



Rural Support Programmes Network



Guidelines on Dimensions of Gender Equality in Emergency Settings

Rural Support Programme Network

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RSPs emergency response is an opportunity to consolidate many years of their practice and integrate gender equality perspective into the organizational, program management and process dimensions

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List of Acronyms

| | |
|--------|--|
| AKRSP: | Aga Khan Rural Support Program |
| BoD: | Board of Directors |
| BRSP: | Balochistan Rural Support Program |
| CEO: | Chief Executive Officer |
| CO: | Community Organizations |
| GBV: | Gender based Violence |
| GDP: | Gross Domestic Product |
| GRG: | Gender Resource Group |
| KPK: | Khyber Pukhtoon Khwa |
| LSO: | Local Support Organizations |
| M&E: | Monitoring and Evaluation |
| NA: | Need Assessment |
| NFIs: | Non Food Items |
| NDMA: | National Disaster Management Authority |
| NRSP: | National Rural Support Program |
| PDMA: | Provincial Disaster Management Authority |
| PRSP: | Punjab Rural Support Program |
| RSPs: | Rural Support Programs |
| RSPN: | Rural Support Program Network |
| SAAD: | Sex and Age Disaggregated Data |
| SRSP: | Sarhad Rural Support Program |
| SRSO: | Sind Rural Support Organization |
| ToRs: | Terms of Reference |
| TRDP: | Thardeep Rural Development Program |
| UN: | United Nations |
| VAW: | Violence against Women |
| WASH: | Water, Sanitation and Hygiene |

1 Emergencies: Emerging Humanitarian Role of Rural Support Programs

Emergencies happen in a given context and for Pakistan, taking the case of 2005 earthquake, 2008 IDP crisis and floods emergency in 2010 necessitate evolving an approach that responds to the urgency, complexity and diversity of the humanitarian situation. Geography, scale of damage and socio-economic factors are determinants of designing a response to save lives, deliver supplies, protect rights, and provide security. Pakistan is a developing¹ country and has completed six decades. The majority of the population resides in rural areas and is predominantly agriculture dependent. RSPN Evaluation, 2009 corroborates that 65 per cent of the population of Pakistan depends upon 25 per cent of the country's GDP produced in rural areas, indicating rural population as a major contributing resource in development of the country. The recent flooding has approximately affected 20 million people residing in 78 districts, and caused immense infrastructure and agriculture damages, exacerbating poverty conditions across Pakistan. Such situations clearly underscore not only the need for providing social services and economic assistance but also acknowledge local men and women residing in these areas as 'contributors' in the process of recovery, reconstruction and rehabilitation. 'Mobilizing rural community men and women to participate in their own development and assist them in discovering and unleashing their own potential' are the critical building blocks of rural development approach. The rich experience of community driven approach of RSPs can be replicated and present an opportunity to bring the poor men and women affected by the floods in an organized fold.

Rural Support Programs Network brings together nine organizations with shared principles, structure and approach², with common experiences and constraints that all the RSPs face. The social mobilization efforts encapsulate nearly three quarters of Pakistan's districts, with 1.9 million 'organized households' involved in Community or Women's Organizations³. Practice related to institutional development has positioned community centric efforts in the policy arena i.e. acknowledgement to voices of the poor and social mobilization are even referenced in PRSP II⁴. The social engineering has reaped results not only for profiling the approach but also many of the RSPs have been granted endowments from the government and the model is termed as 'one of the thirteen ideas that work in ending poverty'⁵ in a world bank publication on South Asia.

The unprecedented floods caused severe devastation in one third (with already low development indices) of the districts of Pakistan and include the ones which had not recovered fully from the previous disasters. It is important to note that 57 flood affected districts have presence of one of the RSPs. Emerging trends in Pakistan indicate a growing need to recognize links between development and humanitarian assistance and fostering of greater synergies between the two. Although both immediate and long term approaches are dealt with separately but using the case of Pakistan it can be an opportunity to rethink a paradigm premised on strengths and lessons learnt from both development and humanitarian models. Evolution of such a model can also contribute sustaining gender equality or women's empowerment initiatives experiencing fragility because of the weak transition linkage between humanitarian and development programs.

While efforts for up scaling the community driven approach are underway the RSPs are expected to graduate to a role that matches the expectations of donors and those of the government. On the humanitarian side presence of RSPs is visible in distribution of food, shelter and NFIs, and WASH, camp management and education related activities. These projects are undertaken in coordination with the UN agencies, district governments, army and

¹ Human Development Rank 136(177 countries); Gender Development Rank 125(157 countries)

² Program function are social mobilization, physical infrastructure, microfinance, skills development, training, natural resource development, social services, gender and development

³ Evaluation Report - ASSESSING THE IMPACT OF COMMUNITY-DRIVEN DEVELOPMENT - Twenty Six Years of Pakistan's Rural Support Programs

⁴ A special supplement to Pakistan's 2005/10 Medium Term Development Framework puts Social Mobilization at the centre of poverty reduction strategies, and \$75 million of World Bank funding has been allocated for Participatory Development through Social Mobilization. The target is to mobilize an additional 1.1 million households in three years. A participatory, social mobilization element has also been included in other major programs such as the Prime Minister's Livestock Initiative and the Crop Maximization Project.

⁵ Same as above.

local communities. District wise presence and community outreach allow RSPs to save lives and alleviate sufferings. In their emergency related efforts, specific criteria for ensuring benefits accrue to all may not be well articulated or applied fully. Nevertheless, humanitarian activities underscore human dignity and approach of harnessing human potential remains central. Social mobilization was an integral part of the post 2005 earthquake response and related lessons from rural housing and livelihoods programs can be delved into as a starting point.

