must be spared from the effects of hostilities.

- **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 that 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 4th Geneva Convention, 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 women and men 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 — not being recognized by the law either as wives or 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, which sets out the general definition of a refugee and guarantees refugees a number of rights specific to their status. Other important instruments include regional refugee instruments, the Statute of the UN High Commissioner for Refugees (UNHCR) and the Conclusions of its Executive Committee (ExCom).

While gender is not specifically mentioned in refugee law it is widely accepted that the refugee definition, when properly interpreted, covers gender-related claims. 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, including also persons who flee their country because their lives, safety or freedom have been threatened by conflict, generalized violence or events seriously disturbing public order. Gender can both influence and dictate the type of harm suffered. While women, girls, boys and men will often suffer similar harm, women and girls are often the main targets of violence and abuse because 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.

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.

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

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

In addition, Conclusions adopted by UNHCR's 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.

Humanitarian and human rights 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, girls, boys and men. As such, they complement and reinforce each other, thus providing a comprehensive framework for the protection of women, girls, boys and men.

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.

Human rights and humanitarian law have built-in constraints that influence their applicability and interpreta-

tion. The ICCPR article 4, for example, permits States, in times of public emergency which threaten the life of the nation, to derogate from certain obligations subject to the following conditions: the emergency must be officially proclaimed; the measures must be strictly limited to the exigencies of the situation; they must not be inconsistent with other obligations under international law or discriminatory in nature. It is important to note that article 4 does not permit States to derogate from the following rights:

- 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.

The guarantees offered by the different bodies of law are mutually reinforcing, thus enabling humanitarian and human rights actors to maximize the protection offered to people. In some situations they will overlap and a determination should be made on how to apply them to secure the greatest protection for affected populations.

RIGHTS-BASED AND PARTICIPATORY COMMUNITY APPROACHES

A **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.

A rights-based approach is a 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, girls, boys and men) and their *entitlements* on the one hand, and corresponding **duty-bearers** (i.e. principally the State and its agents; however, there are duty-bearers at various levels of society, including in the household and community, and at the national and international levels) 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. It also emphasizes pursuing accountability for violations of human rights.

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, non-govermental 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 of humanitarian programming.

A rights-based approach espouses 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 that women and girls face, their participation and empowerment are crucial to making real and sustainable improvements.

A rights-based approach entails:

- understanding international human rights principles (such as equality and non-discrimination, participation and inclusion, empowerment and accountability) and standards 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-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.
- 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, internally displaced persons (IDPs), etc. They should take into account social factors that could endanger those in receipt of assistance.

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING USING A RIGHTS-BASED APPROACH

Establish as policy the achievement of gender equality and women's human rights through humanitarian action.

- Identify State obligations related to women and girls.
- Develop a policy of where humanitarian assistance and protection can be given to close gaps left by the State.

Assess and analyse, using participatory approaches, the circumstances preventing women and girls from enjoying their human rights.

- Conduct a general assessment of the human rights situation, with attention to the civil, cultural, economic, political and social rights of women and girls.
- Identify laws, institutions, mechanisms and procedures for protecting the human rights of women and girls.
- Determine the capacity of individuals and communities, local authorities, NGOs and civil society to prevent and respond to protection risks and problems.
- Identify gaps in implementation.

Assess and analyse the circumstances preventing women and girls from enjoying equal rights and achieving full equality with men and boys.

- Examine *de jure* and *de facto* discrimination.
- Examine cultural or social patterns and prejudices.
- Examine customary, traditional or other practices.
- Conduct focus group discussions with different groups of women, girls, boys and men.

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.

- Design policies and programmes to reflect the findings of your analysis.
- Ensure equal access to services by all individuals and groups (non-discrimination in assistance and protection activities).
- Identify individuals and groups with special needs, such as marginalized women and girls, and those separated from their families, girl mothers, girl soldiers and others.
- Identify local and national authorities for partnerships in implementing policies and programmes.
- Develop networks and partnerships with local communities and civil society organizations, in particular community-based women's organizations, to ensure protection for women and girls and their families.
- 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.

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.

- Establish a mechanism for regular consultation with women and girls.
- Establish a complaints mechanism that is accessible so that women may register their concerns.
- Establish a coordination and response mechanism to ensure that complaints are being channelled in the right direction and that action will be taken.
- Provide information on local and national avenues for remedying rights violations.

Ensure proper coordination between various actors.

- Participate in coordination fora with humanitarian and human rights staff.
- Create partnerships with relevant government officials and ministries and civil society organizations, including those providing medical and psycho-social care, legal services, training and skills transfer.
- Maintain contact with donors and other actors in the international community.
- Set up regular meetings/mechanisms to ensure contact with affected communities and local actors.

Contribute to ensuring accountability for realization of human rights and human rights violations.

- Contribute to strengthening national structures for accountability and remedy.
- Liaise with human rights staff to combat impunity.
- Ensure all staff and partners are aware of and understand the UN policy on protection from sexual exploitation and abuse (SEA).
- Ensure accountability for any staff engaged in SEA in the humanitarian field.
- Cooperate with the UN monitoring mechanism on children in armed conflict.

CHECKLIST FOR ASSESSING GENDER EQUALITY PROGRAMMING FOR PROTECTION

The checklist below is derived from the activities section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, project staff should develop context-specific indicators to measure progress in gender equality programming. Refer to the sample indicators in the Basics Chapter.

CHECKLIST FOR ASSESSING GENDER EQUALITY PROGRAMMING FOR PROTECTION

1. A comprehensive assessment of the protection needs of women, girls, boys and men has been completed.
2. A gender analysis of national legislation has been conducted to identify gaps and advocate for reform as required.
3. 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 Common Humanitarian Action Plan (CHAP).
4. Equal numbers of women and men in affected populations are empowered through trainings on their rights, including the specific rights of women and girls such as CEDAW and Security Council resolution 1325, for instance through community workshops.
5. Women and girls participate directly in assessments, negotiations and other decision-making processes, and when developing, implementing and evaluating policies and programmes.
6. A monitoring and reporting mechanism for human rights violations is in place.
7. A mechanism for reporting human rights violations has been established and is easily accessible to the affected population and responds to the particular needs of women and girls.
8. An analysis of how humanitarian programmes affect human rights, in particular the rights of women and children, is routinely undertaken.
9. Contacts with local and national authorities are made and maintained throughout the humanitarian response efforts to correct inequalities and put in place measures for post-disaster and conflict protection and empowerment of women and girls.

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; psycho-social 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 (e.g. about human rights conditions, conditions for return, information about the work of various organizations, 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 "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 and 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.

RESOURCES

1. International human rights treaties and conventions

The seven core international human rights treaties are the International Covenant on Civil and Political Rights (ICCPR), International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention on the Elimination of All Forms of Racial Discrimination (ICERD), the Convention on Elimination of All Forms of Discrimination against Women (CEDAW), the UN Convention against Torture (CAT), the Convention on the Rights of the Child (CRC) and the Migrant Workers Convention (MWC).

All treaties, General Comments of the human rights treaty bodies and Concluding Observations on State Party reports can be found at: http://www.ohchr.org/english/

2. Examples of optional protocols

- 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.
- Optional Protocol to the CRC on the sale of children, child prostitution and child pornography.
- Optional Protocol to the 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.

3. Examples of regional treaties

- 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.
- The European Convention on Fundamental Rights and Freedoms, and its Protocols, as well as the European Social Charter.
- The 1969 Convention Governing Specific Aspects of the Refugee Problem in Africa.
- The 1984 Cartagena Declaration on Refugees.
- The 2001 Revised Bangkok Principles on the Status and Treatment of Refugees.

4. Selected reference materials

- Human Rights Committee General Comment No. 28, "The equality of rights between men and women" and 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."
- Committee on the Elimination of Discrimination against Women, General Recommendation No. 19 on "Violence against Women."
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COORDINATION ON GENDER EQUALITY IN EMERGENCIES

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

Establishing a **Gender Support Network (GenNet)** is one means of improving coordination (see Box 1 on page 29), particularly where there are designated gender advisers and organizations 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 women, girls, boys and men in the affected community. It is a means of encouraging more integration of gender perspectives into all programmes.

CROSS-CUTTING ISSUE

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

A GenNet comprises representatives from the government, civil society, NGOs and UN agencies both at the national and local levels. However, a network is only as effective as its members and if the participants are not at a senior enough level or do not have experience in gender-related issues 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, page 30, for Terms of Reference for Gender Experts.)

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 knowledgeable about existing local women's organizations that can provide additional information and ideas for addressing difficult problems. Through the GenNet they can ensure that there is communication across sectors.

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 related to gender. But that's a recipe for failure. Gender advisers are facilitators of a process — they are there to help technical staff to see things with a gender lens, to question how things are being implemented so that the needs of women, girls, boys and men are being met. They are not there to do all of the work related to gender — that would defeat the purpose of mainstreaming.

In addition to the GenNet and the gender adviser, it is important that all actors, as they coordinate, assess, prioritize and implement programmes, continually ask the basic questions — are they addressing the differential needs of women, girls, boys and men; are they including women and men 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 staff, these questions are pertinent to ensuring an effective response.

A ROSTER OF GENDER ADVISERS

The IASC has established in collaboration with the Norwegian Refugee Council (NRC) a gender roster (GenCap) which has two full-time Senior Gender Advisers as well as a stand-by roster to ensure that gender equality programming is fully mainstreamed in all humanitarian action. The advisers will be deployed to support the Humanitarian Coordinator, the humanitarian country teams and gender networks.

The gender advisers can be deployed to the Humanitarian Coordinator's office or to a United Nations agency. For more information, please visit www.humanitarianinfo.org/iasc/gender

WHAT ARE THE ELEMENTS OF EFFECTIVE COORDINATION ON GENDER ISSUES?

No single intervention, individual actor or organization can effectively address the diverse needs of women and men 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 environments as they affect women, girls, boys and men differently, 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. Ensure the participation of local actors and take measures to build the capacity of field staff as well as local actors on gender analysis and programming.
- **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 failure to establish common priorities can lead to short-term projects being developed without seeing how they can be scaled up to address needs more widely. Besides developing common strategies, actors should develop common tools for gender analysis and assessment and evaluation of the degree of gender sensitivity in programming.
- **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 help not only to raise awareness among stakeholders about the differential needs of women, girls, boys and men, but also to ensure that these perspectives are helping to inform and shape interventions in all sectors.
- **Set aside adequate funds for coordination:** To achieve this, it is important that coordination mechanisms are taken into consideration when developing the budget for an intervention.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN COORDINATION

The checklist below provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, project staff should develop context-specific indicators to measure progress in gender equality programming. Refer to the sample indicators in the Basics Chapter.

CHECKLIST TO ASSESS GENDER COORDINATION EFFORTS IN EMERGENCIES

1. One or more gender experts are deployed in the emergency situation.
2. Gender networks are established on both the national and local levels, 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 are collected, analysed and used in planning and implementation.
4. Gender analysis and sex-disaggregated data are a routine part of an agency's reporting mechanisms.
5. Each sector/cluster has a gender action plan and routinely reports on the status of gender indicators provided in the IASC Gender Handbook.
6. Gender dimensions are integrated into the trainings provided to field actors in all sectors/clusters and cross-cutting issues.

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 of 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 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 IASC Gender Handbook.

BOX 2: TERMS OF REFERENCE FOR A GENDER ADVISER IN HUMANITARIAN SITUATIONS

The overall goal of the Gender Adviser in a humanitarian crisis is to support the Humanitarian Coordinator's role in promoting gender equality and non-discrimination throughout the humanitarian operation. The expected output would be strengthened gender-sensitive programming and implementation in the first phases of emergency relief on the basis of improved data and analysis.

Major tasks include:

Technical Leadership/ Support on Gender Mainstreaming

- Conducts (and/or consolidates) a rapid gender analysis of situations, with particular attention to the situation of women and girls, and uses this information to develop gender action plans of various sectors in cooperation with partners.
- Provides technical support to the collection and analysis of sex-disaggregated data throughout all humanitarian programmes, in partnership with the Humanitarian Information Centre and others.
- Promotes and facilitates the inclusion of gender dimensions into needs assessment frameworks and assists implementing actors to incorporate gender equality in CAP, Flash and other appeal processes and documents.
- Facilitates and supports the integration of gender perspectives in the various sectors/clusters by providing direct technical policy and programmatic support to various sector actors in order to improve service delivery.
- Promotes use of the IASC *Gender Handbook in Humanitarian Action* and the IASC *Guidelines for Gender-based Violence Interventions in Humanitarian Settings* in all sectors/clusters and monitors the progress in gender mainstreaming by using the framework and check-lists in the gender handbook and guidelines, adapting the checklist to the specific socio-cultural context and target group.
- Routinely provides the Humanitarian Coordinator with updated assessments of the situation and briefing materials for his/her advocacy with national authorities to ensure that international and national legal and policy commitments are given priority for implementation.
- Advises and assists in the development of gender-sensitive training orientation materials, adapts existing training resources to the local context and supports their integration into internal and external training initiatives in the relevant language(s).

Networking and Partnerships

- Facilitates the smooth coordination of an inter-agency gender network.
- Liaises with gender advisers and gender focal points in other agencies and organizations (including governments, INGOs, local NGOs and women's groups) and in peacekeeping missions in country.
- Provides support to cluster leads to fulfil gender commitments as articulated in the Cluster Lead Terms of Reference.
- Builds strategic alliances with other key actors internally and externally to advocate for gender-sensitive programming.

Advocacy

- Provides information to relevant actors for related national and international awareness-raising and advocacy efforts.
- Advocates for adequate allocation of human and financial resources for effective gender mainstreaming as well as targeted gender equality and women's and girls' rights programmes in agencies' budgets.

GENDER AND PARTICIPATION IN HUMANITARIAN ACTION

The aim of humanitarian action is to address the needs and rights of people affected by armed conflict or natural 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.

PARTICIPATION MATTERS

If people do not participate, they experience:

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

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;
- recognize the power dynamics among groups (political, social, economic, gender, etc.) with control over resources and those without;
- allow for a more holistic 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; and
- ensure that the participation is meaningful and effective for the individual and the humanitarian actor.

Who should participate?

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

- **Individuals** — women, girls, boys and men, 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.

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 — women, girls, boys and men, including the elderly. Promoting young people's participation in organized activities, for example, will give both adolescent girls and boys a meaningful activity and way of contributing to the community.

The Policy Statement is also committed 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.

THE RIGHT TO PARTICIPATE AND THE RIGHT TO INFORMATION

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, which states "a policy or programme that is formulated without the active and informed participation of those affected is most unlikely to be effective," and the UN Economic and Social Council: Poverty and the International Covenant on Economic, Social and Cultural Rights (10 May 2001). Participation in humanitarian action is also linked to a person's rights and related to the use of 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 Convention on the Elimination of All Forms of Violence against Women (1979) states: "States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right: (c) To participate in non-governmental organizations and associations concerned with the public and political life of the country."

