Human Settlements in Crisis

Gender and Post-crisis Reconstruction (DRAFT 0)

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UN-HABITAT

GENDER AND POST-CRISIS RECONSTRUCTION

DRAFT 0

A Practitioner's Handbook

DRAFT 0
March 2007

UN-HABITAT

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ACKNOWLEDGEMENTS

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Introduction

The nature and frequency of both natural and human-caused disasters have changed dramatically in recent decades. Nowadays disasters often comprise a toxic mix of trans-border or global phenomena which threaten the life or well-being of people. For example, chronic poverty, massive population movements, organized trans-border crime, environmental degradation and an increased spread of deadly infectious diseases make the impact of disasters or conflict worse and the affected population more vulnerable to new or additional threats. In addition, the irreversible trend towards urbanization puts particular emphasis on urban risk, which comprises factors such as violence, unemployment, pollution, and poor health.

Helping to rebuild after disaster and war has become one of the priorities of the international community. Many lessons have been learned. For example, a sustainable relief and reconstruction (SRR) approach combining speedy assistance with longer-term development principles is preferable to humanitarian or development assistance alone. Still, many gaps remain. One such gap concerns the mainstreaming of gender equality into SRR strategies.

Field practitioners indeed face a difficult task when being asked to mainstream the principles and practice of gender equality into the complex processes of relief and reconstruction. While wishing to comply with the policy directives for such mainstreaming, the reality often presents formidable challenges. For example, the magnitude of the rebuilding challenge might appear so enormous that gender mainstreaming may seem of a lesser priority. Also, external actors might be preoccupied with defining a proper role for themselves or in partnership with others amidst the chaos, and thus have little resources left to consider gender issues. Ethical dilemmas associated with promoting social change on the one hand and respecting the capacity to change on the other might hold back action for gender parity. The tension between the urgency of action and the importance of calculated longer-term assistance might additionally grasp attention away from gender concerns. Furthermore, field practitioners receive increasing requests for applying holistic approaches and the mainstreaming of a whole range of cross-cutting issues, and thus have a hard time doing justice to all. Lastly, as much as coordination and harmonisation with partners are needed, time spent on coordination might thus not be available for work on an issue, such as gender equality.

This handbook finds its niche in addressing exactly these challenges. It provides easy-to-read guidance on how field practitioners can better address gender equality in the messy post-crisis reconstruction period, with a particular focus on how to do that in the context of increased urbanisation.

This book is accompanied by a second more specialised handbook on governance in the post-crisis context.

The Objectives of This Handbook

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The book has been written for both UN-HABITAT staff, (at the field, regional and headquarters levels) and also staff of other UN agencies, donors, national governments, local authorities and NGOs, some of which might be UN-HABITAT's implementing partners.

The readers of this handbook will

(1) Appreciate the concept and scope of gender mainstreaming in post-crisis environments;

(2) Become aware that UN-HABITAT assistance in post-crisis environments can be more effective if it includes a gender perspective;

(3) Identify the international instruments/policy frameworks which establish gender equality in post-crisis situations;

(4) Recognise the particular elements that characterise a gender approach at all levels of recovery assistance;

(5) Be able to use specific tools to incorporate a gender perspective in all programming phases (planning, implementation, monitoring and evaluation); and

(6) Understand that mainstreaming gender takes place beyond the project level through follow up within the institution and with partners.

Terminology

Guided by pragmatism, the term "post-crisis reconstruction" is used denoting both the difficult period of recovery after a disaster and the transition period of rebuilding after a violent conflict. This approach is taken because

(1) The terms "post-crisis reconstruction", "post-conflict rehabilitation", "recovery", "transition assistance", and even "peacebuilding" are sometimes used interchangeably, and no agreed universal definitions for most of these terms are available;

(2) In the aftermath of either a natural or a man-made disaster the assistance provided by the international community needs to be as comprehensive as possible (incorporating post-conflict and post-disaster approaches); and

(3) In reality, handbook users will find themselves in situations that require both an understanding of the components of disaster as well as conflict response.

The book can be accused of portraying an explicit focus on women, despite the recognition that the gender concept surely encompasses both sexes. However, as of today in most societies women are still considerably more disadvantaged.

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Particular attention to and support to the situation of women is thus still needed in order to restore or establish true gender parity.

How to Use This Handbook

This handbook is designed with a user-friendly structure and a well-defined scope, so that readers can indeed make ample use of this book in their daily activities.

Structure

The handbook is divided into four substantive chapters. Chapter 1 sets out the issues and provides an overview. Chapter 2 explores the foundations for action, such as the mandate, vision and policies. Chapter 3 provides actual tools for staff to apply in their specific context. Chapter 4 advocates follow-up strategies, so that gender mainstreaming will indeed be assured also beyond the project or programme level.

The chapters themselves are organized in a way that make for attractive reading for different types of readers with varying amounts of time available for learning. A **chapter summary** provides a quick overview of what is to come in each chapter. This summary is a "must-read" for anybody, and provides the opportunity to briefly assess the chapter's relevance to the reader's concern.