There is adequate evidence that role of RSPs as humanitarian actors was duly acknowledged considering the coordinated response and prominent presence of NRSP, SRSP and BRSP in major emergencies like the Balochistan floods, IDP crisis and the 2005 earthquake. These are organizations with adequate grounding in field realities as reported in the evaluation report by SRSP staff that revival of community organizations made an important contribution to emergency relief activities. The pace of response was significantly slower in areas where COs had not been formed.

Global research and experience reveals that intersection of gender inequality with economic deprivation produces intensified forms of poverty for women than men. The RSPs experience of initiating livelihood opportunities and micro credit services can be an entry point for introducing gender equality into emergency operations. To date the institutional response from RSPs premises mostly on addressing needs related to food, housing, income, health etc. Its operational experience reveals women are proportionally more active than men in microcredit and training activities, improving livelihoods opportunities, and their status within homes. There are 681,000 women members in Community and Women's Organizations, evidencing largest outreach (to poor rural women) of any Pakistani organization. Not many participate as decision-makers in community affairs however, with election of 775 women CO activists elected in 2005 as local government councilors model their improved societal status. These results point out that mobilization, assistance and benefits of resource development are not limited to men and has the potential of offering choices, better position and economic opportunities to women as well.

2 Gender Equality: Evolving Approach in Emergency Settings

Drawing on the work of AKRSP and SRSP, RSPN has encouraged other RSPs to develop gender policies and action plans to address issues of gender equality at various levels. In 1999, SRSP formulated a gender policy and importance assigned to gender is shown by a directive of SRSP Board of Directors, stipulating gender responsive budgeting and the allocation of 40% of funds to women-related projects. The measures may require enhancement but still reflects better level of openness to women's empowerment and gender issues.

RSPN initiatives include supporting capacity building processes leading to development of a pool of gender trainers to fill gap of women's leadership at RSPs. There remains much to be done because the number of women staff, particularly at a senior level, is low. It has also been difficult to fill gender related posts at a high enough level to be effective and to retain the staff. A Gender Resource Group of all RSPs has been established to serve as a mechanism with a potential to promote gender analysis trainings, policy formulation and regular reviews. This forum can be further strengthened with enhanced roles and responsibilities of promoting collaborative gender equality actions and learnings.

Maintaining gender standards require serious organizational efforts and are possible not only by enhancing the scope of sensitivity as well as require initiating concrete actions for translating the policy commitments. An important strength had been the RSPs' ability and existence of community networks to respond rapidly to emergency needs. As mentioned earlier, the operations of RSPs indicate their prominent role in the present relief and recovery phase of flood emergency. TRDP comes with a track record of responding to disasters especially during drought situation in Sind. In relation to gender responsiveness presently, SRSP has established women desks for distribution assistance and support in KPK. It demonstrates flood response is a priority for RSPs because

resources have been diverted to flood affected districts including deployment of women staff in the field. Such a practice outlines organizational readiness to commit additional resources for meeting local socio-cultural requirements prevailing in the flood affected districts. SRSO deployed 142 women staff, PRSP 34 and 21 women working in TRDP to support emergency operations, and the gender manager of NRSP is a member of the disaster management cell in addition to 301 women staff appointed in the field.

Gender Equality – The Goal

Not just equal numbers ... but equal recognition and status

Not to make them the same ... but to highlight and value similarities and differences

Not just to provide equal inputs ... but to ensure equal outcomes

Collection and use of sex disaggregated data is not systematic and its non availability contributes in diluting attention of policy makers to differentiated needs of women, men and boys and vulnerable.

RSP's approach to gender equality is continuously evolving and the stimulus for these efforts is sometimes the donors' push, field realities and staff's willingness and positive attitudes to promote equality. At times it's playing safe for evading difficulties, risks and conflicts in the field. RSP interventions are based on the standard models which are adapted to suit circumstances. Learning by doing principle can be applied to gender also because there are no prescriptions and potential for evolving a realistic model exists. It entails deeper reflection and analysis for taking a gender stance or setting gender standards for RSPs and related efforts are underway for developing knowledge products like gender guidelines for disaster response.

Optimal benefits from gender and development approach and capitalizing on readiness of RSPs to self reflect foster gender learning and accountability. It becomes critical to move from an instrumentalist to a transformative approach that not only seeks to meet practical needs but also ensure that benefits from services accrue to all enabling women and men to make demands in line with their aspirations. Here transformative approach refers to demand and supply side actions at policy and practice levels of RSPs i.e. 'within' on equality of opportunity, resources, services and 'outside' treatment to women and men in community based initiatives.

Review of RSPs' strategy documents reveals the positioning of GE agenda in emergency response somewhere between somewhat to relatively adequate on the continuum of none to adequate, as gender is not fully assimilated across the emergency programming. The emergency can be capitalized as an opportunity to consolidate many years of practice related to organizational and program development in RSPs. The course of gender change is not devoid of risks and resistance. Building gender awareness and capacity (especially on importance of use and collection of Sex and Age Disaggregated Data) has significance because gender analysis of risk and vulnerability assists avoiding situations that compel to take a step back.

Clarity on gender equality vision is possible by agreeing on set of minimum gender standards and priorities for RSPs. These can be criteria or targets for establishing gender priorities at policy and operational level (for example presence of women staff at food and other NFIs distribution desks, targets of reaching 30% WHHs and provision of dialogue with elders, opinion makers and negotiation skills). Such conscious organizational efforts can preserve the GE gains and evolve strategies to preserve interests of women, girls and vulnerable against resistance from conservative lobbies active in some communities. There are examples during flood emergency when SRSO was able convene sensitization sessions for men after a few cases of violence against women were reported in one of the camps.