The Convention on the Rights of the Child (1989) states: "The child 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 the child's 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."

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 household entitlements, including food and non-food items. A new representation system was established, comprising:

- a Refugee Executive Committee whose members were elected through universal voting and positions were reserved for women and youth;
- a Committee of Elders with advisory capacity to the Refugee Executive Committee, 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 women in the camp 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 Committee is also engaged in UNHCR and partners' planning efforts through consultations in each camp, reviewing ongoing programmes and determining future priorities.

How can we 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 does the target group need (on existing issues, their rights, obligations or objectives of the humanitarian actor, role of national authorities) to help empower their participation and maximize relevance to and impact on both the participant and the humanitarian actor? Women might require different information from 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)? Who determines what information and support is needed, emphasizing the importance of local knowledge?
- **Building trust by providing information back** to the participants and the wider community. This demonstrates how the information was interpreted and applied by the humanitarian actor; how a regular mechanism for feedback on results and expectations can be replicated; and shows that participants' involvement was meaningful and taken seriously. It is also important to verify with the wider community whether the type of participation and the selection of participants were appropriate (e.g. trusted by the community, took action such as disseminating information or raising 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 and transparency; local capacity; and long-term sustainability.*

The Sphere Project (2004)

Implement participation standards

Ensuring the highest standard of ethics in participation is key to 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;
- not prompted to give information in public that embarrasses them, makes them feel uncomfortable or relive traumatic experiences or endangers their lives (i.e. take socio-economic status, class, race and gender composition of the group into consideration when organizing a consultation);
- told the purpose and process of the assessment and informed of its limitations, so that false expectations are not raised;
- 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);
- 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);
- 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);
- 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, facilitated by a balanced representation of women and men in the humanitarian staff allowing women, especially survivors of SGBV, to consult with female staff;
- given the names of contact staff or implementing partners with whom they can follow up in case they have personal questions; and
- 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 component presents different opportunities for people affected by the crisis to participate and will have an impact on the method of their participation. Entry points for participation in humanitarian action include:

- conducting assessments;
- setting priorities with communities and households;
- carrying out programme planning, design, implementation, monitoring and evaluation activities;
- designing leadership and decision-making structures;
- undertaking advocacy, awareness and education initiatives in communities; and
- 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 — women, girls, boys and men — as each population has specific needs and contributions based on their age and gender.

Conducting assessments: Participation and outreach 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 carry out 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 lack access to decision-makers due to language or literacy barriers (such as the elderly, illiterate or non-English speaking; minority groups) or, 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, owner-

ship 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 of 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 local groups' 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 groups' 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 that 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 women, men 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.
- **Community meetings.** These must be well planned, and properly 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 mechanism: Local groups and 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 given sufficient information to participate and, in some cases, monitor coordination issues such as distribution systems.

ASSESSMENT AND PROGRAMME DESIGN AND 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 through, for example, separate subgroups of women and men; meetings with groups or individuals with particular needs or risks; engaging existing leadership structures; and 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 programme design, delivery and analysis, such as:

- **selecting themes for analysis** through, for example, 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 programme design, implementation and accountability of community and agency.** For example establishing "multisectoral teams" combining programme, 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.

CHECKLIST TO ASSESS EFFORTS TO ENSURE EQUAL PARTICIPATION

The checklist below is derived from the activities section in this chapter and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, project staff should develop context-specific indicators to measure progress in gender equality programming. Refer to the sample indicators in the Basics Chapter.

CHECKLIST TO ASSESS EFFORTS TO ENSURE EQUAL PARTICIPATION

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 by women and men 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. Age- and sex-specific outreach is established for individuals who are marginalized, for example the homebound, disabled or others who may have problems accessing services.
9. Programming is designed to maximize the use of local skills and capacities, including the skills and capacities of women and youth.
10. Gender-sensitive programmes are designed to build on local capacity and do not undermine women's, girls', boys' and men's own coping or other strategies.
11. Programmes support, build on and/or complement gender responsiveness of existing services and local institutional structures.
12. Local and national governmental organizations are consulted in the longer-term design of gender-sensitive programmes.
13. Trainings and workshops are 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

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, 2003. http://www.odi.org.uk/alnap/publications/participation_study.htm
2. The Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response. *The Sphere Handbook: 2004 Revised Version*. Geneva, 2004. http://www.sphereproject.org/content/view/27/84/lang,English/
3. United Nations High Commissioner for Refugees. *The UNHCR Tool for Participatory Assessment in Operations*. Geneva, 2005. http://www.unhcr.org/publ/PUBL/450e963f2.html
4. World Food Programme. *Participatory Techniques and Tools — A WFP Guide*. Rome, 2001.

SECTION B: AREAS OF WORK

Camp Coordination and Camp Management

Education

Food Issues

Health

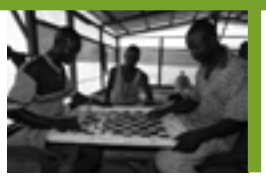
Livelihoods

Non-food Items

Registration

Shelter

Water, Sanitation and Hygiene



Have you read section A ?

GENDER AND CAMP COORDINATION AND CAMP MANAGEMENT IN EMERGENCIES

Mainstreaming gender perspectives in camp coordination and camp management processes and activities facilitates addressing basic needs of women, girls, boys and men and this directly supports planning protection services and assistance. Gender analysis and gender perspectives should be addressed in a culturally acceptable manner while ensuring the principle of equality of women and men is implemented.

Coordination and management of camps and camp-like situations for displaced populations involve a range of technical, administrative, community and social processes, though camp coordination takes place at a different and more political level. The practice of managing camps entails firstly partnering and liaising with government authorities and these are well established humanitarian activities. Administration and supervision of camps are primarily the responsibility of governments and national authorities; however, their role is not elaborated upon here.

Camp Coordination entails the coordination of roles and responsibilities directly relating to the development and support of national/regional plans relating to the establishment and management of camps (incorporating exit and solutions strategies) and also the coordination of roles and responsibilities in the overall humanitarian response provided in the camps. The primary objective of the Camp Coordination function is to create the humanitarian space necessary for the effective delivery of gender- and age-sensitive protection and assistance. Furthermore, the Camp Coordination function ensures that international standards are applied and maintained within and among camps; identifies and designates camp management agencies and partners; monitors and evaluates service provision; and effectively addresses issues of poor performance by camp management and/or service delivery partners.

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 *cluster/sectoral* partners 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 dropout rates 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 those activities in *one single camp* that focus on coordination of services (delivered by NGOs and others), establishing governance and community participation/mobilization mechanisms, ensuring that coordinated SGBV prevention and response mechanisms are in place and monitoring their effective implementation. Camp management is also responsible for maintaining camp infrastructure, collecting and sharing data, providing defined services and monitoring the delivery of services by other providers in accordance with agreed upon gender-sensitive standards. The camp management agency will also collect and maintain age- and

sex-disaggregated data to identify the gaps in the provision of protection and assistance and avoid the duplication of activities.

The camp managing agency will institute mechanisms to systematically talk with the women, girls, boys and men to develop an understanding of assigned gender roles, resource sharing, ownership and decision-making, including relationships between women and men of different age groups and backgrounds within their households and in the community. This analysis will enable structures to be established 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 organizations to ensure 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, targeted and affirmative actions may need to be instituted to address the specific needs of marginalized and discriminated groups.

The camp coordinating 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, girls, boys and men.

WHAT DO WE NEED TO KNOW FROM THE COMMUNITY TO COORDINATE AND MANAGE GENDER-RESPONSIVE CAMPS IN EMERGENCIES?

Population Demographics

- Number of households and average family size.
- Number of female and male residents by age.
- Number of single- and child-headed households by their age and sex.
- Number of persons by age and sex with specific needs (unaccompanied children, persons with disabilities, chronically ill and elderly persons).
- Number of pregnant and lactating women.

Gender roles and responsibilities

- What are the traditional gender roles within the displaced community?
- Who is making the decisions and who controls the resources in the community?
- Who looks after the children, who undertakes different household chores/collection of water and firewood, who farms to meet subsistence needs?
- Who travels distances to obtain resources and cash income?
- Which family assets are controlled by men? By women?

Social organizational structures and cultural practices

- What are the social and cultural structures for community decision-making? How do women and men participate in these structures?
- Do women and men have equal voice in decision-making and opportunities to participate and influence the final decision?
- Do women need affirmative, targeted actions to be able to participate meaningfully in decision-making structures?
- How do adolescent girls and boys participate?
- 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?
- What are the role and nature of cultural recreation for women, girls, boys and men?

Local justice and community governance structures

- How does the national legislation protect the rights of women, girls, boys and men?
- Are there traditional justice mechanisms in the community and are they influenced by cultural systems that in some instances may discriminate against certain groups of persons, including women and girls?
- What are the community-promoted security and safety mechanisms? Do they violate any human rights principles?

GENDER IMPLICATIONS OF IMPLEMENTING THE PRINCIPLES OF CAMP COORDINATION AND CAMP MANAGEMENT

- **Access and proximity:** Draw up an agreement with national authorities to have access to the 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 women and men among camp coordinating and managing agencies and partner staff for outreach among women and men in the affected and host communities. Free access and proximity ensure monitoring of protection risks and implementation of protection solutions.
- **Community participation:** Take specific actions such as ensuring equal representation of women and men in community-based decision-making structures and provide capacity-building sessions in knowledge and skills to undertake community leadership roles. Work in partnership with displaced women, girls, boys and men to identify and strengthen their capacities and mobilize their participation in all aspects of camp life. Provide opportunities and institute systems for increased community participation in day-to-day management 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 women, girls, boys and men, 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, girls, boys and men, 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 and basic ethical standards, and ensure implementation of the Secretary-General's *Bulletin on preventing and responding to sexual exploitation and abuse*.

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN CAMP COORDINATION AND CAMP MANAGEMENT

Camp policy

- Undertake consultations and dialogue with national government and local authorities or, in their absence, the non-state actor that is in effective control, to develop a national camp policy.
- 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.
- Ensure that the camp policy recommends strategies for the participation of affected women and men of different age groups and backgrounds in the needs assessment, the delivery of protection and assistance and development and implementation of durable solutions.
- 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, girls, boys and men.
- Develop and sustain systems of information sharing and joint planning and review with other humanitarian and development partners, within the Camp Coordination and Camp Management cluster, such as camp managing agencies, as well as other cluster/sectoral partners, the IASC country team and others.

Site identification and negotiation

- Talk with national authorities and other actors to make agreements to assign appropriate land and occupancy rights for temporary camp settlements and resolve all disputes arising from the appropriation of land.
- Ensure that the needs of women and men are represented with 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.

Identification and management of camp management agencies and partners

- Ensure that all potential camp management agencies and partners have a commitment to gender mainstreaming, have trained their staff accordingly and understand their responsibilities with respect to this.
- Ensure that all camp management agencies have a rights- and community-based approach to support gender mainstreaming and respect for human rights.

- Make sure that all camp management agencies and partners have gender-balanced teams working in the camps.
- Establish reporting mechanisms to ensure the implementation of the Secretary-General's (SG's) *Bulletin on preventing and responding to sexual exploitation and abuse*.
- 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.

Camp governance

- Work with women and men to identify traditional community management structures and to identify and address the gaps obstructing equal opportunities for representation and participation.
- Develop camp rules with the community that promote gender equality and the protection of women, girls, boys and men.
- Work with the female and male leaders to ensure 50% representation by women and men in the camp governance and community decision-making structures.
- Provide support to women and adolescent girls and boys to strengthen their leadership capacities and facilitate their meaningful participation.
- Monitor the use of traditional justice systems to ensure respect for rights, particularly those of women and girls.
- Regularly monitor school attendance and perform random follow-up on dropouts.

Establishment of camp standards

- Ensure that camp protection and assistance standards adhere to human rights law and promote gender equality in a culturally acceptable manner in the displaced community.
- Ensure that all camp management agencies and other sectoral partners adopt equal wages/remuneration for equal work undertaken by women and men.
- Ensure reporting and monitoring mechanisms on prevention and response to SGBV.

Humanitarian principles and codes of conduct

- Emphasize and monitor adherence to humanitarian principles and codes of conduct.
- Establish mechanisms to report on the SG's *Bulletin on prevention and response to sexual exploitation and abuse*, and monitor its implementation.

Camp security

- 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).
- Ensure that police officers (female and male) patrol the camps.
- Ensure that women participate directly in decision-making on local security arrangements for the camp community.
- Regularly undertake observation visits to distribution points for food, security check points, non-food items, water, sanitation facilities, firewood and services such as schools and health centres to monitor who is benefiting from the assistance and to monitor the delivery of services.
- 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.

Registration and profiling (including documentation and information management)

- Collect and analyse all population data providing a clear breakdown of age and sex and identify groups with specific needs, including single-headed households, unaccompanied and separated girls and boys.
- Ensure that information is analysed to study impacts on women, girls, boys and men and plan ways to address gaps.
- Make sure that analysed data and information are disseminated in a variety of ways to different partners and the community members.
- Map the camp, allowing the camp management agency 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.
- Ensure that the government/national authorities distribute identity documents to women and men individually and provide technical support to authorities wherever necessary.
- Work with partners to ensure a respectful attitude towards displaced persons, particularly women, children and elderly persons and overcome discriminatory practices and biases.

Capacity building

- Train equal numbers of women and men on camp management issues, including participatory assessments with the affected population.
- 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.
- Train all staff on the SG's *Bulletin on prevention and response to sexual exploitation and abuse*.
- Develop partnerships with local NGOs to develop their camp management capacity and ensure that all training programmes mainstream gender. Explain what this means in the context of camp management.
- Promote the importance of gender balance within the camp management agency and among partners. Ensure that women are included in all camp management training.
- Promote community-based organizations and provide capacity building for participation in management structures on return.

Advocacy

- 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.
- Advocate for the specific needs of young women and men, particularly if they are at risk of recruitment.

Camp/Host community relations

- Establish a gender-balanced joint host and camp committee to establish cooperation, resolve individual problems and foster camp/host community relations.

Distribution mechanisms

- Ensure that all population groups are represented in the decision-making process, management and monitoring of distributions within the camps and that women and men are represented equally.
- 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.

Monitoring service provision (including health and psycho-social care, education, security, water and sanitation [watsan], livelihoods, protection and environmental concerns)

- Ensure the effective delivery and provision of services and assistance in a manner that appropriately reflects the different gender needs of the camp population.
- Ensure that all women and men are given equal access to and control over resources and management of basic community-based services (such as water wells, community storage, communal gardens).
- Consult with women and men to develop means of providing assistance equitably while noting the cultural norms practised by the displaced communities.
- Ensure all camp facilities are set up with due regard to security considerations and are gender segregated where necessary (sanitation).
- Develop women's and men's knowledge and skills so they can conserve and develop the environment and gain sustainable livelihoods.