Following is the main body of the chapter. The text is lightened with **case examples in boxes** that provide some reality check, **tables** for easy absorption of information, **tools** such as checklists, inventories, or tipsheets, and the enumeration of **good practices** (where appropriate), which are based on methods found to be effective in similar contexts. The penultimate section of each chapter synthesises the most salient **learning points,** and thus connects the reader back to the summary at the beginning. Each chapter ends with a **further reading section,** in which guidance on additional key texts can be found.

Four **detailed case studies** are annexed in order to illustrate possible successes and pitfalls in concrete situations. A **quick guide to employing the tools**, also annexed, summarises the most important practical information this book has to offer Sources are provided in **footnotes** at the end of the appropriate page for the reader who needs or wishes to pursue a particular point in greater detail. All sources are found in full in the **bibliography**.

Scope

Coverage of each topic is not exhaustive. Those aspects that have proven most troublesome in post-crisis periods are addressed and the guidance given is as practical and concrete as possible.

The handbook does not recommend actions by area of responsibility, (e.g. urban planning, land reform, water and sanitation), since this would result in repetition and make the book cumbersome to use. Rather, it is assumed that staff would be able to transfer skills learned while reading this book to their respective area of work.

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Many of the activities mentioned in the book will also be undertaken by other organisations. However, UN-HABITAT staff need to be aware of them in order to co-ordinate effectively with these colleagues, support their work, and ensure that other organisations' work reinforces that of UN-HABITAT.

All descriptions and explanations in this handbook are offered as tools. They can be used to reassure, encourage, persuade and defend the people of the host society, national counterparts and international colleagues in the joint effort to restore – or provide - balance in a society which has been in upheaval on many levels. One of the manifestations of this balance would be the equitable treatment of all people. Such treatment, in turn, is imperative for the democracy, peace and development that the United Nations is mandated to foster.

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Chapter 1 – Understanding the Issues

Chapter Summary

Field practitioners face a difficult task when being mandated to mainstream the principles and practice of gender equality into delicate processes of relief and reconstruction. Pulls and pushes concern (1) the overwhelming magnitude of an urgent human need for assistance in the volatile crisis environment, which can easily overshadow gender concerns, (2) the struggle to define a proper role for external actors and setting appropriate priorities amidst the chaos, (3) the challenges associated with finding appropriate internal partners or fitting into existing local programmes/projects without being perceived as imposing one's own values, (4) the ethical dilemmas associated with promoting social change on the one hand and respecting the capacity to change on the other, (5) the desire to "do right quickly" but without jeopardizing sustainable development principles, (6) the ever increasing calls for more holism and integration, which in principle are helpful, but in practice difficult to implement, (7) the rising number of cross-cutting issues to mainstream, and (8) the need for ever more time-consuming coordination and harmonisation of programmes and projects with partners. In the face of these challenges, it is no surprise that field practitioners find it sometimes difficult to keep gender mainstreaming on the top of their agendas.

Arguments for why a gender perspective nevertheless needs to be pursued can easily be made. In essence, promoting gender equality in assistance programmes and projects is paramount to their success. However, before useful action can be taken basic concepts explaining the relationship between women and men, girls and boys must be understood. In addition, the special context of recovery situations must be recognised, which requires particular attention to gender concerns. Most of these concerns have a long history, which is why pre-crisis and crisis vulnerabilities need to be explored as well. A strong case for action can be made: women are highly vulnerable during all three phases. As these vulnerabilities become obvious, field practitioners will want to consider protection measures, but also pay attention to how a light-footed modelling of gender-sensitive practices in their own programmes and projects might already be influential in creating a positive dynamic of change.

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1.1 Facing a Dilemma

Field practitioners working in post-crisis environments often find themselves in a dilemma: their agency's mandate requires them to pay attention to gender concerns as they plan, design, and implement programmes or projects, but doing this is difficult in the volatile post-crisis environment. This for several reasons:

1. The post-crisis environment is often chaotic; in particular there is no linear development from chaos to order. In fact post-crisis situations are often characterised by multiple and simultaneous contradictory pulls and pushes. This is caused by a gap between conflict and peace or by the lull after the disaster has struck and responsibilities for clearing up are not

yet obvious. Multiple actors push into this space, often without proper accountability and in an uncoordinated fashion. **Field practitioners new to the environment might be overwhelmed with the sheer magnitude of need around them and less open to arguing the gender cause than they thought they would be while being briefed at headquarters**.

2. In addition, in post-crisis situations resources are often either broken or depleted, coping systems and capacities damaged and all activities are highly politicised. In this environment, external actors have a hard time defining their proper role and setting appropriate priorities. **As a useful role is being sought, gender concerns easily slip off the agenda altogether or become an item fairly low on the priority list.**

3. **Seeking a relationship with internal actors or fitting into existing local programmes/projects can be challenging as well.** The relationship between external and internal actors in post-crisis situations is often marred by an unusually sharp asymmetry of how much influence and resources each group commands as well as by sometimes vast cultural differences. This unusual sharpness compounds the perennial structural inequality between countries. External actors have vastly greater political and economic power, and are much better organized and resourced than developing societies. In post-crisis societies, in addition, external actors arriving in overwhelming numbers unseat the normal absorption capacity of the country to incorporate outsiders and often replace rather than harness internal capacity. Thus, the relationship between internal and external actors is often characterized by a stark and uneven division of roles and a subsequent inclination to identify first and foremost with one's own group. As a result, the internal-external actor relationship is often fraught with misunderstandings, awkward attitudes and uncooperative behaviour, because appropriate partnership skills and attitudes have not been developed. **Bringing up gender concerns in such a climate might be perceived as a value imposition.** Should there already be existing programmes into which the external agency wants to fit in, practical concerns over a harmonious collaboration pose an additional difficulty.