The matrix below delineates gender statements in respective policies/strategies of different RSPs and refers to social dimensions in emergency by explaining sectoral support activities for the poor and rural women. These carefully tailored activities aim at enhancing participation of local communities in relief and recovery, however do

not rule out the requirement for presence of enabling factors that weave realities of women’s lives, their aspirations into potential organizational gender equality results.

| Name of RSP | Gender Policy/Strategy | Social Dimensions in Emergency related Reports/Documents |
|------------------------------------|--|---|
| National Rural Support Programme | To ensure that rural women and men participate in program interventions and benefit on an equitable basis by creating the necessary enabling environment and using appropriate tools and procedures. | <ul style="list-style-type: none"> -Reducing the vulnerability of households and communities in disaster-prone areas and improving their ability to cope with the effects of disasters. -Identify those persons, households and communities most at risk to disaster through assessment and analysis of risks, vulnerabilities and capacities as the basis for prioritising location and focus of programming activities. |
| Sarhad Rural Support Organization | <p>Ensure that gender remains the integral part of all SRSO activities besides mainstreaming it.</p> <p>Men and women participate in development initiatives and can benefit from the outcome equally.</p> | <ul style="list-style-type: none"> -The health and nutrition issues are at its high and the reported cases of births in relief camps and the health and diet issues of the pregnant women are of great concern for all of us. -SRSO & GFATM has worked on malaria prevention since last one year in District Khairpur and after the flood it has provided 1750 nets to the flood affected people and priority was given to families of below 10 years children and pregnant women ... from Malaria. |
| Sarhad Rural Support Program | Gender Policy, aims at ‘striving for equality in gender relations at all levels for poverty reduction through equitable, sustainable and engendered development’. | <ul style="list-style-type: none"> -The women and children in affected areas are at high risk and in most vulnerable position. The stagnant and standing water is causing problems as people are unable to meet the food requirements of their family members especially women and children. -The field teams, as per earthquake and IDPs experiences, would be encouraged to deal operational and field level issues and respond to local dynamics and local diversities. |
| Rural Support Program Network | One of RSPN’s key roles is to promote gender equality in the Rural Support Program organizations and program ... when women are empowered through social mobilization, awareness-raising, access to health, education, sanitation and livelihood opportunities, their families and communities also benefit. | Support Families affected by the catastrophic floods in Pakistan |
| Thardeep Rural Development Program | <p>To strive for gender equity and equality in the organization and its programs and projects.</p> <p>To mainstream gender in organization as well as</p> | <ul style="list-style-type: none"> -Adherence to SPHERE standards - Early warning system – monitoring of weather forecasts and socio economic |

| Name of RSP | Gender Policy/Strategy | Social Dimensions in Emergency related Reports/Documents |
|-----------------------------------|--|---|
| | its programs and projects. | situation -Preparedness and mitigation – awareness raising – community sessions (especially on drought) Climate change campaign |
| Aga Khan Rural Support Program | Empower men and women equally in development process Promoting equality between men and women for inclusive human development | -Early recovery of livelihoods -Reconstruction of Infrastructure -Help develop a policy guideline that supports Local Support Organizations for disaster response with gender perspectives and add in their mandate. -Facilitate LSO s for having a protection strategy and their capacity building for response to emergencies and network them with service providing authorities. |
| Punjab Rural Support Program | Organizational goal is to create environment based on equal opportunities and mutual respect between men & women” | - “Flood Relief and Communication Cell” was established in Multan Regional Office and designated Flood Focal Points (FFPs) at the district level. |
| Balochistan Rural Support Program | Organizational thrust and thematic areas includes gender mainstreaming at policies' and programs level | BRSP emergency response is based on: -Addressing women issues on priority basis (WASH, Health & Nutrition, Food, Shelter -BRSP strength its own female staff for women related activities mentioned above. -BRSP mobile health activity focuses on women and children health activities. -Clean drinking and washing Pads are constructed in IDPs camp. |

In RSPs, participation of communities both women and men is integral feature of all aspects of program design, implementation and assessments. Women members from six Local Support Organizations facilitated by NRSP in *Minawali* region proactively engaged in rescue, dissemination of clean drinking water messages, and demonstration sessions on ORS preparation, etc. The local women even participated in assessments of making ration cards for distribution of food and undertook resource mobilization and created linkages for health services.

3 Rationale - Articulating Gender Equality Guidelines

In emergency settings, attention to gender specific impacts of disasters is essential for reducing vulnerabilities and discriminations and implementation of inclusive processes of assistance, protection, rehabilitation and development are critical to ensure wide ranging equitable outcomes. The analysis of humanitarian situations

informs that effects of poverty, powerlessness and social instability intensify during and after the crisis/disaster situations. Pervasiveness of gender inequalities and gendered structures of social institutions in normal circumstances permeate into the crisis situation and increases the level of vulnerability of relatively less advantaged groups of population. Working with assumptions that similar provision of services and mechanisms in relief, recovery, rehabilitation and reconstruction phases would have identical outcomes and impact on men and women across identity lines and vulnerability factors is misplaced. It needs to be contested based on the social realities and gender relational factors of power and powerlessness, division of work, resource distribution, spectrum of opportunities and exposure to public sphere (mobility), and patterns of behavior towards men and women in general.

Gender as a category of analysis emphasizes upon analysis of needs and interests of women and men as it assists the organizations in profiling the resource and capacity gaps, identifying the vulnerabilities and channelizing the assistance, protection, rehabilitation and development in a gender sensitive manner. It also helps in mobilization of a significant proportion of the population whose capacities are often underestimated. It is about giving people the opportunity to build a better life for themselves, their families, and their communities.

The cost associated with the disasters is both of monetary and social nature involving relief, livelihoods support for victims, and reconstruction of local assets and restoring services. There is a risk of vulnerable groups becoming poorer and socially disempowered and adding to the social cost. In such situations, it is all the more important to specifically focus upon the diverse needs of most vulnerable and at risk groups of female headed households, orphaned girls and boys, expectant women, single mothers, young girls, elderly alone women etc).