Camp closure

- 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.
- Make sure both women and men are engaged in the planning process for camp closure.
- Establish information dissemination arrangements that ensure that all women, girls, boys and men have access to information on the camp.
- In discussion with the women and men in the community make arrangements to ensure that those with specific needs have been catered for, such as unaccompanied and separated girls and boys, elderly persons, etc.
- Ensure that all women, girls, boys and men have the necessary documentation and identity documents before camps close.
- Assess the return/relocation site, including land and property restitution. Organize "go and see visits" for women and men.

CHECKLIST FOR ASSESSING GENDER EQUALITY PROGRAMMING IN CAMP COORDINATION AND CAMP MANAGEMENT

The checklist below is derived from the action section in this chapter and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in incorporating gender issues into humanitarian action.

CAMP COORDINATION AND CAMP MANAGEMENT – GENDER CHECKLIST
Analysis of gender differences
1. Information is gathered from women, girls, boys and men about: • household composition by sex and age; • gendered division of labour and power distribution; • social organizational structures and cultural practices, including possible obstacles to women's, girls', boys' or men's participation in decision-making and camp management; • local justice and community governance structures and their possible differential impact on women, girls, boys and men; and • the skills, capacities and needs of women, girls, boys and men. 2. The gender analysis is reflected in planning documents and situation reports.
Design
1. Women, girls, boys and men meaningfully participate in camp planning. 2. Women, girls, boys and men are consulted and participate in the development of camp policy. 3. Women and men representatives share their views and opinions with the camp managing agency for their negotiation of new camp sites with the national authorities and host governments. 4. The views and knowledge of the women, girls, boys and men consulted are reflected in camp design.
Access
1. Information and awareness-raising about camp and security management are provided equally to women, girls, boys and men. 2. Information on camp closure is disseminated through the most appropriate means so as to reach all groups in the community. 3. Women, girls, boys and men equally access camp services and assistance. 4. Obstacles to equal access are promptly addressed.
Participation
1. There is 50% representation of women in camp governance structures. 2. Women and men are fully engaged in the management of camp facilities. 3. Women and men are fully engaged in the decision-making process for camp closures.
Training/Capacity building
1. Equal numbers of men and women are receiving training on camp management issues, including participatory assessments with the affected population. 2. 50% of camp management staff members are women.

Actions to address GBV
1. There is a comprehensive understanding of the specific risk factors faced by women, girls, boys and men in camp settings and this analysis is incorporated 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).
2. Police officers (female and male) patrol the camps.
3. Women participate directly in decision-making on local security arrangements for the camp community.
4. Regular observation visits are undertaken to distribution points, security check points, water and sanitation facilities and service institutions (e.g. schools and health centres).
5. High-risk security areas are monitored regularly at different times of the day, such as the route to school for girls, video clubs at night, bars, etc.
Targeted actions based on gender analysis
1. Appropriate arrangements are in place to address the needs of groups, including women, girls, boys and men living with HIV/AIDS or disabilities, single heads of households, separated and unaccompanied children, elderly women and men, etc.
2. Support is provided to women and adolescent girls and boys to strengthen their leadership capacities and facilitate their meaningful participation as necessary.
Monitoring and evaluation based on sex- and age-disaggregated data
1. Sustainable structures and mechanisms are established for meaningful dialogue with women, girls, boys and men.
2. Camp managers routinely collect, analyse and report on data by age and sex to monitor and ensure that women and men are using camp facilities as needed.
3. Plans are developed and implemented to address any gaps or inequalities.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

RESOURCES

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Have you read section A ?

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 have different experiences and priorities that need to be addressed. To ensure that all girls and boys 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 girls and boys are apparent on both the supply and the demand side of education. Usually, girls are more disadvantaged.

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. It 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.

- **On the supply side**, schools are often far away and not accessible to girls, especially disabled girls. Women and girls may only be able to 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 dropout 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 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. Also, 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, dropout 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 girls and boys, including:

- **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 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. An emergency can be a 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 the 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.
- **Builds community 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 women, girls, boys and men, and be mindful of the differing perspectives and 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, in relationships and in 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 girls and boys, 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 different impacts on different groups. If girls and young women cannot walk alone, you may need to provide escorts or protection to and from school. From the standpoint of teachers, it is important to consider issues such as recruitment and training from a gender perspective.

WHAT DO WE NEED TO KNOW TO DESIGN AND IMPLEMENT GENDER-RESPONSIVE EDUCATION IN EMERGENCIES?

Note: This section is based on, and should be used with, the checklist from the *INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* handbook, p.33.

What is the nature of the crisis and its impact on education?

- 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?
- How has the crisis affected women and men, including teachers?
- What has been the impact on education in the host community?

What are the education-related demographics?

- Number of displaced girls and boys. Where are they? Are they in camps or not? How long have they been there?
- Numbers of girls and boys in the host communities and their access to education.
- Breakdown by sex and age and, if relevant, by ethnic group for all levels (pre-school, primary, secondary).
- What is the economic situation of families and how does this affect girls and boys?
- Number of girls or boys heading households. Number of girl-mothers.

- Number of girls and boys separated from their family. Where are they living? Are they caring for others, or being cared for?
- Number of out-of-school adolescent girls and boys.
- Literacy rates for women and men.

What has changed?

- Explain any differences between current and pre-emergency scenarios from a gender perspective in regards to education. Will the emphasis be on re-enrolment and retention or on new enrolments and retention?

What languages are used by the children?

- What is the mother tongue/other languages spoken? Written?
- Do girls and women have the same proficiency in any official language as boys and men?

What are the safety and access issues for the learning environments?

- Are women and men involved in decisions regarding the location of learning environments?
- Are the possible locations equally accessible to girls and boys (e.g. in a mosque) and at all levels of schooling (i.e. not only lower grades)?
- Are there girls and boys suffering from stigma because of specific war experiences (e.g. rape survivors, ex-child soldiers)? Does the stigma prohibit access to education?
- What are the direct and indirect costs for girls and boys to attend school?
- Is the distance to be travelled to school acceptable to parents for girls? Boys? Is the route to school safe for girls and boys?
- What safety precautions are expected for girls by the parents?
- Are learning environments secure, and do they promote the protection and mental and emotional well-being of learners?
- Are latrines accessible, located safely and adequate in number? Are there separate latrines for girls and boys? Is water available?
- If required, can sanitary pads be made available in schools?
- 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 violations of the code of conduct?

What is the division of household chores and other work?

- What sort of work do girls and boys typically do?
- How many hours a day? What time of day?
- Where does it take place? (At home? In fields?)
- Does this work put girls and boys at any serious risk?
- Does it interfere with the school day and work?

What learning materials exist?

- Do they provide critical information on issues such as self-protection, landmines, etc.?
- Are the learning materials inclusive of and relevant to girls? Do they perpetuate gender stereotypes?

What is the situation with teachers, training, support and materials?

- Are male and female teachers available? At all grade levels? What are their levels of qualification and experience?
- Are there para-professionals? Other women in the community who could support girls in school and be involved in teaching and/or mentoring?
- Are teaching materials and trainings available to help teachers address specific topics needed by girls and boys (e.g. sexual and reproductive health)?
- Are there female teacher trainers and support staff?

What is the situation regarding parental/ community involvement (in education)?

- Do Parent Teacher Associations (PTAs) — or similar — exist? To what extent are women and men involved? Are there any cultural restrictions on women's involvement?
- Has training been provided to the PTA? If so, has gender been addressed?
- What is the history of overcoming gender-based obstacles in the community? Which community members have been active and how?

What are the gender-specific vulnerabilities and protection needs?

- Are there groups of girls who are doubly disadvantaged (e.g. disabled girls, young mothers, former girl soldiers)?
- 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?
- 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?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN EDUCATION

Community participation

- Sensitize communities to the importance of girls' and women's access to education, especially in emergencies.
- 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 and locations, provide child care facilities and consider single-sex meetings).
- Include women and men on community education committees and provide gender training if necessary to ensure their voices are heard and taken seriously.
- Engage women and men in school-related activities such as school feeding, arranging escorts to school, parents' mobilization.
- Engage the local community, especially women and girls, in the design and location of school sanitation facilities.

Analysis

- Include gender dimensions in the initial assessment and ongoing monitoring and evaluation of education in emergencies.
- Collect and analyse all data related to education by sex and age.
- Consult regularly with women, girls, boys and men as part of monitoring and evaluation activities.

Access and learning environment

- In refugee and IDP contexts, provide access to education for all girls and boys.
- Create access for all to quality and relevant education opportunities; pay particular attention to marginalized girls and boys (e.g. girl-mothers, working boys and former girl soldiers) and provide flexibility and "open" programmes, with early childhood education programmes if needed.
- Set the hours for classes at convenient times for those children involved with household chores and field work.
- Involve female and male youth in the development and implementation of varied recreational and sports activities and ensure their constructive initiatives are supported by relevant stakeholders.
- Provide other gender-specific extra-curricular activities that promote resilience and healing for girls and boys in emergencies.
- Ensure that learning environments are secure and promote the protection and 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).
- Monitor sexual harassment; provide confidential complaint reporting mechanisms and follow-up with clear procedures.
- Where single-sex classes are preferred, provide separate classrooms/locations or timings for girls and boys.
- Provide separate female and male latrines — in safe places.
- Provide appropriate clothing and sanitary supplies to girls so they can attend school and fully participate in class.

Teaching and learning

- Promote learner-centred, participatory and inclusive instruction, reaching out to and engaging girls actively in class.
- Develop gender-sensitive curricula addressing the specific needs, perspectives and experiences of girls and boys, including reproductive health and HIV/AIDS content.
- Ensure learning materials such as "School in a Box" and other emergency kits are gender sensitive and responsive to girls' and boys' needs

- Include gender equality and gender-sensitive teaching strategies in teacher training courses to ensure that teachers are able to create gender-sensitive learning environments.
- Establish ethical assessment and examination processes that protect women and girls (e.g. ensure teachers cannot use grade allocation to exploit girls).

Teachers and other education personnel

- Work with the community to develop and implement 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.
- Use creative strategies to proactively recruit and retain women teachers (e.g. entry through classroom assistants programme, part-time positions).
- Ensure that women teachers are equally able to participate in school meetings and professional development (e.g. select timing carefully and provide child care).
- Where possible, ensure that women teachers are placed in high-profile positions (not only in early year classes and "soft" subjects).
- Include gender equality and girl-friendly teaching strategies in the criteria for teacher supervision.

Education policy and coordination

- Advocate for policy decisions to reduce the cost of schooling, especially for girls' families (e.g. feeding programmes, take-home rations and items).
- Consider how resources can be coordinated (inter-agency, inter-organization) to expand programming to include hard-to-reach girls (e.g. IDPs, young mothers, urban refugees).
- Include specific commitment to gender equality in coordination statements/agreements between partners (e.g. UNHCR, NGOs and governments).
- Explicitly locate emergency education within the CRC, Education for All and Millennium Development Goals (MDG) frameworks.
- Support and promote education policies and laws that protect against gender discrimination in education.
- Ensure commitment from education partners to common standards of culturally and gender-sensitive project implementation and management from the outset.

CHECKLIST FOR ASSESSING GENDER EQUALITY PROGRAMMING IN THE EDUCATION SECTOR

Educators should review the list below and select the items relevant to your context to develop measurable indicators. For further reference, the INEE *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction* provide a broader set of indicators.

EDUCATION — GENDER CHECKLIST
Community participation
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. Percentage of girls involved in child/youth participation activities. 5. Number of community members provided with gender training.
Analysis
1. Percentage 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.
Access and learning environment
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 dropout rates. 5. Number of reported incidents of sexual abuse and exploitation. 6. Existence of a "safe school" policy with clear implementation actions.
Teaching and learning
1. Percentage 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. Percentage of teachers (women/men) involved in in-service training. 5. Number of women/men involved in pre-service teacher programmes. 6. Percentage of teachers (women/men) provided with gender training.
Teachers and other education personnel
1. Number of male and female teachers, head teachers, teacher trainers/supervisors and other educational personnel (disaggregated by ethnic/caste groups). 2. Percentage of women teachers who feel safe and respected in school and in the community and are fully involved in education decision-making. 4. Percentage of teachers (women/men) trained on and have signed a code of conduct.
Education policy and coordination
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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Have you read section A ?

GENDER AND FOOD SECURITY, FOOD DISTRIBUTION AND NUTRITION 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 means applying this concept to individuals within the household. 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, girls, boys and men each have a special role in ensuring food security.

Acute food insecurity in emergency situations differs from chronic food insecurity. Most emergencies happen in situations of chronic food insecurity. For this reason, it is important to recognize 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 women, girls, boys and men, 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 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 often 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 women and men may change and you should assess the new division of tasks to ensure food security and nutritional well-being for the household to design effective rehabilitation programmes. It is important for you to establish how many women and men can be helped and for how long support is needed. You should also teach women, girls, boys and men about the nutritional value of foods and how to cook them so as to support them in the new context, when they need to take up new roles.

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

This chapter looks at the three aspects: *food security*, *food distribution* and *nutrition*. We've also developed specific sub-chapters on each aspect, which detail information and actions you should take when planning and implementing gender-sensitive emergency and rehabilitation programmes and projects.

Overall food security issues, due to their multi-faceted aspects, have a number of key players involved, principal among them FAO and WFP. In the ongoing humanitarian reform, nutrition is a cluster led by UNICEF. Food distribution remains an important component of the food sector and is led by WFP.

Have you read section A ?

GENDER AND FOOD SECURITY IN EMERGENCIES

In the aftermath of disasters, affected communities will need help to restart 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, the respective roles and responsibilities of women and men and their constraints, needs and capacities need to be analysed and 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 also depends on food adequacy and acceptability to consumers, as well as the availability of clean water and firewood. The collection of water and firewood is often the task of women and girls, and may be compromised in emergency settings, affecting ability to transform rations and food into an adequate diet. Food processing, conservation and storage are also important considerations when planning food security interventions.

Food security 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 food. In some societies, women and/or children are the victims of food discrimination. You should assess women's and men's access to food and the difference in calorie intake according to gender within the affected population. At the national level, there may be sufficient food supplies, but food-insecure households or areas may exist 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 food is 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 have 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 most 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 often not valued.

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 responsible for a particular aspect of food policy they need to be specifically targeted, rather than assuming that they will automatically be reached — the same is true 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. You should consider the effects of food aid, subsidies and rehabilitation programmes on women, as the principal providers of food for the household, 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. You need good knowledge of food security-related socio-economic issues and an understanding of how women and men make their choices and interact.

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 women, girls, boys and men. 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.

WHAT DO WE NEED TO KNOW TO PLAN AND IMPLEMENT GENDER-RESPONSIVE FOOD SECURITY PROGRAMMES IN EMERGENCIES?

What are the demographic factors?

- Number of landless poor (disaggregated by sex).
- Number of herdless pastoralists (by sex).
- Number of poorest in caste groups (by sex).
- Most marginalized communities (composition and size).
- Number of temporary and long-term or permanent migrants.
- Disaggregated data by age, wealth and marriage status.