4. **While most practitioners would be sensitive to the idea that values are culture-bound and cannot be imposed, in practice they might find it difficult to simultaneously promote the need for change and respect the capacity to change.** Thorny questions of what action to take when and how are likely to arise. For example, building schools where custom or tradition forbids girls to leave the house alone after puberty will not make much difference. Giving micro-credit to women in rural villages where they are denied access to land, technology and information will not deliver the desired effects. More is needed, which some might classify as cultural interference. In some cases, field practitioners have gone as far as believing that gender equality should not be promoted for ethical reasons.

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5. **Field practitioners also struggle with holding the balance between designing quick impact projects and integrating longer-term sustainability principles into their programmes/projects from the earliest stages of recovery.** Strategic investment during the fragile transition stage can contribute significantly to building foundations for development - thus creating viable and less vulnerable communities able to cope with changes and events, but such an approach cannot mean neglecting urgent human needs[1]. **The resulting tension from this dilemma might be another reason for why field practitioners put the gender issue on the back burner.**

6. At the conceptual level, a more holistic approach focused on meeting human security needs has superseded mono-sectoral or time-bound approaches. The underlying thought is that with people's insecurities mutually interconnected, responses cannot be effective, if they are fragmented – human rights, security, humanitarian concerns and development – all efforts must be integrated in a holistic way. By focusing on the individual and his or her security, the fairly new human security concept connects three essential types of freedom – freedom from want, freedom from fear and freedom to take action on one's own behalf. While the concept itself is often heralded as an important step forward in developing more effective approaches to crises, field practitioners sometimes struggle to comprehend how to package their programmes/projects to fit in with this concept, and feel disconnected from it at the practical field level. **Hence, ironically, in the pursuit of holism, the gender issue might once again not receive sufficient attention.**

7. Not only in the wake of the human security concept, but also more generally, calls for a more holistic approach to implementing sustainable relief and recovery efforts have been issued. This has meant in practice that external actors have been forced to pay attention to an ever increasing number of cross-cutting issues on their agendas. While such calls have had an obvious appeal, **field practitioners often find themselves overwhelmed with mainstreaming a whole set of issues, without loosing sight of the original objective of the assistance programme/project** (see chapter 2, section 2.5 for more details).

8. In addition, different operational and institutional cultures of assistance still compete with one another at the field level. Traditionally, humanitarian and development actors function with different objectives, different time-lines, and different implementation styles, but crisis response has often meant that all agencies are present and that they

[1] The United Nations Inter-Agency Standing Committee (IASC) uses the term "early recovery" to describe the phase in which this challenge occurs (UNITED NATIONS INTERAGENCY STANDING COMMITTEE (IASC), *Early Recovery Guidance Note*, Draft, December 2006.)

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have to work harmoniously together. This is still a challenge despite harmonization and coordination attempts (see chapter 2, section 2.5 for a more detailed discussion of this challenge). **While harmonization and coordination are being pursued, meetings held, memoranda written and relationships pursued, effective work on gender equality might once again become marginalised.**

The challenge of mainstreaming gender in post-crisis reconstruction efforts is thus huge. Yet, there are many reasons for why it must be done.

1.2 Promoting Gender Equality

Despite the challenges of taking a gendered view when implementing assistance programmes, agencies are committed to doing it. On the one hand, the obvious vulnerability, disproportionate crisis impact and resulting (or re-established) inequity between women and men call for action. On the other hand, many external field practitioners are afraid to cross the boundaries of cultural relativism when taking action. Here are the general arguments for why field practitioners should not be gender-blind[2]:

- Basic **human rights standards and democratic values demand gender equality**, as a variety of normative documents stipulates. For example, The Convention on the Elimination of All Forms of Discrimination Against Women and the global conference documents from Beijing, Copenhagen and Cairo (see chapter 2) establish gender equality as a fundamental principle.

- Because women and men each make up half of the population, **any data**, policy or programme or project that **does not recognize and address both genders equally** will be ultimately flawed, and will thus have **little credibility**.

- A gender sensitive attitude requires perceiving lateral connections, coordination and cooperation. Thus **gender-focused interventions** help contribute to a more holistic and comprehensive approach to assistance and therefore **result** more likely in **efficient and sustainable development in the long run**.

- **Societies cannot become** fully democratic, sustainable and **more resilient to the effects of crisis unless and until women and men are equally empowered as change agents** and **social actors**. While it is commonly recognized that women stand to benefit from increased attention to gender equality, men and families gain benefits through a more democratic, peaceful, and sustainable life style as well.