Experience from the field reveals that gender related challenges exist invariably across the emergency contexts and all the RSPs involved in emergency response have been mentioning the gender issues: concerning; women's inability to access relief items (food & non food) on account of lack of mobility, nonappearance in public, unavailability of women staff in sufficient numbers to assist, lack of gender sensitivity by male officials; issues related to; inadequate reproductive healthcare with lack of privacy in camps for childbirth-milk feeding , insufficient provision of nutritional food, little awareness on personal hygiene and availability of culturally appropriate hygiene items; constraints as regards; availability of separate toilets-bathing facilities, distance from the living tent, sanitary disposal and safety concerns at night; and protection issues involving; lack of recognition of violence against women issues and absence of established mechanisms for safety-security, complaint registration, remedial action and follow up.

The need for developing RSP gender strategy in emergencies exists to reaffirm RSPs' policy commitment to the gender equality agenda. Drawing on the field realities of gender issues in emergency settings and RSPs' prevailing policy environment to promote gender equality in development processes (as envisaged in their respective gender policies), thinking at RSPN level emerged to enhance RSPs' emergency response with gender equality dimension. The purpose of developing generic RSP guidelines for emergency settings is to guide the process of situating, developing, implementing and monitoring gender responsive emergency programming.

The **goal** of gender equality guidelines/framework is to:

Ensure centrality of Gender Equality in emergency settings through inclusive practices across policy, institutional and process domains of RSPs

Centrality of Gender Equality means RSPs' emergency program and operational policies to focus on gender equality and the management and staff to take responsibility of not losing sight of social realities - specific constraints and opportunities of women and men - and dynamics of gender relations - power and resource imbalance between women and men.

Inclusive Practices indicate RSPs' responsiveness to prioritize inclusion of women and men's voices and interests, especially the most vulnerable and at risk groups, in emergency programming

4 Framework of Gender Analysis, Awareness and Actions for Equality

The guidelines provide a set of actions from gender equality perspective aligned with organizational elements within the policy, institutional and process domains. Organizational elements refer to overall emergency mission statement, principles, emergency sectors’ objectives, project development (need assessment, objectives, sector specific activities, beneficiaries, and performance assessment), learning and cooperation, women’s leadership and empowerment, awareness raising and planning and accountability. Specific actions are introduced as gender guidelines primarily drawing on the context specific field realities (shared by GRG) and the underlying principles of gender sensitivity in emergency situations. The guidelines do not assert any new principles, policies, or actions. The document merely explicates existing gender components of the RSPs.