What are the social factors and how have they changed since the crisis?

- What are the different types of households after the crisis (e.g. female- or child-headed households)?
- What is the composition of households needing special assistance (e.g. unaccompanied children, widows without families, disabled and women, girls, boys and men affected by HIV/AIDS)?
- Has there been recognition of the roles of women and men in caring for their extended families and dependents?
- Are the specific needs of women, children, men and disabled recognized?
- Is the local knowledge of women and men recognized and used in planning food security interventions?
- What is the local level of organization of women, youth, men and disabled in the rural communities? Can informal networks or formal associations be supported and how?
- Is there any community support to women and men for food production, transport and delivery?
- What are the community and household power structures in relation to the use of food, land and other productive resources?
- How acceptable to the population are the proposed commodities, according to gender-disaggregated needs?
- Who controls resources (production tools, food, etc.) at both the community and household level?
- Who in the household is responsible for food safety and the hygiene considerations for ensuring food and nutrition security?
- Who in the household is responsible for processing, conservation and storage of food?

What are the economic factors and how have they changed since the crisis?

- What is the level of poverty of women, girls, boys and men?
- Do women and men have equal access to the local market?
- What is the process for local food procurement for women and men?
- Do both women and men have access to cash and food-for-work opportunities, credit and agricultural inputs?
- Is cash available for women and men to meet non-food needs?
- Do both women and men have access to food aid services and programmes?
- What are their levels of self-sufficiency in particular crops?
- Are there adequate and stable food supplies and access (quantity, quality and nutritional aspects) for women and men?

What are the political factors and how have they changed as a result of the crisis?

- Is any group being discriminated against?
- Are national and/or customary practices and laws limiting women's access to land and other productive assets?
- Do both women and men have access to agricultural services?
- Do national legislation and laws ensure equal rights (e.g. to land) to women and men?
- What are the consultation procedures in policy formulation and implementation processes?
- Do mechanisms exist for involving women and most vulnerable groups in decision- and policy-making?
- Do subsidies on products exist and what are their effects on production of food crops and incomes of poor women and men?

What are the institutional and security factors and how have they changed since the crisis?

- Have institutional arrangements and mechanisms been developed 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?
- What are the information dissemination and communication channels, and are special measures taken to ensure the access by women and most vulnerable groups?
- Is the presence of weapons and land mines creating any mobility problems for women and men to reach the local market to purchase food or their agricultural fields?
- Do women, girls, boys or men face problems with physical security in accessing food security assistance?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN FOOD SECURITY

Household food supply and food access

- Assess 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) breakdown of traditional support systems or any other cause?
- Ensure that women and men have equal access to food and other productive resources.

Gender-sensitive needs assessment

- Assess the priority needs and constraints of women and men to increase household food security in the short and long term.
- 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.
- Assess if any problem resulted from the division of labour or from the inequitable access to resources by women and men.

Vulnerability maps

- Identify areas and sectors of population (women, girls, boys and men) most at risk of food insecurity.
- 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.
- Formulate supplementary feeding programmes for at-risk sections of the population, with the active participation of women, girls, boys and men.

Gender-disaggregated data and gender-sensitive indicators

- Disaggregate by sex existing data on different socio-economic groups in food-insecure communities.
- Conduct surveys and rapid appraisals to collect direct information from women and men, with adequate representation of different socio-economic groups.
- Analyse data with a gender perspective, taking into account the division of tasks, access to and control over productive resources and decision-making patterns between women and men at household and community levels.
- Disseminate information disaggregated by sex to raise awareness among policy-makers on relevance of gender issues in food security programmes and policies.
- Formulate a core set of gender-sensitive indicators to monitor and evaluate the impact of food security programmes and policies on women, girls, boys and men.

Emergency livelihood analysis

- Assess constraints, productive capacity and capabilities of household food securers of different socio-economic groups, including female- and child-headed households and families with disabled and HIV/AIDS-affected people.

- Identify livelihood strategies of women and men to overcome (transitory) food insecurity and vulnerability.
- Make recommendations to facilitate women's access to land and other productive resources (e.g. credit and technology).
- Consider whether rations are to be provided in grain or meal/flour form as this could add to women's tasks.
- Assess the local cultural practices for women and men when planning food aid programmes to see how acceptable the proposed commodities are to the different segments of the community.
- Promote new income-generation and diversified activities for women, girls, boys and men.

Stakeholders analysis

- Identify the main stakeholders of the food security programme in emergency and rehabilitation contexts.
- Ensure that women and men actively participate in the design, implementation and monitoring and evaluation of food security programmes and policies.
- Actively involve women in policy-making bodies, key advocacy and interest groups.
- Consult with women, girls, boys and men to select appropriate targeting mechanisms.
- Identify potential risks and consequences for creating lasting direct benefits for recipients and to local governance.
- Carry out field visits, focus group discussions, pairwise comparison ranking, household observations and interviews with mixed or separate groups of women, girls, boys and men.
- Identify with the population the priority problems and development opportunities for each socio-economic group.

Gender-sensitive targeting

- Establish mechanisms to reach the specific target groups of women, girls, boys and men.
- Assess women's participation in defining target groups.
- Ensure enough flexibility for programmes to be adjusted if particular target groups of women, girls, boys and men are being adversely affected, using a participatory approach.

Capacity building

- Raise awareness of decision-makers and extension workers on the importance of gender issues in emergency programmes.
- Assess what support women and men need to increase their capacities and skills and if both will benefit from new skills introduced by the food security programme.
- Promote equal access to training, extension and information to women and most vulnerable groups.
- Organize business skills development courses (joint or separate training according to the socio-cultural context) for women, girls, boys and men.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN THE FOOD SECURITY SECTOR

The checklist below is derived from the action section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

FOOD SECURITY – GENDER CHECKLIST
Analysis of gender differences
1. A participatory needs assessment is undertaken, consulting an equal number of women and men, to gather information on: • short- and long-term losses of livelihood assets of women and men (e.g. single season's harvest or permanent loss of land); • changes in women's and men's access to and control over land or other critical productive resources; • literacy level and employment rates of female- and male-headed households; • the coping strategies of women and men in the crisis situation; • malnutrition rates for girls and boys in terms of stunting, wasting and underweight; and • micronutrient deficiencies. 2. The data is analysed and used for programming to ensure activities will benefit women, girls, boys and men directly and indirectly.

Design
1. The operation is designed to address the different effects of the disaster on women and men and to build on existing/available capacities of women, girls, boys and men in the community.
Access and control
1. Women's, girls', boys' and men's access to services, as well as control over productive resources, is routinely monitored through spot checks, discussions with communities, etc. 2. Obstacles to equal access are promptly addressed.
Participation
1. Women and men are systematically consulted and included in food security interventions. 2. Women and men participate equally and meaningfully in decision-making and management of livelihood assets. 3. Women and men participate equally and meaningfully on registration and distribution committees.
Training/Capacity building
1. Training and skills development is made available to balanced numbers of women, men and adolescent girls and boys based on a needs assessment. 2. Training and skills development activities are organized at a time and venue convenient for both women and men. 3. Training and information materials are developed based on the education level and knowledge of different socio-economic groups.
Actions to address GBV
1. Training on GBV-related issues and potential risk factors is conducted for an equal number of female and male humanitarian workers to enable them to provide support to affected persons and direct them to adequate information and counselling centres. 2. Programmes are in place to ensure income-generation activities and economic options for women and girls so they do not have to engage in unsafe sex in exchange for money, housing, food or education — or are exposed in other ways to GBV because of being economically dependent on others. 3. Women and men in the community, including village leaders and men's groups, are sensitized on violence against women and girls, including domestic violence
Targeted actions based on gender analysis
1. Public awareness campaigns on women's and children's rights (e.g. right to food) are organized. 2. Vulnerable groups are taught about their property rights (e.g. land) to increase their negotiating power and diminish abusive relationships. 3. Social mobilization is supported to raise awareness on the main (practical and strategic) needs of the most vulnerable groups as part of their empowerment process. 4. Gender disparities are addressed in basic and productive infrastructures to ensure food security for the most vulnerable communities.
Monitoring and evaluation based on sex- and age-disaggregated data
1. The perceptions of women and men regarding changes in their lives (positive and negative) as a result of food security interventions are recorded and the implications are addressed in programming. 2. Assessments are conducted of the specific changes occurring in the livelihood systems of beneficiary female-, male- and child-headed households. 3. An analysis of how women's and men's different needs could have been met more efficiently is prepared and informs future programming.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

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Have you read section A ?

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 women and men** and often change households' dynamics. We need to be sensitive to women's and men's different needs and interests in food distribution. 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, we must:

- understand the cultural and social context of women's and men's roles as they relate to all aspects of food aid interventions;
- understand how gender relations affect access to and control over food;
- understand the variability of food consumption, health and nutrition between women, girls, boys and men and how these factors affect their use of food;
- analyse how the benefits of food aid interventions can be effectively targeted to both women and men and used to promote gender equality; and
- anticipate any negative impacts food aid may have on women or men (e.g. protection concerns for women), 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

- Article 25 of the UDHR and article 11 of the 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 woman, girl, boy and man, 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

We must 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.

WHAT DO WE NEED TO KNOW TO DESIGN AND IMPLEMENT A GENDER-RESPONSIVE FOOD DISTRIBUTION SYSTEM IN EMERGENCIES?

What are the population demographics?

- Total number of households/family members — disaggregated by sex and age.
- Number of single female- and male-headed households and number of households headed by children (girls and boys).
- Number of unaccompanied children, elderly, disabled, pregnant and lactating women.

What is the social, political, cultural and security context? What has changed as a result of the emergency?

- What are the existing power structures (formal and informal) within the community?
- Are there differences between women's and men's positions/roles and responsibilities in relation to their ethnicity, religious beliefs?
- Are members of the community equally affected by the emergency? Have women, girls, boys and men been affected differently?
- How many people were previously highly vulnerable? What has changed?
- What are the customs, culture and traditions that limit access to and control over food to any members of the household/community/population at large?
- If there are weapons in circulation, who controls them and who is most at risk? How does this affect access to food?
- What are the religion-based food restrictions/preferences for women and men in the community?
- What are the cultural food restrictions/preferences for women and men in the community?

What are the food security and nutrition needs?

- Is food available, accessible and usable by all members of the household/community/population?
- How do gender disparities affect food insecurity?
- How is the food shared within households? (Intra-household food distribution and consumption: who eats first?)
- What is the nutritional status of the affected population (disaggregated by sex/age)?
- Are there any food taboos or restrictions for women, men, children under 5 and pregnant and lactating women? What are the eating habits of the population as a whole?
- Who receives food aid on behalf of the household? Who decides about its use?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN FOOD DISTRIBUTION

Ensure equality in targeting and registration

- Collect sex-disaggregated data for planning, implementation and evaluation of food aid.
- Involve women and men equally in programme design and targeting.
- Analyse and understand the impact of food aid intervention on women, girls, boys and men.
- Consult with women and men separately to anticipate and address any negative impact food aid interventions may have on women, girls, boys or men.
- Ensure that each household ration card for free food distributions is issued in a woman's name.
- Register households receiving food aid to facilitate equal distribution.
- Ensure that female- and adolescent-headed households and other vulnerable groups are included in food distribution lists.
- If polygamy is widely practised, ensure that women are recipients of food aid for themselves and their children.

Ensure equal participation of women, girls, boys and men in decision-making and capacity building

- Assess the different roles of women and men in food management and consumption, both at the community and household levels.
- Ensure equal participation of women and men in food management and asset-creation committees, including at executive-level positions.
- Provide training opportunities to women and men on leadership and negotiation skills.

- Determine factors that might hinder women's or men's regular participation in committees, trainings or other activities and address them (e.g. provide child care facilities; schedule the meetings so that they do not coincide with traditional meal/prayer times).

Distribute food aid equitably

- Ensure that distribution points are as close and accessible to beneficiaries as possible (distance should be no more than 10 km, Sphere Standards).
- Ensure that the distribution arrangements (time, place, schedule, size and weight, etc.) do not discriminate against vulnerable or marginalized groups.
- Arrange food distribution so it does not add burdens on women.
- 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).
- 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.
- 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 abuse cases.
- In consultation with women, anticipate and address any negative impacts that the distribution of food to women and the issuance of food entitlements in women's names may have on the community and intra-household relationships.
- 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 (e.g. community-owned wheelbarrows).
- Identify, together with communities and partners, safe and easily accessible areas for distribution.

Ensure monitoring and evaluation take gender issues into consideration

- Ensure equal participation of women and men in monitoring, evaluation and review of progress and results.
- 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.
- 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.).
- Consult women, girls, boys and men in the identification of remaining gaps and areas of improvement.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN FOOD DISTRIBUTION

The checklist below is derived from the action section in this chapter and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

FOOD DISTRIBUTION – GENDER CHECKLIST
Analysis of gender differences
1. Participatory assessments with women, girls, boys and men gather information on: • roles of women, girls, boys and men in food procurement; • cultural and religious food restrictions/preferences for women and men; • differences in women's and men's control over and access to food resources; • cultural, practical and security-related obstacles women, girls, boys and men could be expected to face in accessing services. 2. Reasons for inequalities between women, girls, boys and men are analysed and addressed through programming. 3. The gender analysis is reflected in planning documents and situation reports.
Design of services
1. Services are designed to reduce women's and children's time spent getting to, at and returning from food distribution points (e.g. 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). 2. Services are designed to reduce the burden that the receipt of food aid may pose on women beneficiaries: • food distribution points established as close to beneficiaries as possible; • weight of food packages manageable and efficient for women (e.g. 25 kg vs. 50 kg bags, etc.).
Access
1. Women's, girls', boys' and men's access to services is routinely monitored through spot checks, discussions with communities, etc. 2. Obstacles to equal access are promptly addressed.
Participation
1. Women and men take part equally (in numbers and consistency) in decision-making, planning, implementation and management of food aid programmes. 2. Committees with equal representation of women and men are formed for targeting, monitoring and distributing of food items and for determining the needs of vulnerable/marginalized groups.
Training/Capacity building
1. An equal number of women and men are employed in food distribution programmes and have equal access to trainings.
Actions to address GBV
1. Both women and men are included in the process of selecting a safe distribution point. 2. Food distribution is done by a sex-balanced team. 3. "Safe spaces" are created at the distribution points and "safe passage" schedules created for women and children heads of households. 4. Distribution is conducted early in the day to allow beneficiaries to reach home during daylight. 5. Security and instances of abuse are monitored.

Targeted actions based on gender analysis
1. Women are designated as the initial point of contact for emergency food distribution. 2. Women are the food entitlement holders. 3. Positive measures are adopted 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).
Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on food distribution coverage is collected, analysed and routinely reported on. 2. Monitoring and evaluation tools are developed in consultation with women and men in the target population to 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. 3. 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.) is assessed. 4. Women, girls, boys and men are consulted in the identification of remaining gaps and areas of improvement. 5. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

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Have you read section A ?