[2] *Source*: Adapted from UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP), 2002, p. 23

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1.3 Understanding Basic Gender Concepts

Field practitioners will find it difficult to make use of the above arguments, if confusion still exists what exactly is meant by gender. Gender identities and relations are key elements of social culture as they determine how daily life is lived not only within the family, but also in society as a whole. Gender influences economics, politics, social interactions and individual needs. It undergoes variations over time and across culture. It is an active force in the formation of the family, the community and the nation[3]. Box 1.1 lists key gender concepts and their characteristics.

Box 1.1 Gender Concepts

Gender
- *Is socially constructed and learned;*
- *Includes variables identifying differences in roles, responsibilities, opportunities, needs and constraints;*
- *Is culturally determined.*

Sex
- *Is biologically defined;*
- *Is unchanging;*
- *Is universal.*

Gender roles
- *Define what is considered appropriate for men and women within the society;*
- *Define a division of labour;*
- *Involve the relation to power (how power is used, by whom and how it is shared);*
- *Vary greatly from one culture to another and change over time;*
- *Vary from one social group to another within the same culture;*
- *Are influenced by race, class, religion, ethnicity, economic circumstances and age;*
- *Are an important force in shaping the social, economic and political landscape of a society,*
- *Can be radically and rapidly changed by sudden crisis, like war or natural disaster;*
- *Are not static; they are dynamic and respond to external and internal factors. Typically, in transitions during war, and from crisis to peace, new gender roles evolve to deal with military service, significant loss of men, re-starting the economy, and other major changes in society.*

Gender equality
- *Posits that the rights, responsibilities and opportunities of women and men are not dependent on their sex;*
- *Bases the distribution of influence, power and opportunities on parity.*

Gender equity

[3] UNITED NATIONS DEVELOPMENT PROGRAMME/BUREAU FOR CRISIS PREVENTION AND RECOVERY (UNDP/BCPR), 2001, p. 4

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- *Describes a fair treatment for women and men, according to their respective needs; (This may include treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.)*

Gender awareness

- *Is the ability to integrate a gender aspect into every activity;*
- *Understands the gender roles of the status quo ante;*
- *Realises that gender roles might have changed as a result of the crisis;*
- *Considers that gender roles might still need to change.*

1.4 Recognising the Special Gender Dimensions of Post-crisis Situations

While gender is thus an important social construct that shapes the societal landscape, it is an even more complex and crucial dimension of crisis preparedness, response and post-crisis reconstruction. Indeed, crises affect men and women differently. The root causes for such different affect are deeply embedded in political, economic and social choices made in the course of human settlement.

Even in normal development situations, demographic trends put women increasingly at risk. Extended life spans mean an older and more feminized population, often limited in mobility. Nowadays, more women live alone, and an increasing number of women-headed households leave women impoverished and socially isolated, less able to respond swiftly and effectively to disaster warnings, impeding conflict escalation or recovery information[4]. In addition, poverty tends to be on the rise, coupled with increasing urbanisation, which leaves many inhabitants caught in a spiral of mounting vulnerability[5]. Box 1.2 lists particularly vulnerable groups of women.

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[4] ENARSON, 2000. p.6

[5] UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), Sustainable Relief in Post-Crisis Situations- Transforming Disasters into Opportunities for Sustainable Development in Human Settlements, Draft +1, Nairobi: UN-HABITAT, p 2 para 5, undated.

Box 1.2 Highly Vulnerable Women

Poor or low-income women	*Refugee women and the homeless*
Senior women	*Women with cognitive or physical disabilities*
Women heading households	*Widows and frail elderly women*
Indigenous women	*Recent migrants*
Women with language barriers	*Women in subordinated cultural groups*
Socially isolated women	*Caregivers with numerous dependents*
Women in shelters/homeless	*Women subject to assault or abuse*
Women living alone	*Chronically ill women*
Undocumented women	*Malnourished women and girls*

Source: ENARSON, Elaine, *Gender and Natural Disasters*, Working Paper No. 1, Geneva: International Labor Office (ILO) InFocus Programme on Crisis Response and Reconstruction, Sept 2000. p.6

As a crisis develops, this vulnerability takes on special dimensions. Women's vulnerability to conflict and disaster is often increased by the lack of attention to gender equality in pre-crisis interventions. Table 1.1 list some elements of a pre-crisis situation and their possible gender dimensions. This is not an exclusive list, but provides some examples. The table may appear biased in favour of women and girls and, therefore, against men and boys. The former is intentional; the latter is not. The goal of this table is to include everyone, since gender is about everyone. But it does so in full recognition that, in most societies, more work is still needed to support and highlight the situation of women and girls rather than those of men and boys in order to restore or establish the balance necessary to move forward.

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Table 1.1 Elements of Pre-Crisis Situations and Their Possible Gender Dimensions

Elements of Situation	Possible Gender Dimensions
Poverty	Poverty leads men and women to live in environments that carry higher risks (such as men in urban slums in search of income and women in villages deserted by men). These environments are also more prone to high-impact disasters.
Environmental disturbances	Successive environmental degradation leads women and girls to spend disproportionate amounts of time on water collection to the detriment of other activities. Box 1.3 provides an example of such a case.

Box 1.3 Women's and Girls' Increased Economic Insecurity after Drought in Somaliland

In "Somaliland," according to Famine Early Warning Network Systems, a two-year drought has had severe ramifications for the economic security of women and girls. Women and girls, largely responsible for water collection, have to travel further and further as wells and water points dry out. The drought has forced up to 40 per cent of school children in the Togdeer region to drop out, with girls comprising a majority of the dropouts.