Framework

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--|---|---|
| Policy Domain through gender equality guiding actions demonstrates commitment of RSPs to gender equality considerations reference their program mandate, principles and sectors’ objectives in the emergency context | Outcome Statement Enhanced policy provisions to support implementation of gender responsive emergency programming | |
| | Overall Emergency Goal/Mission Statement of RSPs | The mission statements communicate the focus and commitment of the RSPs’ overall program strategy, and build the basis for developing sector policies and various interventions and related processes. It is important to build into the mission statement a gender perspective to convey a policy level commitment for gender equality to the internal and external stakeholders. <ul style="list-style-type: none"> - Goal/Mission statement (whatever is in place) of the emergency strategy/policy, given specific context, is to make a reference on how it seeks to address the issue of power imbalances and inequalities between women and men. Examples of articulation could be: <ul style="list-style-type: none"> - addressing the issues of social and gender justice, - reducing gender disparities, - focusing need based opportunities, - promoting equitable outcomes - mainstreaming gender concerns - contributing to transformation of gender relations Adequate resource allocation (financial, human and knowledge promotion) demonstrate the political will of the leadership to translate the policy articulation into verifiable actions. <ul style="list-style-type: none"> - Emergency policies and programs to commit increased resource investment for gender sensitive community interactions (<i>more women staff+ trained men and women staff</i>) and gender |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|---|---|
| | | <p>responsive programming (<i>number and nature of gender mainstreamed and targeted/ empowerment focused interventions</i>)</p> |
| | <p>Principles</p> | <p>Principles of policy outline the gender values being promoted by an organization. In this case these principles concerning emergency settings that inspire and inform the RSPs’ program approach and implementation along prioritized dimensions of equality.</p> <p>Examples of key gender focused emergency principles are stated drawing on:</p> <ul style="list-style-type: none"> - RSPs program ideology of community participation and empowerment, - guiding principles of RSPs’ existing gender policies referring to equity, equality and rights perspective, and - specific gender considerations in emergency situation based on RSPs’ work realities <p>Guiding Principles</p> <ul style="list-style-type: none"> - Assurance of inclusive participation and provision of equitable assistance and protection to women and men across identity lines and vulnerability factors in emergency and disaster situations <p><i>(dividing identity lines: age, class, religion, ethnicity, caste, geographical setting etc; vulnerability factors: single headed households, separated/unaccompanied girls & boys, disable persons, expecting & lactating women)</i></p> <ul style="list-style-type: none"> - Acknowledgement of similarities and differences between women and men and development of appropriate emergency response <p><i>(differences in roles, needs, opportunities, capacities, resources, status and crisis coping behavior of women and men across identity lines and vulnerability factors)</i></p> |
| | <p>Sector Approach -Objectives</p> | <p>RSPs’ level and extent of emergency and disaster response varies depending upon their context, program priorities and nature and scale of the emergency. The role of RSPs is of direct emergency assistance and services as well as of coordination and filling the gaps. Given their engagement in different phases of disaster/emergency (rescue, relief, recovery, rehabilitation and reconstruction) it is important to consider gender analysis, awareness and equality actions in sector approach and objectives.</p> |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|---|--|
| | <p>Below are stated two levels of guiding actions: applicable to all sectors and sector specific actions.</p> <p>Activities specific to emergency sectors are elaborated in institutional domain (operational level organizational elements).</p> | |
| | <p>Sector Objectives:</p> <p>Applicable to All</p> | <p><u>Guiding Actions Applicable to All Sectors and Phases of Emergency/Disaster:</u></p> <ul style="list-style-type: none"> - Sector objectives/approach to convey an intention to promote gender equality with emphasis on less advantaged group from among the affected population - Reflect sensitivity towards the distinct assistance and protection needs of women, girls, men and boys - Address the differences in access to and control over services and resources |
| | <p>Camp Management & Shelter</p> | <p><u>Guiding Actions applicable to Specific Emergency Sectors</u></p> <ul style="list-style-type: none"> - Camp management to specifically take into account protection and security needs of women and girls and persons with specific needs - Shelter strategy to consider women’s concerns with regard to provision of and access to basic facilities |
| | <p>Food, Non-Food Items & Nutrition</p> | <ul style="list-style-type: none"> - Food distribution to make provisions for relevant, adequate and equitable supply of food and non-food items to all across dividing identity lines - Nutrition program to specifically take into account the nutritional needs of the most vulnerable groups |
| | <p>Registration</p> | <ul style="list-style-type: none"> - Registration process to facilitate women, elderly, persons with disabilities, unaccompanied children and young girls in getting registered for aid without any discrimination on the basis of sex, family status, religion, ethnicity and caste |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--|--|--|
| | Health | <ul style="list-style-type: none"> - Health relief to address cultural constraints and physiological, psychological risks of women/girls and arrange for need based services |
| | WASH | <ul style="list-style-type: none"> - Water collection and sanitation facilities to ensure safety, privacy and accessibility for women and girls |
| | Education | <ul style="list-style-type: none"> - Education intervention to create equal access to gender sensitive education opportunities with emphasis on safe learning environment and community (women –men) participation |
| | Livelihoods | <ul style="list-style-type: none"> - Livelihood program to strengthen women’s capacities to access range of options to regain/acquire economic resources with sensitivity to their work burden and control over services |
| | Protection | <ul style="list-style-type: none"> - Protection services to capture issues of security, vulnerability of women and girls to gender based violence and develop appropriate response through linkages or direct interventions |
| <p>Institutional Domain</p> <p>provides a set of gender analysis, awareness and equality actions to guide the concerned staff along the key organizational elements to better analyze and respond to the diverse needs of women and men and the most vulnerable and at risk from among them</p> | <p><u>Outcomes Statement</u></p> <p>Improved capacity of gender analysis and diversification of emergency services to ensure inequalities are not reinforced and benefits are equitably distributed</p> | |
| | <p>Program/ Project Development</p> <p>RSPs in majority of the cases have created emergency/disaster units to properly plan and respond to the emergency/disaster situations. Emergency assistance is being provided by developing specific response program and designing different projects. Nature of the project (proposals) varies given the RSP’s mandate but invariably falls within the emergency defined sectors.</p> <p>Guiding actions are stated related to the various elements of project development: need assessment, objectives, activities, participants/participation and performance measurement.</p> | |
| | Need Assessment | <p>Adequate conceptualization of the intervention based on need assessment helps a great deal in developing appropriate projects. Need assessment can help in collecting sex-age disaggregated data, determining the distinct impact of the emergency/disaster on different groups of population and identifying identical and diversified needs. Need assessments are conducted either in coordination/partnership with other development agencies and/or independently at an organizational level. Whatever may be the case, the gender analysis of needs and impact of the crisis is essential to develop sensitive assistance, protection and rehabilitation response.</p> |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|----------------------------------|---|
| | | <ul style="list-style-type: none"> - Ensure composition of gender balanced need assessment teams - equal number of women and men or have at least 40% of women in NA teams to capture realities of affected female population - NA teams to be familiar with gender analysis to be able to focus on social realities and similarities and differences in gender roles, needs, opportunities, capacities and resources of men and women across class, age and geographical settings - Engage community women and men along with staff in collecting information based on RSP/area specific NA criteria - NA to include questions/queries on intra-household dynamics like distribution of resources, entitlement of rights and status of women/girls and men/boys within the household - Capture and analyze gender specific vulnerabilities and incidence of gender based violence (GBV) - In addition to incorporating gender dimension in general NA exercises, conduct rapid specific assessments to seek women’s perspective on security, protection, support services and potential to contribute in an emergency situation - NA to include sex-age-disaggregated data of direct and indirect affected population |
| | <p>Project Objectives</p> | <ul style="list-style-type: none"> - Formulate project objectives keeping in view the gender gaps/issues identified in the need assessment exercises - Objectives to specifically refer to men, women, girls and boys to emphasis working with both groups - Objectives seeking to advance gender equality needs to incorporate aspects of empowering women/girls and improving gender relations <ul style="list-style-type: none"> -Projects can pursue the stated objectives by following an integrated/gender mainstreamed or gender specific-focused approach. Specific approach allows for focusing on enhancing the situation of women/girls or targeting men with a purpose to improve gender relations (e.g. awareness on gender based violence). |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|----------------------------------|--|