GENDER AND NUTRITION IN EMERGENCIES

Emergencies are often characterized by a high prevalence of acute malnutrition and micronutrient deficiency diseases, which in turn lead to increased risk of death among the affected population and in particular among vulnerable groups. Women, girls, boys and men face different risks in relation to a deterioration in their nutritional status in emergency contexts. These different vulnerabilities are related both to their differing nutritional requirements and to socio-cultural factors related to gender. 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 do 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 household members. This 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 lead to poor health and nutritional status for both the baby and the mother.

BREASTFEEDING CHALLENGES IN TRANSITION AND EMERGENCY CONTEXTS

Following the October 2005 earthquake in Kashmir, Pakistan, 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 emergency settings to ensure continued breastfeeding.

- 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 households may be removed from their normal support structures during emergencies. If they do not know how to cook or care for young children, this will result in greater risk for under-nutrition for those children.
- 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.

NO COOKING SKILLS – POOR NUTRITION FOR BOYS

In a refugee camp in northern Kenya southern 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 UNDER-NUTRITION: WHY GENDER ANALYSIS MATTERS

Context: For several decades, Niger has suffered from high levels of under-nutrition due to sub-optimal infant and young child–feeding practices rooted in longstanding beliefs about gender inequality and women's and girls' status, as well as food insecurity and chronic poverty. 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 young children. In 2005, a nutrition survey showed that 22% of children under three years suffer from acute under-nutrition, which is five times higher than among older children (3-5 years old) in whom the prevalence of acute under-nutrition 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 labour migration patterns by male members of the household often leave women behind with limited access to granary stores.

Lessons learned: Humanitarian and development partners in the region are placing greater emphasis on understanding the impact of gender issues within vulnerability analysis and on appropriate programming, which enables women to continue to care for their infants and young children, access services and benefit from emergency interventions.

WHAT DO WE NEED TO KNOW TO DESIGN AND IMPLEMENT GENDER-RESPONSIVE NUTRITION PROGRAMMES?

What are the population demographics?

- Number of households.
- Number of women, girls, boys and men.
- Number of female-, male- and child-headed households.
- Number of persons by age and sex with specific needs (unaccompanied children, disabled, sick, elderly).
- Number of pregnant and nursing women.

What is the social, political, cultural and security context? What has changed as a result of the emergency?

- What are the existing power structures within the community? Do women have their own structures?
- What are the differences between women's and men's positions/roles and responsibilities with regard to nutrition?
- Have women, girls, boys and men been affected differently by the emergency?
- Who were the most at risk for nutrition problems? What has changed due to the crisis?
- What factors (social, economic, political or security) limit access to and control over food to any members of the household/community/population?

What is the gender-specific nutritional status, ill health and mortality picture?

- Do data on nutritional status (< -2 z-score weight for height) disaggregated by sex and age indicate that girls and boys are disproportionately affected? If so, what are the reasons for these differences?
- What is the nutritional status of women of reproductive age? What are the levels of anaemia?
- Do 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?

What are the gender and social determinants of malnutrition?

- Are there any socio-cultural practices, taboos, cultural beliefs or caring practices that may affect women's, girls', boys' and men's nutrition status differently?
- How is food distributed within the home between women, girls, boys and men?
- Who within the household has controls over resources and does this impact on access to food and feeding habits?
- Are there any differences in breastfeeding practices for girl or boy babies? Is there a negative impact?
- What are the negative effects that the emergency situation may have had on traditional caring practices?

What is the food and food security access and availability situation?

- Are there differences for women, girls, boys and men in terms of access to food?
- If boys and men are separated from families do they have cooking skills? Can they prepare food for themselves?
- If women are heading households/family groups are they accessing sufficient food? How do elderly women and men access food and does the food basket meet their specific needs?
- How do women, girls, boys and men with disabilities access food and does the food basket meet their specific needs?
- 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?
- What nutrition interventions were in place before the current emergency? How were they organized and did they affect women, girls, boys and men differently?
- How do school children access meals while in schools?
- Do households have access to micronutrients sources?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN NUTRITION

Rapid assessment/baseline

- 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 to identify groups most at risk.
- Obtain information on age- and sex-specific incidence of illnesses, nutrition indicators and health conditions.

Address the nutritional and support needs of at-risk groups

- Consult with key at-risk groups (e.g. pregnant and lactating women) to identify effective and accessible supplementary feeding programmes.
- Set up monitoring systems so that the different groups (by age and sex) benefit from the nutrition programmes.
- Support, protect and promote exclusive breastfeeding and appropriate young child-feeding practices through training of appropriate service providers and information campaigns, as well as the development and application of relevant policies and monitoring.

Address micronutrient deficiencies and nutrition needs

- Ensure that vaccination campaigns and vitamin A supplementation reach women, girls and boys equally.
- Promote fortification of food aid commodities to ensure equal access to micronutrient-rich foods.
- Involve women, girls, boys and men in the design, management and assessment/monitoring of nutrition-related services and control of distribution of supplies.

Community mobilization and participation

- Involve women, girls, boys and men in participatory assessments, defining health and nutrition priorities, planning solutions, policies, interventions and evaluation from the outset.
- 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.
- 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.

Treatment of moderate and severe acute malnutrition

- Establish therapeutic feeding centres at both facility and community levels and ensure a gender balance of health workers managing the centres.
- Implement targeted supplementary feeding programmes achieving maximum coverage for all through decentralized distribution.

Technical support and capacity building

- Incorporate in the team as many women and men as possible from the affected/displaced population where possible and appropriate.
- Train local health and nutrition workers on gender-sensitive service delivery.
- Review national guidelines on various aspects of nutrition to ensure gender sensitivity.
- Provide skills in emergency preparedness in relation to gender and nutrition.

Conduct an in-depth nutrition survey

- Ensure gender-balanced nutrition assessment teams, including female translators.

- Review existing data on nutrition and health to ensure it is disaggregated by sex and age, including statistical significance test.
- Carry out a nutrition survey and identify population groups that are hard to reach and/or marginalized and analyse the data by sex and age.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN THE NUTRITION SECTOR

The checklist below is derived from the action section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

NUTRITION – GENDER CHECKLIST
Analysis of gender differences
1. Information on the nutritional needs, cooking skills and control over resources of women, girls, boys and men is gathered through participatory assessments. 2. Reasons for inequalities in malnutrition rates between women, girls, boys and men are analysed and addressed through programming. 3. Information is collected on the cultural, practical and security-related obstacles women, girls, boys and men could be expected to face in accessing nutritional assistance and measures taken to circumvent these obstacles. 4. The gender analysis is reflected in planning documents and situation reports.
Design of services
1. Nutritional support programmes are designed according to the food culture and nutritional needs of the women (including pregnant or lactating women), girls, boys and men in the target population.
Access
1. Women's, girls', boys' and men's access to services is routinely monitored through spot checks, discussions with communities and obstacles to equal access are promptly addressed.
Participation
1. Women and men are equally and meaningfully involved in decision-making and programme design, implementation and monitoring.
Training/ Capacity building
1. Training courses on nutrition and gender issues are held for women, girls, boys and men. 2. An equal number of women and men from the community are trained on nutrition programming. 3. An equal number of women and men are employed in nutrition programmes.
Actions to address GBV
1. Both women and men are included in the process of selecting a safe distribution point. 2. Food distribution is done by a sex-balanced team. 3. "Safe spaces" are created at the distribution points and "safe passage" schedules created for women and children who are heads of households. 4. Special arrangements are made to safeguard women to and from the distribution point (e.g. armed escort if necessary). 5. Security and instances of abuse are monitored.

Targeted actions based on gender analysis
1. Unequal food distribution and nutrition rates within the household are addressed through nutritional support as well as programmes to address underlying reasons for discrimination and to empower those discriminated against.
Monitoring and evaluation based on sex-and age-disaggregated data
1. Sex- and age disaggregated data on nutrition programme coverage is collected: • percentage of girls and boys aged 6-59 months who are covered by vitamin A distribution; • percentage of girls and boys under 5, pregnant and lactating women in the target group who are covered by supplementary feeding programmes and treatment for moderate acute malnutrition; • percentage of boys and girls under 5 who are covered by nutrition surveillance; • percentage of women, girls, boys and men who are still unable to meet their nutritional requirements in spite of ongoing nutritional programming; and • exclusive breastfeeding rates for girls and boys. 2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

RESOURCES

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Have you read section A ?

GENDER AND HEALTH IN EMERGENCIES

In crises, the health of women, 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 and physical and psychological impact, as well as capacity to recover.

Women and girls 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. Men may suffer other disadvantages in different situations and for different reasons than women because of their gender role socialization. For example, men's roles as protectors may place a greater responsibility on them for risk-taking during and after a disaster.

When you are delivering health care in crisis situations you must first take account of the different needs, second recognize the potential barriers that people may face and third 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, especially those from vulnerable or marginalized groups, must participate equally in the planning, management and delivery of health services in humanitarian crises, and women must be part of the decision-making and implementation process at all levels. Remember to take the views of girls and boys into account. Coordinate with health and other partners to avoid overlap and duplication.

Recognizing that it will not be possible to collect information on all issues outlined on the following page, it is important that you disaggregate data by sex and age and apply a gender analysis.

THE ENJOYMENT OF THE HIGHEST ATTAINABLE STANDARD OF HEALTH IS A HUMAN RIGHT FOR ALL

- The right to health is a fundamental human right indispensable for the exercise of other human rights.
- Article 25 of the UDHR laid the foundations for the right to health.
- Article 12 of the ICESCR provides protection of the right to health in international law. It introduces legally binding provisions that apply to all ratifying States. The additional right to health protection for marginalized groups is contained in group-specific international treaties.
- 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. (ICESCR)
- The disaggregation of health and socio-economic data according to sex is essential for identifying and remedying inequalities in health. (ICESCR)
- 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, accessible, acceptable and of good quality.
- Further standards relating to the right to health of specific groups are set out in other documents, 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.
- Several regional instruments also include the right to health. (Refer to Table 1, page 82.)

WHAT DO WE NEED TO KNOW TO PLAN AND IMPLEMENT GENDER-RESPONSIVE HEALTH SERVICES?

What are the population demographics?

- Total number of households/family members — disaggregated by sex and age.
- Number of single female- and male-headed households and number of households headed by children (girls and boys).
- Number of unaccompanied children, elderly, disabled, pregnant and lactating women.

What is the social, political, cultural and security context? What has changed as a result of the emergency?

- Are there differences between women and men in the community/households in relation to their roles, responsibilities and decision-making power? What are they?
- How are women, girls, boys and men affected differently by the crisis?

What was the health situation before the emergency?

- What is the baseline health information and how has it changed since the crisis?
- What diseases affect women and men differently within the context of the crisis?
- What is the crude mortality rate disaggregated by sex and age? Are there disproportionate deaths among women, girls, boys and/or men? If so, what are the reasons?

What are the cultural and religious aspects related to the provision of health care?

- Who provides health care to whom? For example, what are local beliefs and practices concerning whether male health care workers can provide care to women?
- What are the cultural beliefs and practices regarding pregnancy and birthing, the disposal of dead bodies, care of the sick, washing, water use, cooking, animal husbandry and menstruation? Do these negatively affect women, girls, boys or men?
- What are the linguistic factors (such as illiteracy and use of minority or foreign languages) that may affect the access of certain groups/communities 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?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN THE HEALTH SECTOR

Joint needs assessments

Cluster/sector actors should jointly undertake health assessments in order to use resources efficiently, enhance coordination and reduce burden on communities.

- Ensure assessment teams include female assessors and translators.
- Collect and disaggregate all data by sex and age and apply a gender analysis.
- Find out which groups are hard to reach (physical and social access) and/or marginalized, and the barriers preventing access.
- Identify community response mechanisms to psychosocial problems and strengthen those that can support individuals, ensuring they respect human rights standards.
- Identify local practices and beliefs about caring for sick members of the community, including through home-based care. Do these particularly burden women, girls, boys or men?
- 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).
- Ensure maximum protection to those facilities (e.g. lighting for the area and paths leading to them; provision of transport and/or escorts where possible).
- Identify existing trained health professionals (doctors, nurses, midwives and others) in the community (keeping in mind that they may not be working due to destruction/closure of facilities or family responsibilities which keep them at home) and enable them to return to work, including through provision of transport, security measures, child care and flexible work schedules as needed.
- Compile an inventory of local groups and key stakeholders in the health sector, including gender theme groups, traditional healers, women's organizations, etc., to find out what is being done, where, by whom and for whom.
- Assess the availability of medical drugs and equipment, for example the availability of New Emergency Health Kits (NEHK) for the provision of basic health services for women and men.

- Ascertain the availability of standardized protocols, guidelines and 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.
- Conduct qualitative assessments to determine perceptions about health services provided to the community and identify recommendations to address their concerns.

Community mobilization and participation

- Involve from the outset women, girls, boys and men, including those who belong to vulnerable groups, in health assessments, priority setting, programme design, interventions and evaluation.
- Analyse, together with the community through participatory assessments, the impact of the humanitarian crisis on women, girls, boys and men to identify physical and mental health needs and to ensure equal access to health services and benefits.
- Provide child care support to enable women and men — especially those from single-parent-headed households — to participate in meetings.

Provision of health services

- 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.
- Ensure ongoing and coordinated health service delivery strategies that address the health needs of women, girls, boys and men. For instance:
  - Provide Minimum Initial Service Packages (MISP) so that women and men and 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 GBV-related services, as the situation stabilizes.
  - Ensure prevention of and response to GBV as described in the IASC *Guidelines on Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies*, including treatment, referral and support mechanisms for GBV survivors.
  - Make culturally appropriate social and psychological support available to women, girls, boys and men. (IASC guidance forthcoming.)
  - Ensure privacy for health consultations, examinations and care.
  - Ensure coverage of HIV/AIDS control and prevention methods, with particular attention to responding to GBV and women's health risks such as sexually transmitted infections (STIs), including HIV/AIDS.
  - Distribute 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 kits), sanitary towels for women, female and male condoms, post-exposure prophylactic (PEP) kits where necessary, emergency contraceptives and pregnancy tests.
  - Hire and deploy female and male local health workers.
  - Train and mobilize traditional birth attendants.
  - Ensure equal pay and opportunities for women and men in the health sector.
  - Make sure that women and men have equal opportunities for capacity building and training on health issues; provide child care or family support to enable their participation.
  - Disseminate HIV/AIDS prevention messages with a particular focus on men, active and demobilized members of armed forces, IDPs and refugees.

Advocacy, health information and education

- Advocate for equitable (according to need) distribution of and access to resources (human, financial, technological, logistical and medical supplies) in the health sector to respond to the health needs of women, girls, boys and men.
- Ensure health personnel (women and men) are adequately represented in gender theme groups, GBV working groups and IASC health cluster/health sector meetings.
- Develop and implement communication strategies to highlight the specific health risks affecting women and men, as well as targeting adolescent girls and boys.
- Provide information in local languages to women and men on available physical and mental health services and their location. Ensure that all hard-to-reach and

vulnerable members of the community are fully aware of the existing services and how they may benefit from accessing and utilizing them.