Source: BYRNE, Bridget, MARCUS, Rachel and Tanya POWERS-STEVENS**,** *Gender, Conflict and Development Vol. II: Case studies: Cambodia; Rwanda; Kosovo; Algeria; Somalia; Guatemala and Eritrea.* BRIDGE report no. 35, Brighton, UK: Institute of Development Studies (IDS), University of Sussex, 1995, p. 102.

Physical vulnerability	The ability of communities to build structures that are resistant to disaster might be impeded through successive droughts, famines and other natural factors. As these natural factors increase vulnerability a downward spiral might be set in motion that causes men and women to ever more divide their labour, to the detriment of achieving common goals and of the family structure.
Increased economic vulnerability	As conflict levels rise or the environment becomes more disaster-prone, women's economic status becomes more vulnerable than that of men due to their secondary status in the work force, predominant engagement in the informal sector or at home, and their lack of land rights. Men might be called upon to enlist in the military service or disaster prevention/mitigation activities, thus neglecting their usual source of income.

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Harmful survival strategies	Loss of livelihood in pre-disaster situations might mean increased urbanisation and risks desperate attempts at survival through prostitution, for example. This makes women particularly susceptible to health risks, including HIV/AIDS. In case of mounting conflict, increased commercial sex trade (including child prostitution) around military bases and army camps is likely.
Nationalist propaganda used to increase support for military action	As conflict potentials rise, gender stereotypes and specific definitions of masculinity and femininity are often promoted. There may be increased pressure on men to 'defend the nation'.
Human rights violations	Women's rights are not always recognized as human rights. Gender-based violence may increase, both in public and private spaces. Trafficking of women often takes place.
Mobilization of pro-peace activists and organizations	Gender-based polarization often occurs. Women might become active in peace movements - both generally and in women-specific organizations. Women have often drawn moral authority from their role as mothers. It has sometimes been possible for women to protest from their position as mothers when other forms of protest have not been permitted by authorities. Men might turn to specific male-dominated interest groups.

Source: Adapted and expanded from CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA), *Gender Equality and Peacebuilding: An Operational Framework*, http://www.acdi-cida.gc.ca/cida_ind.nsf

As conflict mounts or disaster strikes both women's and men's vulnerabilities increase. Table 1.2 lists a selection of possible elements of crisis situations and their gender dimensions.

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Table 1.2 Elements of Crisis Situations and Their Possible Gender Dimensions

Elements of Situation	Possible Gender Dimensions
Physical danger	People may decide against taking shelter, even if the disaster is life-threatening, in order to protect vital economic resources, as box 1.4 shows.

Box 1.4 Women's Economic Interests Might Override Fear of Physical Danger

Very often a women's earnings- from agriculture, crop processing, weaving, poultry or cattle rearing – are a significant portion of the family income. Over and above the restrictions inherent in purdah*, women are often afraid to move to the cyclone shelter because they fear their homes will be robbed. To start all over again with nothing seems completely*

overwhelming. To a very poor woman, the threat of having her home looted is as ominous as the cyclone itself.

Source: KABIR, Kushar, "How Women Survived", in HOSSAIN, Hameeda et. al. (eds.). *From Crisis to Development: Coping With Disaster in Bangladesh*, Dhaka: University Press, 1992, p. 78

Material shortages (shortages of food, health care, water, fuel, etc)	Women's role as provider of the everyday needs of the family may mean increased stress and work as basic goods are more difficult to locate. The family's productive assets may be completely destroyed. Girls may also face an increased workload. Men may also experience stress related to their domestic gender roles if they are expected, but unable, to provide for their families.
Amplified social vulnerability	As conflicts escalate or disasters happen, both men and women become less socially and physically mobile due to restricted access to disaster or military zones.
Disruption of commerce and markets, destruction of infrastructure	Often women's businesses are hardest hit, as they are small and thus vulnerable. As a result of recruitment either for disaster response or for the military, women might become sole earners, yet gender stereotypes might limit their work opportunities. With destruction all around it is difficult to generate an income.
Social networks disrupted and destroyed -- changes in family structures and composition	Gender relations can be subject to stress and change. The traditional division of labour within a family may be under pressure. Survival strategies often necessitate changes in the gender division of labour. Single-headed households (both men and women) may be under pressure for an increased number of dependents. Combatants (mostly men) often become defenders of singular national goals.
Creation of refugees and displaced people	People's ability to respond to an emergency situation is influenced by whether they are male or female. Women and men refugees (as well as boys and girls) often have different needs and priorities.
Psychological trauma, physical violence, casualties and death	During conflict men tend to be the primary soldiers/combatants and, witnessing horrific scenes often suffer from post-traumatic stress disorder, when being demobilised. The special role of female combatants is often not sufficiently recognised. In addition women and girls are frequently victims of sexual violence (including rape, sexual mutilation, sexual humiliation, forced prostitution and forced pregnancy) during times of armed conflict.

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Source: Adapted and expanded from CIDA, *Gender Equality and Peacebuilding: An Operational Framework*, http://www.acdi-cida.gc.ca/cida_ind.nsf.