| | | |
| | <p>Project Activities</p> | <p><u>Guiding actions applicable to all Sectors' activities</u></p> <ul style="list-style-type: none"> - Avoid assumptions that all activities will be relevant to all men and women - receiving similar response and accruing equal benefits - Ensure all affected groups receiving assistance and gaining benefits irrespective of the dividing identity lines and vulnerability factors - Establish relevancy of the activities to specific needs and interests of women, girls, boys and men given the biological and socially ascribed roles and relations between women and men - Focus on the specific needs of most vulnerable from among the affected groups of women, girls, men and boys (single headed hh, unaccompanied –separated girls & boys, single parents etc) and develop gender targeted interventions - Take cognizance of intra-household relations (women and girls situation relative to men-access, control, mobility, decision making etc) in designing specifically household level interventions - Introduce activities across different emergency sectors aimed at improving the gender relations, empowering women and girls and increasing their economic and social capital - Focus on participatory development and contribute towards transforming gender roles/relations enabling disadvantaged groups to claim rights <p><u>Women staff enqagement in activities</u></p> <ul style="list-style-type: none"> - From a gender perspective, it is imperative for RSPs to have gender balanced staff team for all stages of the emergency work. It implies equal and at times more than equal number of women to especially cater to rescue, relief and rehabilitation assistance and protection needs of women and girls. - Women's staff involvement in preparing relief kits, posting at relief distribution points and engagement in assessing women's |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|---|--|--|
| | | <p>needs is essential to ensure adequate provisions to women. women’s staff can also engage in discussions/dialogue with women to capture any issues concerning their safety and protection from violence.</p> |
| | <u>Emergency Sector Specific Actions</u> | |
| | Rescue | <ul style="list-style-type: none"> - In case of engagement in rescue operations, sensitivity to be observed and priority to be given to rescuing women/girls esp. with disabilities. In reaching out to them ensure that women/girls are not discriminated against on the basis/plea of cultural norms of not to be rescued by the outsiders |
| | Camp Management & Shelter | <ul style="list-style-type: none"> - Depending upon the role of a RSP in camp management, advocate for or/and introduce adequate measures for safety and security of displaced women/girls residing in camps/temporary shelters. - Safety and security are related to identifying potential risks and suggesting actions to overcome the same such as accessibility and adequacy of toilet-bathroom facilities, water collection & food distribution points, laundry, sanitary disposal, and privacy in tents esp. for expectant and lactating women - Where possible facilitate women’s participation in camp management or to seek their views on needs and issues to ensure responsive actions |
| Food, Non-Food Items & Nutrition | <ul style="list-style-type: none"> - Relief supplies to include necessary provisions keeping in view women/girls specific needs and culturally appropriate practices: personal hygiene items, cloths, soaps, sheets, towels, pillows, comb, shawl/<i>chaddar</i>, clothing (women & babies), infant milk, basic food, drinking water & mosquito netting. Women staff can further look into the needs of women and decide as per the area/community requirements - Design food distribution services to reduce women’s and children’s time spent in collecting food and burden of carrying heavy aid packages - Food distribution for women to be handled by women staff with the support of camp management (including camp women) to ensure adequate supply with dignity and respect | |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|---------------------|--|
| | | <ul style="list-style-type: none"> - Efforts to be made to reach out to women as often women on account of cultural traditions feel hesitant to collect aid - Preference to be given to expectant, lactating, elderly and single women with or without children and persons with disabilities in food distribution with an arrangement that preference and collection of food by women is not being exploited by men - Consider meeting the nutritional requirements of women and young kids with special needs in regular food distribution. Introduce special nutritional initiative to support needs of at risk groups |
| | Registration | <ul style="list-style-type: none"> - Facilitate women in getting registered without any discrimination by providing adequate information to them, guiding registration team on sensitivity to women’s needs and monitoring the process for timely handling/referrals of issues - Sensitize authorities on compensation process to overcome the issue of male bias and ensure provision of compensation to single women-female headed households |
| | Health | <ul style="list-style-type: none"> - Ensure equal access of women and men to medical facilities and advocate for gender balanced health providers’ medical units to cater to women’s needs - Design specific interventions to cater to expectant women’s medical pre natal, maternity and post natal care. Interventions to promote special provisions for conducive and hygienic environment for childbirth. Consider health needs of adolescent girls, nutrition requirements of children, cultural aspects of gender based discrimination in health and nutrition - Arrange for psycho-social counseling for women enabling them to manage post disaster stress and trauma |
| | WASH | <ul style="list-style-type: none"> - WASH interventions to take care of adequate supply of water for drinking, cooking, bathing, personal hygiene and cleaning and laundry purposes. |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|--------------------|--|
| | | <ul style="list-style-type: none"> - Arrangements to be made for sanitary disposal of solid waste - Ensure provision of separate, secure, well lit and accessible toilet and bathing facilities for women/girls - Arrange personal hygiene sessions on use, maintenance and management of facilities, water services and waste disposal |
| | Education | <ul style="list-style-type: none"> - In early recovery stage, focus on educational activities and ensure equal participation of girls and boys with adequate space, learning material and teachers - Create opportunity for relevant and quality education and ensure safe learning environment. Make code of conduct for teachers and establish mechanism for checking and dealing with cases of sexual harassment (students and teachers) Keep track of such incidents to take immediate actions - If engaged in rehabilitation and reconstruction level education activities then ensure involvement of women in education committees, construction of equal number of school facilities for girls, increased enrolment of girls and provision of gender sensitive curriculum. - Schools to have gender sensitive learning environment with child centered teaching methodology and appropriate facilities of class rooms, latrines, water provision and if possible play area. Provision of free books and uniforms and close location will encourage parents to sent their girls to the schools - Think of ways of coordinating resources to expand education program to hard –to- reach girls. - Make strategies to recruit and retain women teachers and arrange for their trainings and refreshers |
| | Livelihoods | <p>In post disaster rehabilitation and reconstruction, women should have access to income generation opportunities to improve their economic resources and status. In disaster, women who lost husbands (breadwinner) assume the responsibility of earning livelihood for the family. They need additional support and provision of resources. RSPs have to make sure that women are not marginalized while designing livelihood interventions</p> |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|--------------------------|---|
| | | <ul style="list-style-type: none"> - Livelihood interventions to make available working capital, material and resources for income generating activities to women along with technical training and marketing options - Build on women’s existing skills and resources to restore their pre-disaster income earning activities - Offer training in new skills to facilitate women’s access to new areas income earning sources - Encourage women to manage the earned resources and build their confidence to have control on utilization of those resources - Build linkages of women with concerned government and other institutions for acquiring relevant services - During relief and recovery phase, arrange for helping women in livestock management as this in many cases continue to be their responsibility |
| | <p>Protection</p> | <p>Protection is defined from the perspective of security of women and girls in camps and temporary shelters, and safeguards from violence and abuse. RSPs’ actions in this sector largely depend on their level of engagement and commitment to gender issues. Gender policies of the RSPs articulate commitments to reduce gender inequalities and transform gender relations. GBV/VAW is manifestation of power imbalance between women and men and results from gender inequalities, thus critical issue within the purview of gender equality to be addressed by RSPs.</p> <p>RSPs to give due consideration to the issue of safety, security and VAW/GBV and respond through direct interventions or effective linkages and follow up with the concerned agencies (govt. international and national organizations)</p> <ul style="list-style-type: none"> - RSPs to remain vigilant of potential security issues and incidence of violence against women-girls, and through different means and dialogue with women get their views on such issues - Women staff to sensitize women and girls on these issues to remain alert and raise concern with the camp authorities - Facilitate formation of vigilance committees involving women to act as monitors to support other women and increase security of camps esp. at night in camps managed by the RSPs |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|--------------------------------|--|