- 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.
- Advocate for the hiring/deployment of women and men at all levels.

Monitoring, reporting and evaluation

- Collect and report data by sex and age and apply a gender analysis.
- Involve women and men, including those who belong to vulnerable groups, in the monitoring and evaluation process.
- Share the results with all stakeholders, including the women, girls, boys and men in the target population.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN THE HEALTH SECTOR

The checklist below is derived from the activities section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

HEALTH – GENDER CHECKLIST
Analysis of gender differences
1. Balanced ratio of women and men assessors and translators. 2. Balanced ratio of women, girls, boys and men who participate in the assessments. 3. Balanced ratio of women and men consulted about their health needs. 4. The following data are available and a gender analysis applied: • age- and sex-disaggregated cause-specific mortality rates • age- and sex-disaggregated case fatality rates • female-, male- and child-headed households • social structures, including positions of authority/influence, and the roles of women and men • groups with specific needs (including physically and mentally handicapped) by age and sex
Design of services
1. The timing, staffing and location of health services ensure equal opportunity for women and men to access them. 2. Health care delivery strategies and facilities address the health needs of women, girls, boys and men equitably. 3. 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). 4. Percentage of health facilities providing confidential care for survivors of sexual violence according to IASC GBV guidelines. 5. Ratio of health care providers disaggregated by profession, level and sex. 6. Ratio of community-based psycho-social care disaggregated by sex and age.

Access
1. Proportion of women, girls, boys and men with access to sanitary materials (including household-level sanitary disposal facilities for women). 2. Proportion of women, girls, boys and men with access to safe water supply. 3. Proportion of women, girls, boys and men with access to food aid. 4. Proportion of women, girls, boys and men with access to health services.
Participation
1. Balanced ratio of women and men participating in the design, implementation, monitoring and evaluation of humanitarian health responses. 2. Balanced ratio of women and men in decision-making positions. 3. Balanced ratio of local women and men hired/deployed in health sector. 4. Balanced ratio of international women and men hired/deployed in health sector. 5. Women and men participate regularly in group meetings or activities.
Training/Capacity building
1. Balanced/proportionate number of women and men from the community trained to provide health care. 2. Balanced/proportionate number of women and men from the community given employment opportunities in the health sector after training.
Actions to address GBV
1. 24-hour access to sexual violence services. 2. Staff are aware of and abide by medical confidentiality. 3. Staff are trained on the clinical management of rape. 4. Confidential referral mechanism for health and psycho-social services for rape survivors. 5. Information campaigns for men and women about the health risks to the community of sexual violence.
Targeted actions based on gender analysis
1. Men, active and recently demobilized members of armed/security forces, displaced persons and refugees are targeted with HIV/AIDS messages. 2. Communication strategies are developed and implemented to highlight the specific health risks affecting women and men, as well as targeting adolescent girls and boys.
Monitoring and evaluation based on sex- and age-disaggregated data
1. Data on demographics, mortality, morbidity and health services are routinely collected and are disaggregated and reported by age and sex and a gender analysis is applied. 2. Percentage of participatory assessment reports addressing the needs of women, girls, boys and men equally. 3. Formal monitoring and participatory evaluation mechanisms reporting the health impact of humanitarian crises on women, girls, boys and men.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

RESOURCES

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Table 1: Further Information on the Right to Health in the International Legal Framework

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
Several regional instruments which include the right to health	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)

Have you read section A ?

GENDER AND LIVELIHOODS IN EMERGENCIES

In humanitarian crises, 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, you can avert the risk of relief assistance becoming an alternative to development and the social fabric of society can be more easily preserved and reconstituted. Providing 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 greater gender equality. Livelihoods support is one example of early recovery intervention in a humanitarian situations.

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, business start-up programmes, seeds and tools projects, animal disbursement projects and self-employment and job placement programmes.

HUMAN RIGHTS RELATED TO LIVELIHOODS

The term *livelihoods* is defined as *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 her or 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 these 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 though 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 generation 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.

Here are some issues you should consider when designing and implementing gender-responsive livelihoods programmes in emergencies:

- Women and men have **different resources available** to them in crisis situations, and will turn to different strategies for survival. It is crucial that you understand and factor in these differences when livelihood strategies are 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 decrease 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 therefore increased hugely 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 and men and adolescent girls and boys. At the same time, a gender-sensitive approach also creates spaces to challenge gender inequality in access to and control of 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 that are in high demand because of post-crisis reconstruction needs (such as carpentry and plumbing) can offer more viable alternatives.
- 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. Labour- and energy-saving technologies can prove very effective for improving women's participation in training and livelihoods initiatives. Providing 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 situations 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.

WHAT DO WE NEED TO KNOW TO DESIGN AND IMPLEMENT GENDER-RESPONSIVE PROGRAMMES FOR LIVELIHOODS IN EMERGENCIES?

What are the population demographics?

- Total number of households/family members — disaggregated by sex and age.
- Number of single female- and male-headed households and number of households headed by children (girls and boys).
- Number of unaccompanied children, elderly, disabled, pregnant and lactating women.

What type of access and control of livelihood assets do women and men have and how have they been affected by the emergency?

- What are the main assets (land, seed, livestock, equipment, access to markets) needed for a sustainable livelihood and how have they been affected by the emergency? What is the different impact on women and men based on their access to and control of these resources?

- What type of agriculture, farming, fishing, trade and food supply existed before the emergency? What role did women and men play in these sectors?
- What are the practices regarding agricultural land ownership and distribution? In particular, what are the practices regarding women's property and inheritance rights?
- What types of skills exist among women? Among men? What are their respective skills training needs?

What are the normal cultural and social roles and practices of women and men that existed before the onset of the emergency?

- What are the roles played by women, girls, boys and men in farming and other productive activities?
- Who has decision-making power with regard to productive assets and household expenditures?
- Who is responsible for farming, gathering, selling at the market, keeping stocks, cooking?
- Which kinds of activities, tasks and work are forbidden to women and/or men by local customs?
- How are resources allocated within households? Who has the most decision-making power?
- Are there practices that may discriminate against women, female-headed households, the elderly and the disabled?

How have workloads, responsibilities and gender roles changed as a result of the emergency?

- How much time do women, girls, boys and men devote to non-monetized (unpaid) work (fetching water, cooking, collecting firewood, child care, washing clothes)?
- Do women or men still practise their traditional forms of income generation? If not, what has been the impact on women and men?
- Do women or men shoulder more responsibility for their households/families post-displacement than they did previously?
- Have women and/or men taken on community and reconstruction work after the crisis? Which kinds of tasks have been assigned to women and to men?
- How do security concerns hinder the abilities of women, girls, boys and men to access productive resources?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN LIVELIHOODS

Equal participation of women, girls, boys and men in livelihoods programming

- Involve women and men in planning and implementing all livelihood programmes.
- If necessary convene meetings separately for women and men to capture their views and identify representatives for mixed group meetings.
- Consult with women to identify potential obstacles to their participation (e.g. if there is a need for child care during meetings, time and place of meetings, time and mobility constraints, how socio-cultural factors, as well as their roles and responsibilities, might affect their participation, etc.).
- Include women's productive assets as well as men's in asset replacement and protection programmes, whether cash or in-kind.
- Restore or provide financial services to meet the different needs of women and men, bearing in mind illiteracy issues.
- Include marginalized populations in programme activities (e.g. the disabled, elderly persons, young married girls and victims of gender-based violence). For example, a useful strategy is to establish mutual referral systems among agencies to direct gender-based violence survivors to the right place for livelihood assistance.
- Ensure the *meaningful* 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.
- Ensure that both women's and men'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.

Equal access to and benefits from livelihoods programmes for women, girls, boys and men

- Design programmes based on an assessment of women's and men's knowledge, skills and livelihood needs.
- Provide equal access for women and girls, boys and men to vocational training, income generation and microfinance 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.

For example in Sri Lanka, UNDP required 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.

- Ensure that vocational training programmes do not perpetuate gender-based labour discrimination and provide equal opportunities, including non-traditional livelihood options, for adolescent girls and boys and women and men.

For example, 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.

- Assess the need for women's and girls' leadership and empowerment training programmes to ensure their meaningful participation.
- Assess the non-formal education needs of women, girls, boys and men 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.

For example 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.

- Assess the appropriateness of food-for-work, food-for-training and cash-for-work programmes, and ensure the equal participation of women.
- Provide access to child care for women undergoing training, engaged in response roles or in community mobilization.
- When planning income generation activities for women, assess skills and life experience utilized in non-monetized activities (child rearing, household maintenance, sustaining their families/households) and how these can be built upon for livelihood programmes.
- Involve female extension officers and/or female group leaders in project activities.
- Support women's involvement in both subsistence and cash crop sectors.
- Assess the impact of different technologies and choose on the basis of their impact on women's workload inside and outside the home.
- Assess the effect of project activities on women's and men's traditional productive or trading activities.
- Identify and use means of communication accessible to women and men.
- Ensure gender balance in training teams, and be sensitive to local cultural practices.
- Raise awareness on property and land rights — and the right of women to them.
- 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 women and men, separate training sessions or different methods of work.

For example 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.

- Raise awareness and build capacities of local implementing partners on gender sensitivity.

Understand cultural differences and meet the needs of vulnerable populations

- Conduct livelihoods assessments based on needs, capacities and changes in roles between women and men, age groups and particularly vulnerable groups.
- 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.
- Assess the impact of the project on existing gender relations.
- Together with women, determine acceptable ways of overcoming barriers (e.g. if movement is restricted, escorts can be provided).

- Provide equal access to livelihood programmes for ethnic and religious minorities and consider approaches that build collaboration between minority and majority populations.

For example women's cooperatives supported by various international organizations in post-1994 Rwanda were composed of members of different ethnic groups, thereby providing a forum for reconciliation at the community level.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN THE LIVELIHOODS SECTOR

The checklist below is derived from the action section in this chapter and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

LIVELIHOODS – GENDER CHECKLIST
Analysis of gender differences
1. Information is gathered from women, girls, boys and men about: • different skill sets, needs, vulnerabilities and responsibilities of affected women and men and adolescent girls and boys, including women-headed and child-headed households; • gender division of labour, responsibilities and coping strategies within the household; • inequalities in access to and control of resources; • obstacles women, girls, boys and men could be expected to face in accessing or devoting time to income generation activities (e.g. child care or other household responsibilities). 2. The gender analysis is reflected in planning documents and situation reports.
Design
1. The livelihood programmes that are developed do not discriminate against women or men — for example construction projects traditionally targeted only to men should be reviewed to ensure access to both women and men. 2. Women, girls, boys and men benefit equally from livelihood alternatives (e.g. receive equal compensation for equal labour).
Access
1. Women and adolescent girls have equal access to livelihood programmes and livelihood support services as do men and adolescent boys. 2. Women's, girls', boys' and men's access to livelihood programmes is routinely monitored through spot checks, discussions with communities, etc. 3. Obstacles to equal access are promptly addressed.
Participation
1. Women and men are participating in consultative meetings/discussions in equal numbers and with regular frequency. 2. Child care or family care provisions are in place to allow women and girls access to programmes, trainings and meetings.
Training/Capacity building
1. 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. 2. Employment opportunities are equally open and accessible to both women and men.

Actions to address GBV
1. Programmes are monitored for possible negative effects of changes in power relations (e.g. rise in domestic violence as a reaction to women's empowerment). 2. Workplaces are monitored and instances of discrimination or GBV are addressed.
Targeted actions based on gender analysis
1. Livelihood programmes are tailored to the unique needs of the various segments of the affected community (e.g. female heads of households, adolescent girls and boys, displaced women and men, elderly persons, survivors of GBV, etc.).
Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage and impact are collected, analysed and routinely reported on. 2. Livelihood programmes are monitored for improvements in self-reliance as well as beneficiary satisfaction for both women and men. 3. Plans are developed and implemented to address any gaps or inequalities.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

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Have you read section A ?

GENDER AND NON-FOOD ITEMS 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** (NFIs) for their survival, including items such as blankets, sleeping mats and plastic sheeting to safeguard them from rain, sun, wind, cold weather and other 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, and 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 have been orphaned and require baby food, clothes, diapers, etc. Discussions are ongoing on the feasibility of distributing energy-saving stoves and fuel wood or 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 NFI packages differ from provider to provider, and the assortment has changed over time and from agency to agency. 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 types of items included may vary across regions. Thus, before packs are put together it is important that you 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. Take care 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. It's important for you to consider who receives the NFIs or when the NFIs are distributed to ensure that women, girls, boys and men benefit equally from the commodity. In polygamous societies distribution of NFIs should preferably be made to women. Hold discussions with community members in order to receive feedback on the distribution mechanism and make modifications wherever feasible so that women, girls, boys and men all have access to distribution points and are all able to receive the NFIs for their use.

WHAT DO WE NEED TO KNOW FROM THE COMMUNITY TO PLAN AND IMPLEMENT GENDER-RESPONSIVE DISTRIBUTION OF NFIS?

What are the population demographics?

- Number of households and average size of households.
- Number of women, girls, boys and men.
- Number of girls and women in the age group 13 – 49 for the purpose of sanitary and hygiene kits distribution.
- Number of female-, male-, child- and elderly person-headed households.
- Number of persons by age and sex with specific needs (unaccompanied children, persons with disabilities, seriously injured, chronically ill and elderly persons).
- Number of pregnant and lactating women.

What are the community practices, cultural and social roles and responsibilities?

- What is the gender division of labour within and outside the household and the approximate time taken for various tasks?
- Who takes responsibility for fetching water?
- What are the cultural practices in relation to women addressing their hygiene and sanitary needs, especially during the monthly period of menstruation?
- What are the firewood collection practices and type of cooking stoves used and are there local practices of energy saving while cooking?
- What are the sleeping practices and bedding arrangements used (including use of mattresses and blankets)?
- What are the different NFI needs of women and men by age and ethnic background?

What did people have before the crisis?

- What did the population use before the displacement (e.g. cooking practices) and what fuel source was used?
- What type of clothes did women and men wear? Are any specific clothing items essential for their daily needs?
- What hygiene products do they use/need?
- What mechanisms were instituted for distribution of life-sustaining items before the crisis?
- How were women-headed households or destitute women households surviving/accessing NFIs before?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN NFI DISTRIBUTION

Equal participation

- Ensure that women and men are involved in planning and implementation of the NFI distribution. Meet with them separately to ensure that power dynamics aren't silencing women.
- Make sure that both women and men know the quantity/variety of items they should receive, as well as the distribution methods, by using public information and notice/information boards clearly indicating entitlements to NFIs and distribution sites, dates and time.
- 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.
- Agree on the system of distribution, namely through group leadership — male and female leaders or through groups of heads of households or through individual heads of households — and ensure that the affected population is continuously informed on any changes in the system.
- Make sure that distribution sites are easily accessible and safe and the distribution times are convenient for women and men of different age groups and backgrounds.
- Ensure that specific needs of elderly persons, persons with disabilities and the chronically ill are addressed through community support and targeted distribution systems.
- 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, e.g. elderly persons, persons with disabilities or pregnant women and other specific groups requiring assistance).
- Ensure monitoring of distribution of NFIs is done both by agency staff and refugee community representatives.
- Ensure mechanisms are instituted for women and men to file complaints regarding the non-receipt and unmet needs of NFIs.
- Ensure that women and men are consulted as to what NFIs are culturally appropriate and familiar.