In the post-conflict phase both women's and men's vulnerability remains high. It seems that a fairly obvious observation can be made: the more violent and politically unstable the scenario is, the more vulnerable the least protected population groups (including women) are. Unfortunately, the post-crisis phase does not mean that women are more protected than during the upheavals of the crisis. As standards and values are being reinvented, often in a climate of insecurity and fear, a return to the *status quo ante* is favoured. Table 1.3 lists selective elements of post-crisis situations and their possible gender dimensions.

Table 1.3 Elements of Post- Crisis Situations and Their Possible Gender Dimensions

Elements of Situation	Possible Gender Dimensions
Abuse and discrimination	In the post-crisis phase blatant discrimination might again (or still) be prevalent, as box 1.5 shows.

Box 1.5 Gender Perspectives During and After the Tsunami Disaster

The statistics indicate that in Aceh, India and Sri Lanka more women died in the tsunami then men, almost 80% of the dead are women. The tsunami has not only killed more women, it has produced some very gender-specific after shocks, ranging from women giving birth in unsafe conditions to increased cases of rape and abuse. In Sri Lanka, dead bodies were sexually abused and women were dragged out of the rushing water and raped as payment for being saved. In Thailand, women are discriminated even in death: the government assistance for funerals provides twice as much money for a man's death than for a woman's.

Source: ASIA PACIFIC FORUM ON WOMEN, LAW AND DEVELOPMENT (APWLD), *Why Are Women More Vulnerable During Disasters? Violations of Women's Human Rights in the Tsunami Aftermath*, APWLD, 2005, p. 3, http://www.gdnonline.org/sourcebook/chapt/ind.php?id=7

Demographic changes	Population compositions are imbalanced as a result of disaster or violent conflict, e.g. either a disproportionate amount of women die as a result of disaster or widows and orphans are particularly numerous as a result of armed conflict. In most cases demographic changes do not mean increased social, political or economic authority for women.

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Ownership rights

In the wake of disaster, women's rights might deteriorate, as husbands have died and ownership is patrilineal. Box 1.6 exemplifies such as case.

Box 1.6 Women's Access to Land after the Tsunami Disaster

The tsunami exacerbated the problems associated with women's access to land. Women in Aceh and India do not have ownership rights to land registered to their husband and father's names as women are not recognised as head of household. In Thailand, the tsunami has created new land conflicts with big businesses claiming the land of entire communities, especially of minorities, who have lived on that land for several generations but never had the land titles.

Source: ASIA PACIFIC FORUM ON WOMEN, LAW AND DEVELOPMENT (APWLD), *Why Are Women More Vulnerable During Disasters? Violations of Women's Human Rights in the Tsunami Aftermath*, APWLD, 2005, p. 4, http://www.gdnonline.org/sourcebook/chapt/ind.php?id=7

Economic recovery

Women often recover more slowly from economic loss than men, as they are more house-bound, more overloaded with the responsibility for a variety of tasks including child care, emergency response and mitigation of family conflicts. Additionally, women often fail to receive equitable financial recovery assistance from the government or external actors.

Employment options

Formal professional positions are non-existent or scarce. In case of violent conflict, a key income generating activity (the warfare itself) ceased. The large influx of returning populations upsets the labour market. Many men become unemployed and psychologically affected by their unemployment. Some men (rather than women) typically obtain the limited formal positions.

The local economy might be overwhelmed by external intervention

External actors might usurp competent staff, divert the industry to cater to their own needs and become responsible for exponential price increases, such as housing, commodities etc.. With no particular attention paid to gender imbalances, these actions might hurt women particularly.

Unstable monetary and fiscal situation

High inflation, a weak and poorly managed banking system, and an unstable currency will hurt particularly small scale business owners, many of which are women.

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Environmental damage	Disaster debris, toxic agents, landmines, unexploded ordnances (UXOs) and infrastructural damage are likely to mean that agricultural production is low. As traditionally a high percentage of women work the land, the effect on their economic well-being is more pronounced than on men.
Political negotiations	Men's and women's participation in these processes tends to vary, with women often playing only minor roles in formal negotiations or policy making.
Informal political participation and organization	Women as sole earners of income during the disaster or conflict periods have learned to gain greater confidence in organized networks and see benefits of working with other women. Gender-specific networks might exclude men.
Societal trauma	In the case of armed conflict the legacy of violence has slain psychological wounds that need time and extra attention. Many men as ex-combatants suffer from post-traumatic stress disorder. Rape has occurred, families have been torn apart, and a hostile mode of operation has damaged trust in fellow human beings. Societal trauma can lead to psychosocial degeneration of society, including new maladaptive patterns such as crime, domestic violence, prostitution, and alcohol and drug abuse, all of which have an affect on gender relations. Box 1.7 recounts the voices of three female survivors of the Rwandan genocide.

Box 1.7 The Voices of Survivors of the Rwandan Genocide

"*I was not badly wounded, but I was hurt and could not walk properly. I still wonder, even today, if I have been given AIDS. I have never seen a doctor because I have no money."*

"It is as if we are now beginning a new life. Our past is so sad. We are not understood by society…We are not protected against anything. Widows are without families, without houses, without money. We become crazy. We aggravate people with our problems. We are the living dead."