| | | <ul style="list-style-type: none"> - Develop liaison with government/army managed camps to raise awareness of officials on issues of potential threats to women and girls in camps (abduction, trafficking, sexual harassment etc) and VAW, and encourage them to develop guidelines for protection of women/girls with additional security provisions - For effective actions, work in unison with UN protection and GBV cluster, international and national organizations to influence other camps to take necessary security measures - Work on developing mechanisms for reporting VAW/GBV incidents and inform women about referrals to legal, medical, counseling services and registering complaint with police - Create awareness among women on issues of GBV/VAW and women’s right to live in dignity and have security and protection from the state - Involve men in the campaign to combat VAW and sensitize young men on the issue to develop sensitive attitude and practice |
| | Beneficiaries | <ul style="list-style-type: none"> - Mention who is included in the project- men/women or both (number of women and men) - Identify most vulnerable and encourage them to participate (categories of population groups) - Make efforts to encourage and engage women-girls to equally benefit from the assistance and protection services - Ensure women’s voices are heard and promote representation of women in different service committees and teams |
| | Performance Measurement | <p><u>Appraisal</u></p> <ul style="list-style-type: none"> - Develop a mechanism of gender appraisals of new projects, interventions prior to (internal or external) approval and implementation - <i>appraisal to assess the extent of gender sensitivity and potential of the planned intervention to contribute to the gender equality with a ranking of 0-3 (low-average-high)</i> |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--|---|---|
| | | <ul style="list-style-type: none"> - <i>engage internal gender teams in rapid appraisals and incorporate recommended changes</i> - <i>Involve GRG in defining the basis of appraisal ranking that could be applicable to all RSPs or in case of specific requirements each one of them can define their own ranking basis</i> <u>Reporting</u> - Maintain data of affected population disaggregated by sex, age and specific categories as a basis for gender aware programming - Collect ongoing sex disaggregated information related to provision of assistance and different services (coverage of population, benefits-implications) and incorporate the same in daily/monthly/quarterly/annual reporting - Incorporate gender sensitive indicators in regular monitoring formats/processes of emergency programming to be reflected in periodic monitoring reports - Disseminate information disaggregated by sex and age and categories of population and develop special reports on gender situation analysis to establish relevancy of addressing gender issues enabling senior management to commit adequate resources across sectors <u>Outcome Assessment</u> - Develop a set of outcome indicators that measures change in situation of women and girls relative to men and boys across different thematic interventions - Monitor constraints in accessing assistance, services and protection by affected groups esp. women through spot checks, and discussion with women and men - Analyze financial resource allocations specific to gender in emergencies |
| <p>Process Domain</p> <p>advocates measures for promoting</p> | <p><u>Outcome Statement</u></p> <p>Established mechanism of collaboration, women’s leadership and empowerment, and instruments of organizational accountability on gender learning and practice.</p> | |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|---|--|--|
| <p>synergies with key emergency partners, building relevant gender knowledge and leadership resource base and establishing responsibility for action planning in conformity with RSPN's gender and emergency guidelines</p> | <p>Cooperation and Learning</p> | <p>Cooperation refers to partnerships and linkages with UN agencies/clusters, international and national non-government organizations and government disaster management authorities and other relevant ministries/departments. Learning entails knowledge promotion and management through capturing lessons learnt and applicable practices.</p> <p><u>Cooperation</u></p> <ul style="list-style-type: none"> - In project partnership for implementation of certain sector activities, ensure gender dimension is adequately taken care of. In joint collaboration, the agreements to specifically outline gender sensitive actions in provision of assistance and protection. (<i>refer to sector specific guiding actions for assistance</i>) - Given the RSPs role in working through linkages, the protocols to include gender sensitive measures. Raise awareness of cooperation partners on gender dimension of emergency/disaster and provide evidence of gender issues based on field experiences - Advocate for enhancing the security and protection measures for at risk groups residing in camps and temporary shelters by initiating dialogue with federal and provincial disaster management authorities (NDMA-PDMAs). - Engage in UN clusters meetings. Encourage staff to raise gender issues in clusters meetings (all sectors) based on RSPs experience. Actively engage in protection cluster and GBV sub cluster meetings to build alliances and develop advocacy measures for dealing with GBV and security issues <p><u>Learning</u></p> <ul style="list-style-type: none"> - Make use of different forums (UN-Govt.) to promote gender equality and share RSPs' progress and lessons learnt - RSPs to develop internal mechanisms to assess, document, disseminate and apply gender related lessons learnt - At RSPN level through Gender Resource Group (GRG) engage RSPs staff to participate in discussion forums on gender issues and actions in emergency - GRG to build expertise in the area of gender equality in emergency/disaster situation to become a ready technical resource for RSPs |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
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| | | <ul style="list-style-type: none"> - GRG to develop ways and means of sharing newly acquired knowledge and skills of individuals with the group as often frequent meetings during crisis situation is difficult to organize |
| | <p>Women’s Leadership and Empowerment</p> | <p>Recognition of women’s leadership and empowerment at the level of communities and organizations (RSPs) is important to addressing gender inequalities in community processes and organizational aspects. Empowerment entails building consciousness and capacities of women to collectively voice concern on discrimination and claim rights to promote social justice.</p> <ul style="list-style-type: none"> - Actively engage community women in emergency related community activities. Given the traditional constraints on women’s participation, find appropriate ways to involve women on sector committees and teams and ensure representation of their interests - Women’s involvement in planning and decision making to be facilitated by sensitizing men (family and community) and working on overcoming resistance from different actors at different levels of decision making - Elicit women’s views on issues of security, protection and GBV and develop their capacity to engage; in protecting women from harassment in camps and shelters and building support groups to assist women victims of violence - Mobilize resources for capacity building of women leaders/activists in pre and post disaster times to capitalize on their capacities at times of crises - Make leadership development of women staff in all RSPs a strategic priority especially in emergency programming. Engage gender aware women staff and gender focal persons in decision making processes to be able to integrate women’s concerns in emergency programs - Capitalize on available expertise in GRG and through this forum develop leadership competency of the group members (from all RSPs) |
| | <p>Awareness Raising on</p> | <ul style="list-style-type: none"> - Organize issue based gender sensitization dialogues with both women and men esp. related to potential security and |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|---|--|
| | <p>Gender Issues</p> | <p>protection threats to the vulnerable groups</p> <ul style="list-style-type: none"> - Provide women with necessary skills to face new challenges as sole breadwinner of the family due to male member’s death, disappearance or disability - Engage in dialogue with the camp management on issues of vulnerability and risks of sexual harassment, GBV, abductions etc enabling them to take appropriate protection measures - In rehabilitation and reconstruction phase, focus on building knowledge of human and women’s rights and various forms and implications of VAW/GBV of women and men communities (LSOs-men COs) and concerned government partner agencies - Strengthen community groups’ (LSOs etc) capacity and leadership in a manner that they become a gender resource for awareness raising and lobbying with the concerned officials and agencies on gender issues - Incorporate gender dimension in emergency/disaster management training for women and men community members - Develop relevant gender awareness raising and training material and manuals to guide the capacity building process - Put in place a code of conduct with guidelines and implementation mechanism to identify and address unethical conduct and sexual harassment in emergency situation related to both communities and organizational staff. RSPs can draw upon their existing gender policies to develop guidelines/code of conduct for emergency settings. |
| | <p>Planning and Accountability</p> | <p>Drawing on the Gender Responsive Guidelines in Emergency Settings steered and developed by RSPN, other RSPs are expected to formulate gender related emergency specific strategies or to expand the existing gender policies from an emergency perspective.</p> <ul style="list-style-type: none"> - Develop RSP(s) specific gender and emergency strategies in consultation with staff (representatives from different RSP programs/sections) - Gender focal person of RSP(s) to take lead in development of the strategy with shared responsibility from the senior managers of Human Resource Development and Monitoring and Evaluation sections |