Observing specific community practices and cultural differences

- Distribute appropriate sanitary and hygiene supplies for women, girls, boys and men.
- Ensure that clothing is appropriate to climatic conditions and cultural practices, suitable for women, girls, boys and men, and sized according to age.
- Make sure that bedding materials reflect cultural practices and are sufficient in quantity to enable separate sleeping arrangements as required among the members of individual households.
- Ensure that cooking items provided are culturally appropriate and enable safe practices.
- Ensure that existing local practices are taken into account in the specification of stove and fuel solutions.

Meeting the needs of specific groups and persons

- Ensure that there is no discrimination or restricted access to NFIs based on sex, age or abilities.
- Ensure that distribution sites are in a secure area that is accessible to women and men, unaccompanied girls and boys, the elderly, sick and disabled.
- Conduct regular consultations with women, girls, boys, elderly persons, chronically ill, persons with disabilities and groups with specific needs on NFI issues to address protection concerns.
- Ensure that women are consulted about the location and means of collecting fuel for cooking and heating.
- 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.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN NFI DISTRIBUTION

The checklist below is derived from the action section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

NFI DISTRIBUTION – GENDER CHECKLIST
Analysis of gender differences
1. Information is gathered from women, girls, boys and men about family structures and NFI needs based on age and sex, and the distribution system is set up accordingly.
Design
1. Family entitlement cards and ration cards are issued in the name of the primary female and male household representatives. 2. Women, girls, boys and men have at least two sets of clothing in the correct size, appropriate to the culture, season and climate. 3. People have access to a combination of blankets, bedding or sleeping mats to keep them warm and to enable separate sleeping arrangements as required. 4. Women and girls have sanitary materials and hygiene kits, including soap and underwear. 5. Training or guidance in the use of NFIs is provided where necessary.
Access
1. The programme is routinely monitored to ensure that women and men benefit equally if there is payment for NFI distribution, including a gender balance in employment. 2. Obstacles to equal access and benefits are promptly addressed.
Participation
1. Women and men are involved in planning and implementing NFI selection and distribution. 2. Women and men are informed and aware of their individual entitlements; the quantity and variety of items they should receive; and the place, day and time of distribution.
Training/Capacity building
1. An equal number of women and men are employed in NFI distribution programmes and have equal access to trainings.
Actions to address GBV
1. Both women and men participate in the identification of safe and accessible distribution sites. 2. Distribution points are monitored to ensure they are safe and accessible.
Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage are collected, analysed and routinely reported on. 2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

Have you read section A ?

GENDER AND REGISTRATION IN EMERGENCIES

Registration provides the basis for planning programmes, providing assistance and ensuring protection in times of 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 protection services and assistance for the population in need. Monitoring and evaluation depends on valid population numbers, which should be disaggregated by sex and age in order to measure everything from the crude mortality rate and the type and number of latrines required to the appropriate shelter arrangements for girl- and boy-headed households and persons with disabilities.

It is important to ensure that there is **no difference in treatment between women and men.** We need to put appropriate systems in place during registration to ensure that both women and men have *equal access* to individual registration and documentation. Moreover, it is vital that we record each specific protection *at the individual level.* If individual registration is not feasible at the beginning, we should ensure individual registration of persons with specific needs and circumstances. Besides identification documents, other documents are vital for guaranteeing protection. Examples include individual birth, marriage, divorce and death certificates.

We must include women and men as equal partners in the decision-making bodies and processes relating to the planning of registration. It is also important to be aware of the potential risks of abuse and violence against girls and women during registration. Possible risks include harassment by certain segments of the community, those involved in registration or by other external actors. Therefore, monitoring systems are important.

WHAT DO WE NEED TO KNOW TO PLAN AND IMPLEMENT GENDER-RESPONSIVE REGISTRATION PROCESSES?

Designing the registration system

- Is the registration process designed with the input of women and men who are to be registered?
- Does the physical set-up of registration ensure privacy and confidentiality for women and men?
- Does the registration system ensure that people are not in danger in terms of security, family conflict or human rights abuse?
- What type of training is provided to registration staff?
- Is there an agreement on the categories of specific needs to be identified during the registration?
- Is there a mechanism to record women, girls, boys or men with specific needs within the household and to make referrals to appropriate existing services?
- Are all unaccompanied and separated children interviewed by a qualified and appropriately trained interviewer?
- Are interviewers aware of and informed of how to register different family structures that may exist (e.g. single-headed households, polygamous families)?
- Is each household member recorded by sex and age group, as a minimum?
- If household registration is taking place, are the names of the female and male heads of households being documented?

- What systems are in place to record individuals — women and men — in each household with references to their relationships to each other?
- Are there questions that assume an answer only from the male member of the household?
- Are all registered persons, including women and children, provided with appropriate documentation such as birth, death, marriage and divorce certificates and, in the case of refugees and asylum seekers, certificates attesting to their status by the appropriate body?

Access to the registration system

- Has the reason for registration been clearly explained to women and men and do they have access to the information, both written and illustrative?
- Is every individual guaranteed direct access to the registration process without interference from other community members?
- Is the population being registered without discrimination to their sex?
- Is each household member, including women, given an individual and confidential registration interview by a qualified and appropriately trained interviewer?

ACTIONS TO ENSURE GENDER EQUALITY AND THE EQUAL RIGHT TO REGISTRATION, DOCUMENTATION AND POPULATION DATA MANAGEMENT

Designing the registration system

- Ensure equal numbers of women and men are part of the registration team.
- Train interviewers to understand the different needs of women, girls, boys and men and how to interview them appropriately.
- Train women and men to provide appropriate guidance and timely referrals regarding safety and specific needs.
- Ensure that women have the option to request a female interviewer.
- Involve women and men in the review and validation of the registration methodology.
- Ensure that systems are in place to maintain and analyse sex- and age-disaggregated data of the population.
- Maintain data in secure places.
- Ensure confidentiality during registration, especially for those with specific needs such as female-headed households, separated and unaccompanied children, individuals with specific protection and/or security risks, persons with disabilities, persons living with HIV/AIDS and other individuals at risk.

Access to the registration system

- Establish information-sharing meetings on registration with women and men awaiting registration to provide opportunities for them to clarify issues and concerns that they may have.
- Set up mechanisms so that women and men participate in informing the community about registration processes and concerns.
- Ensure equal access to registration sites for both women and men, with a separate queue for women and children if preferable.
- Institute mechanisms to monitor registration systems to prevent exploitation and abuse.
- Involve women and men in monitoring access to registration sites.

CHECKLIST FOR ASSESSING THE GENDER EQUALITY APPROACH TO REGISTRATION, DOCUMENTATION AND POPULATION DATA MANAGEMENT

The checklist below is derived from the action section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

REGISTRATION – GENDER CHECKLIST
Analysis of gender differences
1. Information is gathered on cultural, practical and security-related obstacles that women, girls, boys and men could be expected to face in accessing registration services.
Design
1. Registration procedures are designed to minimize discrimination based on gender or age. 2. Women and men participate equally in the design of the registration process and in information-sharing meetings. 3. Registration is done by a sex-balanced team, allowing for same-sex interviewers. 4. The registration site is set up to ensure privacy and confidentiality for all. 5. Data is stored in secure places to ensure confidentiality.
Access
1. Women's, girls', boys' and men's access to registration is routinely monitored through spot checks, discussions with communities, etc.
Participation
1. Women and men participate equally in informing the community about registration processes and concerns. 2. Women and men participate equally in monitoring registration sites. 3. Women and men participate equally in registration.
Training/Capacity building
1. Equal numbers of women and men are trained to provide guidance and timely referrals regarding safety and groups with specific needs.
Actions to address GBV
1. A mechanism is in place for monitoring security and instances of abuse. 2. A referral system for reporting of security and abuse incidents is operational.
Targeted actions based on gender analysis
1. Obstacles to women's, girl's, boy's and men's equal access to registration services and documentation are addressed.

Monitoring and evaluation based on sex- and age-disaggregated data
1. Percentage of populations of concern in the country for whom age/sex breakdowns are available.
2. Percentage of women and men for whom the basic registration data have been collected.
3. Percentage of women and men interviewed and registered individually.
4. Availability of information by age and sex of individuals and groups with specific needs requiring specific protection services and assistance.
5. Percentage of population of concern by sex and age issued with documentation conforming to the standards.
6. Frequency with which existing data are updated to record births, new arrivals, deaths and departures, marriages and other changes.
7. 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.
Coordinate actions with all partners
1. All actors involved in registration are fully aware of the agreed registration process.
2. All actors involved in registration are fully aware of the categories and criteria for those with specific needs.
3. Actors in your sector liaise with actors in other sectors to coordinate on gender issues.

Have you read section A ?

GENDER AND SHELTER IN EMERGENCIES

In the initial stages of an emergency where populations have been displaced, shelter and site selection are especially important for safety, protection and 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 sites in close proximity to the border can expose the affected population to raids by armed groups, placing women, girls, boys and men 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 such as 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, girls, boys and men to undertake other useful activities. Girls and boys will have more time to attend school, women and men 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 against women and vulnerability of young men to being recruited for gangs or by rebel groups.

AN ADEQUATE STANDARD OF LIVING, INCLUDING HOUSING, IS A HUMAN RIGHT FOR EVERYONE

- UDHR, Art. 25 and 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 are made in a non-discriminatory manner, without distinction of any kind as stated above. The rights and needs of women, girls, boys, 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 impact specific 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 women and men. 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 especially 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 cases where 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, girls, boys and men. 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 elderly women and men must be met without creating further stress, danger and exposing people to undignified solutions.

- Sometimes, elderly 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 before being allocated adequate shelter/housing or construction materials.
- Sometimes women and girls are forced into having sex in exchange for 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 susceptible to violence 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 the crisis are compounded in many cases by their inability in the post-crisis period to access housing, land and property that is rightfully theirs.

Moreover, promoting gender-equal access to HLP can have a positive impact on rehabilitation and reconstruction programmes after the crisis. Access by women and groups with specific needs to HLP can catalyse 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.

WHAT DO WE NEED TO ASK THE COMMUNITY TO ENSURE GENDER-RESPONSIVE DESIGN, SITE SELECTION AND BUILDING OF SHELTER?

What are the population demographics?

- Total number of households/family members — disaggregated by sex and age.
- Number of single female- and male-headed families and number of families headed by children (girls and boys).
- Number of unaccompanied children, elderly persons, persons with disabilities, the chronically ill, pregnant and lactating women.

What types of materials were used for building shelters before/after displacement? Who builds the shelters? What were the different roles of women, girls, boys and men?

- What were the various roles of women and men in construction prior to the emergency?
- 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?
- 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?
- 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 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?
- Are the types of shelter materials used suited to the local climatic conditions and environmentally friendly?

What are the community practices and cultural patterns for household and care arrangements?

- What are the cooking, washing and household cleaning practices and what are their preferred locations — individual or communal? Are the designated areas safe? Well-lit? Easily reachable and accessible?
- Can the latrines, washing, bathing and sleeping facilities be secured with latches and locks? Are the rooms partitioned so that women, girls, boys and men have privacy to change?
- 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?
- What are the systems and who is responsible to ensure that persons with disabilities and elderly persons with specific needs are assisted and provided with care arrangements? What actions will be instituted to prevent all forms of exploitation?

Who may need targeted and affirmative actions to support them in shelter construction?

- Which groups (by sex and age) may not be in position to construct their own shelters?
- Are there elderly women and men travelling without family members or accompanied by children who require targeted shelter support?
- Have these needs been discussed with the community and how will the support be monitored to avoid exploitation of any nature?

How should shelter/living spaces be allocated? How should shelter materials be supplied/distributed? How should shelters be constructed?

- How have unaccompanied girls and boys been accommodated? Are they being cared for and supported by the community? Are their living situations being monitored in a satisfactory manner by the community to assess their safety? Are their houses/shelters well located and not isolated?
- Has partitioning material been allocated to individual households to ensure privacy?
- Are there separate and safe shelters 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?

- Are there 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?
- 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?

What are the cultural and community practices concerning shelter/houses? Are any specific shelters required for religious practices?

- Who is the primary resident/tenant? Are women and men treated equally?
- Do cultural norms enable women and men to participate equally in decision-making on shelter issues? If not, are targeted and affirmative actions required to support women to participate in a meaningful manner?
- Are there discriminatory practices/policies which impact on women or men (e.g. in the allocation of land plots, shelter sites or rooms in collective accommodation)?
- What is the broad gender division of labour in productive responsibilities (e.g. agriculture, income generation activities) and reproductive responsibilities (e.g. household chores, child care), and is time allocated for each responsibility?
- How do religious affiliations and leaders affect women and men differently? Are they promoting equal treatment or are they discriminating?

Who owns land and property? What are the laws governing land and property ownership during displacement and return?

- What was/is the ownership of land and property (including housing) before displacement, during displacement and upon return for women, girls, boys and men?
- What are the protection mechanisms of land tenure and/or property rights (legal, customary, restitution mechanisms, etc.) for women, girls, boys and men?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN SITE SELECTION, DESIGN, CONSTRUCTION AND/OR SHELTER ALLOCATION

Equal participation

- 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.
- Establish community shelter committees with equal participation of 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 related to shelter.
- Monitor women's effective participation in decision-making on shelter and be sure that their needs are discussed and met.
- Plan meetings to discuss shelter-related matters with women and men together and separately at times when women and men find it convenient to attend based on their daily work or chores.
- Ensure that both women and men are comfortable with the venue of the meetings and that the setting makes women and men feel free and uninhibited in expressing their views/concerns.
- Discuss and provide community-based childcare during meetings so that women and men can participate.
- Ensure that consultations on specific needs include women and men of different age groups and backgrounds.
- Ensure equal participation of women and men in the supply and distribution and monitoring of the distribution of shelter materials.
- Identify those at risk of exploitation and develop mechanisms through consultation with them to reduce the risks during construction/shelter programmes.
- Ensure equal pay for equal work for women and men if incentives/salaries are included as part of shelter programming.