"Many women begged to be killed during the genocide. They were refused and told 'you will die of sadness'."

Survivors of the Rwandan Genocide

Source: GORDON, Peter and Kate CREHAN, *Dying Of Sadness: Gender, Sexual Violence And The HIV Epidemic*, New York: United Nations Development Programme (UNDP), undated, p.1, http://www.undp.org/hiv/publications/gender/violencee.htm

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Social fragility/damaged communities	In the case of armed conflict, hostility between people will have escalated and death destroyed many families with the result that mistrust might have become the norm in the communities. Returning populations such as refugees, internally displaced persons and ex-combatants are required to restart their lives in such fragile communities. Women might have a particular role as bridge-builders, or on the contrary, might choose to defy social norms by divorcing husbands, as mutual obligations and responsibilities break down. Men might turn to drugs and alcohol to deafen their pain.
Inadequate public services	Education, health and community services are damaged. No national standards on health and education exist. Public funds for these activities are low or non-existent. Public service provision features high on women's agendas for post-crisis reconstruction, but prevailing social and political norms might be challenged with girls and women demanding formal education, or equal treatment.
Media used to communicate messages	Men's and women's access to media may differ, and may mean that only a predominantly male view is represented and discussed.
International investments in employment creation, health care, etc	Reconstruction programmes may not recognize or give priority to gender parity. Favouring men over women as target groups may result in widening the gap between the sexes rather than closing it.
Use of outside investigators, peacekeepers, etc.	Officials are not generally trained in gender equality issues (women's rights as human rights, how to recognize and deal with gender-specific violence, men's role in the gender issue). Women and girls may have been harassed and sexually assaulted by peacekeepers.
Holding of elections	Women face specific obstacles in voting, in standing for election and in having gender equality issues discussed as election issues.

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Demobilization of combatants

Combatants are often assumed to be all male. If priority is granted to young men, women do not benefit from land allocations, credit schemes, etc. Often women combatants receive less assistance with disarmament, demobilization and reintegration (DDR) than their male colleagues, as box 1.8 shows.

Box 1.8 Problems with Engendering the DDR process in Liberia

Finding gainful employment for the tens of thousands of combatants while the Liberian economy is in tatters is an extremely challenging task. For the majority of combatants, namely men and boys, a generation of fighting has left them largely unable to articulate their identities and gender roles in peacetime, and without weapons. Dealing with the implications of violent expressions of masculinity post-DDR may prove to be as challenging as encouraging the full participation of women and girls in the process. According to Lieutenant Colonel Barry Barnwell, DDR expert and DPKO consultant, the question of what to do with the "morass of malignant male muscle" remains unanswered. Men unable to positively manifest masculine roles may return to violent and destructive means of expressing their identities, which could jeopardize all the gains made to date and in the future.

Although gains have been made in the institutional arrangements and mandates that determined the DDR process in Liberia, evidence suggests that Liberian women are not participating to the extent to which they are entitled. Unequal participation will result in unequal distribution of the benefits. A UNIFEM Mission to Liberia in November and December 2003 revealed that women combatants often felt more comfortable turning in weapons to women's NGOs than they did to military or peacekeeping personnel. Utilizing the capacities and reach of women's NGOs, as long as they are adequately resourced, trained and protected, especially with regards to outreach to and communication with women combatants, can improve access and services to women combatants, supporters and dependents. In addition, new challenges to human security, such as the growing prevalence of HIV/AIDS amongst combatants and civilians alike, will require the full engagement of the women's movement in order to mobilize women into action while preventing them from exploitation.

Source: UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM), *Getting it Right, Doing it Right: Gender and Disarmament, Demobilization and Reintegration*, New York: UNIFEM, 2004, p. 18-19

Measures to increase the capacity of and confidence in civil society

Women's and men's participation in community organizations and NGOs is generally uneven. These organizations often lack the capacity and interest in granting priority to equality issues.

Source: Adapted and expanded from CIDA, *Gender Equality and Peacebuilding: An Operational Framework*, http://www.acdi-cida.gc.ca/cida_ind.nsf.

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Even after political changes have taken place, there is no guarantee that social and cultural change will follow suit, as box 1.9 exemplifies.

Box 1. 9 Redefinition of Women's Rights is a Struggle in Afghanistan

In post-conflict, post-Taliban Afghanistan, the effort to redefine women's rights as human rights and not as 'private' or 'cultural' matters is an ongoing struggle. The new Karzai government claims to have overturned Taliban laws and says it now upholds international human rights laws. However, the opportunity for significant post-conflict changes to gender relations seems diminished. As was the case under the Taliban regime, many women continue to be imprisoned for travelling without male accompaniment or marrying without male permission.

Whilst a government-endorsed poster campaign encourages parents to put girls in schools, female teachers are being threatened with death and schools are being firebombed. Despite a shortage of doctors, Najiba Asseed, a woman who returned to Kabul University Medical School, faced severe opposition from her husband and death threats from her brother. She applied for a divorce to the new Women's Ministry, but was encouraged to 'quit medical school, go back to her husband and have children'.