| Spheres of Interventions | Org. Elements | Guiding Actions (Guidelines) |
|--------------------------|---------------|--|
| | | <ul style="list-style-type: none"> - Develop gender action plans with indicators and resource allocation to articulate priorities for different emergency situations - Agree upon accountability mechanism with RSP(s) leadership for compliance of action plans and gender strategies with clear responsibility for implementation - Mechanisms may involve assigning gender mainstreaming task to a senior manager with reporting access to CEO and BOD meetings, setting up/strengthening of gender committees at organizational and community levels, regular progress reporting through M&E, assessing outcomes against indicators, identifying challenges in regular management meetings and taking corrective measures, and integrating gender performance in ToRs and annual assessment of staff especially senior managers |

5 Institutional Mechanisms – Sharing Responsibility for Gender Equality Actions

Accomplishing gender equality requires a holistic approach involving actions and support steered from different levels. Critical is that priorities are met, which necessitate presence of organizational commitment and sensitivity within existing institutional systems (identified below) for addressing gender issues. Some of the potential mechanisms that can be the entry points are mentioned below:

- **Leadership:** Promoting gender equality is the responsibility of RSPN Board of Directors, CEOs forum and BoDs of individual RSPs, having a strategic leadership role, fostering political will and promoting accountability.
- **Operational:** Integrating gender perspective into procedures, systems of coordination and collaboration and key programmatic functions of RSPs in addition to the established disaster risk management infrastructure is the responsibility of individual RSPs – CEOs and the Management. Senior leadership to create institutional environment for greater action and impact.
- **Technical Assistance:** Assistance, advice and facilitation in gender equality programming being provided through gender desks, gender focal persons and gender core groups/committees. Gender Resource Group at RSPN level to act as a forum to promote synergies and gender learning across RSPs.
- **Community Involvement:** Engaging women and men communities in dialogue on gender issues, introducing gender responsive disaster management planning, motivating them for collective actions on women’s participation and leadership development and cultivating shared responsibility for steering the gender equality agenda.

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