Training and skills building

- Work with the community to identify skilled women and men and adolescent girls and boys who can support shelter construction, from both the host community and the affected community.
- If traditionally men have been in charge of construction and women are interested in participating in construction activities, call community meetings to identify those women who are interested. Provide basic training in construction to give women opportunities to equally participate in the process. 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.
- 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 become dependent on men for shelter construction or allocation as this can expose them to sexual exploitation, resulting in women and girls being forced to trade sex for shelter.
- 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.
- Consider on-the-job training for women to develop their technical skills.

Recognizing and addressing differences, including cultural differences

- Provide adequate material for partitions between families and within individual family shelters.
- Provide privacy: A woman or girl should not be compelled to share accommodation with men who are not members of her immediate family.
- Work with people in the community to design a place for meetings; counselling services; skills training that covers the needs of women and men, female and male youth and girls and boys. Separate times and types of activities may have to be assigned to each group.

Gender division of labour

- Consider the load of ongoing women's and men's tasks that could be affected.
- Ensure that new infrastructure does not mean longer working hours for women or men.

Meeting the needs of groups with specific needs

- Assist the community to identify women, girls, boys and men with specific needs by sex and age with shelter construction needs and ensure that these needs are prioritized and met.
- Encourage the development of a community support system for people with specific needs in terms of shelter construction. Ensure the participation of women and adolescent girls and boys in the process.
- Conduct regular structured dialogues and discussions with women, girls and groups with specific needs on shelter issues to ensure that any protection concerns highlighted are discussed and resolved.
- Ensure that location, price and other resources necessary for using the shelter do not restrict poor women's or men's access.
- Ensure that location does not affect women's or men's marketing of goods or other income generation activities.
- Ensure that new shelters do not contribute to the unemployment of poor women or men.
- Ensure that new structures do not displace women or men from their current position.
- Focus on remedial measures for women or men who will be disadvantaged as a result of shelter construction.
- Monitor unaccompanied minors to ensure their protection in safe foster homes. Make sure they are not exposed to servitude or sexual exploitation in their new homes.
- When designing shelter, establish child-friendly spaces where children can meet and share their experiences.
- Make arrangements for lighting in communal areas and for individual use.

Assessment/Monitoring

- Monitor communal shelters (such as schools or community centres) for instances of gender-based violence or other forms of discrimination and abuse, and take necessary measures to prevent such incidents.

CHECKLIST TO ASSESS GENDER EQUALITY PROGRAMMING IN SITE SELECTION, DESIGN, CONSTRUCTION AND/OR SHELTER ALLOCATION

The checklist below is derived from the action section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

SHELTER– GENDER CHECKLIST
Analysis of gender differences
1. Focus group discussion on shelter construction, allocation and design conducted with women, girls, boys and men of diverse backgrounds and results fed into programming.
Design
1. Single people, young and old, have access to dignified shelter. 2. Public spaces for social, cultural and informational needs of women, girls, boys and men are provided and used equitably.
Access
1. Male and female heads of households and single women and men have the same access to housing and shelter supplies. 2. Obstacles to equal access are promptly addressed.
Participation
1. Women and men are equally represented and participate in the design, allocation and construction of shelters and camp facilities. 2. Women and men, adolescent girls and boys have equal opportunities for involvement in all aspects of shelter construction, receiving equal pay for equal work.
Training/Capacity building
1. Equal opportunities exist for training for women, girls, boys and men in construction skills training. 2. Percentage of women and men trained in shelter construction. 3. Percentage of women and men involved in shelter construction.
Actions to address GBV
1. Routine spot checks and discussions with communities to ensure people are not exposed to sexual violence due to poor shelter conditions or inadequate space and privacy. 2. Mechanisms put in place to ensure people can report any harassment or violence.
Targeted actions based on gender analysis
1. The specific needs of girl- and boy-headed households are met. 2. Where construction materials are supplied, female-headed households have direct access to materials and have construction skills training support.
Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage are collected, analysed and routinely reported on. 2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

RESOURCES

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STANDARDS FOR EMERGENCY SHELTER

(Emergency Shelter Cluster - IASC)

INDICATORS	STANDARDS	
	UNHCR	SPHERE
Average camp area per person	≥ 45 sq metres[1]	
Average floor area of shelter per person in camps	≥ 3.5 sq metres in warm climates (cooking will take place outside)[2]	
	≥ 4.5 sq metres in cold climates (this figure includes area for in-house services such as bathing facilities or toilets, depending on socio-cultural habits)	
Percentage of households with "adequate" dwellings	100%[3]	

1. It is necessary to ensure there is sufficient overall camp space per person. This includes having sufficient space for all services (water, sanitation, etc.) while providing enough space for dignified living.
   - The recommended standard for surface area in a refugee camp is 45 square metres per person, including kitchen gardening space. The minimum standard is at least 30 square metres per person, excluding kitchen gardening space.
   - In a camp situation, it may be a disadvantage to have areas greatly in excess of 45 square metres per person as this will mean increased distances to services such as water, basic health unit, education, etc.
2. In addition to provision of physical protection against the elements, it is also necessary to provide sufficient floor space per person for dignified living.
   - To avoid sexual and gender-based violence (SGBV), dwellings should allow for partitioning within the shelter to facilitate privacy. Also if entrance to shelters is opened to a common area (open space/area) to allow for visibility, it would be an added value for safety, as blind spots are avoided.
3. Because of variations in climate, local building customs and cultural values or concerns, universally "adequate" shelters are difficult to define. However, adequacy may be assessed by bearing in mind the following factors. An ideal shelter should:
   - provide a covered area that provides dignified living space with a degree of privacy;
   - have sufficient thermal comfort with ventilation for air circulation;
   - provide protection from the elements and natural hazards;
   - ensure that inhabitants, especially women or groups with specific needs, are not disadvantaged by poor accommodation design; shelter design is in line with customs, cultural values or concerns;
   - ensure that physical safety is a prime concern during planning and construction.

Have you read section A ?

GENDER AND WATER, SANITATION AND 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 and safe and restores the dignity of the affected population.

Women are disproportionately affected by emergencies, in part because of existing gender inequalities. It is important to involve all members of the community, particularly women and girls, at all stages of emergency management programmes as they bring valuable perspectives, capabilities and contributions to the emergency response. Gender balance and active involvement of women and men 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. We must recognize this central role of women in managing water, sanitation and hygiene. 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. Understanding the special needs of women and girls for sanitary facilities is essential 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 household. 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 result in facilities not being used, or used incorrectly, putting whole communities at risk of epidemic disease outbreaks.

THE RIGHT TO WATER

- ICESCR recognizes the right of everyone to an adequate standard of living, including the right to water. The right to water is also inextricably linked to the right to the highest attainable standard of health (Art. 12) and the rights to adequate housing and food (Art. 11).
- 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 CRC requires States parties to combat disease and malnutrition through the provision of adequate nutritious foods and clean drinking water.
- In its General Comment No. 15, the UN Committee on Economic, Social and Cultural Rights specified the human right to water so as to entitle everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses.
- The Geneva Conventions guarantee this right in situations of armed conflict.
- 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.

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.

WHAT DO WE NEED TO KNOW TO PLAN AND IMPLEMENT GENDER-RESPONSIVE WATER, SANITATION AND HYGIENE SERVICES?

What are the population demographics?

- Total number of households — disaggregated by sex and age.
- Number of single female- and male-headed families and number of families headed by children (girls and boys).
- Number of unaccompanied children, elderly and disabled. How many women and men affected or displaced?

What water and sanitation practices were the population accustomed to before the emergency?

- What are the levels of knowledge and skills in water/sanitation and their relationship to health (women, girls, boys and men)?
- What are the patterns of water access, water source control and collection?
- What is the relationship between water collection responsibilities and school attendance?
- What are the different uses and responsibilities for water by women, girls, boys and men (e.g. cooking, sanitation, gardens, livestock); patterns of water allocation among family members (sharing, quantity, quality); decision-making on uses?
- What is the gender division of responsibilities for maintenance and management of water and sanitation facilities?
- What are the usual means and responsibility for managing excreta and urine disposal; anal cleansing; disposal of children's faeces?
- What are the usual means and responsibility for collecting, handling, storing and treating water; means and access for water transportation?
- How are the special needs groups within the community who may require specific support in water, sanitation and hygiene, such as people living with HIV/AIDS, identified?
- What is the representation and role of women in community-based associations, water committees, etc.? Do women, for example, have access to treasury?
- How were the responsibilities for maintenance and management of water and sanitation facilities divided between women and men in the community?

What are the cultural aspects to look for?

- Are water points, toilets and bathing facilities located and designed to ensure privacy and security?
- Are water points safe? Can users (especially women and children) access them safely?
- What types of sanitary materials are appropriate to distribute to women and girls?
- What are the cultural assumptions with regard to water and sanitation activities, for example during menstruation, etc.?
- What are the hygiene practices and general health of the population? If women are responsible for the hygiene status of themselves and their families, what level of knowledge and skills do they have?
- How do women perceive themselves in traditional roles and active participation? How much of this can be changed and how much cannot be changed?

What needs to be considered before constructing water and sanitation facilities?

- Who maintains toilets/water points? Who pays the costs associated with maintenance? Are they able and willing to pay?
- Does the community need training for operation and maintenance, including management?
- 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?

- Will promotional activities be needed to ensure safe use of toilets and water facilities?
- Are the physical designs for water points and toilets appropriate to water source, number and needs of users (women, girls, boys and men)?

ACTIONS TO ENSURE GENDER EQUALITY PROGRAMMING IN WATER, SANITATION AND HYGIENE

Assessments and programme start-up

- Ensure assessment teams include female assessors and translators.
- Ensure recruitment of a balanced number of women and men, and that diversity within the affected community is reflected in staff composition.
- Ensure staff have an understanding of the importance of gender in water, sanitation and hygiene programming and provide training and support where necessary.

Ensuring gender equality and equal participation

Phase I: Immediate actions

- Identify a person (e.g. school teacher, NGO representative, female or male translator as appropriate) who could coordinate consultations with women, girls, boys and men directly affected.
- 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.
- Consult both women and men on who takes responsibility for protecting surface and ground water, transporting water, drilling wells, constructing toilets, distributing water, operating and maintaining systems.
- Establish mechanisms (e.g. workshops, focus discussion groups, etc.) to make sure women's and men's voices are heard on decisions related to immediate location and appropriate technology for water and sanitation systems (design, type, cost and affordability), using appropriate facilitators where necessary and ensure convenient times and locations. Be aware of potential tensions that may be caused by attempting to change the role of women and children in communities.
- Involve women, girls, boys and men in discussions on water and sanitation, including personal hygiene habits, general health and the needs and fears of children.
- 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.
- Work separately with women's and men's groups, where necessary, to counter exclusion and prejudice related to water, sanitation and hygiene practices.
- 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.
- Involve representatives from 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.
- 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.
- Engage all of civil society (including women's groups) in the response.

Phase II: Rehabilitation and preparedness

- Conduct cultural- and gender-awareness workshops to facilitate the equal and effective participation of women and men in discussions on:
  - design and location of more permanent water points;
  - design and safe locations for toilets;
  - equitable provisions for water allocation for different tasks (washing, bathing, livestock, irrigation, etc.).
- Involve women equally with men in water management groups, water committees and other organizations to make decisions on allocations of water during drought periods.
- Determine how women's and men's participation and skills acquisition influence power dynamics at the household and community level.

Building capacity

Phase I: Immediate aftermath

- Provide formal and on-the-job training for both women and men 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.
- Consider when selecting people, particularly women, for training, the timing and language, as well as the trainees' previous education.
- Ensure selection of health/hygiene promoters is appropriate according to the target groups.
- Target hygiene programmes not only to mothers, but also to fathers and other carers of children.
- Raise awareness of women, girls, boys and men on ways to protect surface and groundwater sources.

Phase II: Rehabilitation and preparedness

- 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).
- 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 household (using men-to-men training).
- Work with community groups to expand, operate and maintain communal facilities and dispose of liquid and solid waste.

Meeting cultural differences

- Guarantee confidentiality and integrate cultural sensitivity into discussion forums on hygiene and sanitation with women and girls.
- Use other women as facilitators in these discussions.
- Include questions on cultural and ethnic beliefs on water usage, responsibilities and sanitation practices.
- Reflect cultural and ethnic differences in the affected community in water, sanitation and hygiene programmes where appropriate (e.g. different anal cleansing practices).
- Create a participatory, non-discriminatory (age, sex, ability) design for enabling unrestricted access to water and sanitation.

CHECKLIST FOR ASSESSING GENDER EQUALITY PROGRAMMING IN THE WATER, SANITATION AND HYGIENE SECTOR

The checklist below is derived from the action section in this chapter, and provides a useful tool to remind sector actors of key issues to ensure gender equality programming. In addition, the checklist, together with the sample indicators in the Basics Chapter, serves as a basis for project staff to develop context-specific indicators to measure progress in the incorporation of gender issues into humanitarian action.

WATER, SANITATION AND HYGIENE – GENDER CHECKLIST
Analysis of gender differences
1. Information is gathered from women, girls, boys and men about: • cultural beliefs and practices in water and sanitation use • hygiene habits • needs and roles in operation, maintenance and distribution • methods and time spent in water collection 2. Data disaggregated by sex and age are used to develop a profile of at-risk populations with special water requirements.
Design
1. Water sites, distribution mechanisms and maintenance procedures are accessible to women, including those with limited mobility. 2. Communal latrine and bathing cubicles for women, girls, boys and men are sited in safe locations, are culturally appropriate, provide privacy, are adequately illuminated and are accessible by those with disabilities.

Access
1. Women's, girls', boys' and men's access to services and facilities is routinely monitored through spot checks, discussions with communities, etc. 2. Obstacles to equal access are promptly addressed.
Participation
1. Women and men are equally and meaningfully involved in decision-making and programme design, implementation and monitoring. 2. Women and men are involved in the safe disposal of solid waste.
Training/Capacity building
1. Women and men are trained in the use and maintenance of facilities. 2. Women and men are sensitized/trained to protect surface and groundwater.
Actions to address GBV
1. Both women and men participate in the identification of safe and accessible sites for water pumps and sanitation facilities. 2. Facilities and collection points are monitored to ensure they are safe and accessible (locks, lighting).
Targeted actions based on gender analysis
1. Unequal knowledge levels on hygiene and water management are addressed through trainings. 2. Women's and men's access to and control over resources for collecting/carrying water, containers and storage facilities are monitored and inequalities are addressed. 3. Discriminatory practices hindering women's participation in water management groups are addressed through empowerment programmes.
Monitoring and evaluation based on sex-and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage are collected, analysed and routinely reported on. 2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.
Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues. 2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators based on the checklist provided in the IASC Gender Handbook.

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FRAMEWORK FOR GENDER EQUALITY PROGRAMMING

Analyze gender differences
Design services to meet needs of all
Access for women, girls, boys & men
Participate equally
Train women and men equally

and

Address GBV in sector programmes
Collect, analyse & report sex and age disaggregated data
Target actions based on a gender analysis
Coordinate actions with all partners

ADAPT and ACT

Collectively to ensure gender equality

IASC