Source: GARAPEDIAN, C., *Rights and Risk*, London: Channel 4 News, www.channel4.com/life/microsites/A/afghanistan/women.html, 2002

The case is thus clear. Inequity on the basis of gender, heightened vulnerabilities for both men and women, and violence against women call the field practitioner to action. While some of these situations have to be responded to by programmes/projects that are directly aimed at protecting women from abuse, the overall effect of assistance will be stronger, if a gender parity perspective is being pursued.

However, any action has to be sensitive to the cultural environment in which it is being pursued. Achieving gender equality is not - in many cases - a consequence of policy, regulation, or moral responsibility alone - in the cultures where women's rights are not equal to men's, gender equality may be a long process. Thinking incrementally, provoking change where it can take root without jeopardising women's safety (or even their lives), understanding the process of catalysing social change, and being fully aware of the inherent risks are crucial strategies for the field practitioner to employ. Change strategies could include incentives for potential allies of change, and provide for the possibility of compensation to men. Fostering cultural openness could also help, including using the press, radio, the internet, television, and cultural exchange programmes. Different approaches may be necessary in urban and rural areas. International field practitioners should in any case be models of gender-sensitive practices. The following chapters should help to consider and devise practical ways of pursuing the long-term objectives of gender equality and societal productivity so essential to the achievement of lasting stability and peace.

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Chapter Learning Points

- ✓ Field practitioners face challenges when being asked to mainstream gender equality into their relief and reconstruction programmes and projects. The specific post-crisis context in itself poses some of these challenges, but also the ever more complex policy, operational, and practical requirements that are part of the organisational culture of external actors. Even though these challenges are considerable, there are not insurmountable.

- ✓ The very destruction of society can be a window of opportunity for a new, perhaps more appropriate definition of norms. Yet, without striving to balance the need for change with the capacity to change, women might be put at risk by culture-blind practitioners.

- ✓ Predominantly, post-conflict situations are highly politicized and complex. As standards and values are being reinvented, people and their relationships take on extraordinary importance. This is why considering gender dimensions just at this time is a particularly important endeavour.

- ✓ *De facto*, gender relations are highly affected by the state of crisis of a particular society.

- ✓ Blatant discrimination and violence against vulnerable groups must be responded to by protection measures, but in addition, all assistance programmes/projects can be more effective if they pay attention to gender concerns.

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Further Reading

Key texts for introductions to Gender and Post-Crisis Contexts are:

- ENARSON, Elaine, *Gender and Natural Disasters*, Working Paper No. 1, Geneva: International Labor Office (ILO) InFocus Programme on Crisis Response and Reconstruction, Sept 2000
  This is a key book on gender in the aftermath of disasters. The focus is clearly on natural disasters, not on post-conflict situations.

- JAPAN AGENCY FOR INTERNATIONAL COOPERATION (JICA), *JICA Handbook for Transition Assistance*, Tokyo: JICA, 2006
  This book provides a comprehensive overview of all key issues field practitioners face in post-conflict situations. It does not have a specific focus on gender.

- CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA), *Gender Equality and Peacebuilding: An Operational Framework*, http://www.acdi-cida.gc.ca/cida_ind.nsf. This framework is extensively cited in the chapter.

- UNITED NATIONS DEVELOPMENT PROGRAMME/BUREAU FOR CRISIS PREVENTION AND RECOVERY (UNDP/BCPR), *Gender Approaches in Conflict and Post-Conflict Situations*, New York: UNDP, 2001. This document provides a brief and easy-to-absorb overview of gender issues in conflict and post-conflict situations.

Two UN-HABITAT publications provide core reading:

- THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT)/GOVERNING COUNCIL, *Post-conflict, Natural and Human-made Disasters Assessment and Reconstruction*, Twentieth Session, HSP/GC/20/5, UN-HABITAT: Nairobi, 4-8 April, 2005

- THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT) / THE UNITED NATIONS INTERNATIONAL STRATEGY FOR DISASTER REDUCTION (ISDR), *Gender and Disaster Management in Africa: Policy and Practice, Review and Recommendations for Action*, Initial Draft, Nairobi: UN-HABITAT, 2005.

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Chapter 2 – Examining the Foundations for Action: Mandate, Vision and Policies

Chapter Summary

A mandate is an official instruction by an authority to take action in a certain regard. Field practitioners need to know what mandates UN-HABITAT has received by the UN General Assembly and what commitments it has entered into to follow the guidelines set by the UN system and the larger international community, both in respect of promoting gender equality and sustainable relief and reconstruction approaches. In response to these mandates UN-HABITAT developed a vision and more specific policy frameworks and concrete policies. These are the basis for action. However, translating policies into practice is never easy. Several stumbling blocks pertain to the specific post-crisis situation. Unless they are overcome, action will remain somewhat inefficient. One way forward may be to devolve authority for the implementation of policy as much as possible to the field practitioner, who will also be involved in the development of the same policy, so that a continuous feedback loop between policy and its application is assured.

2.1 The Mandate on Gender Equality in the Context of Post-crisis Reconstruction

UN-HABITAT is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. Part of this overarching mandate requires UN-HABITAT to pursue the goal of gender equality in human settlements development. In addition, within the UN system there are commitments to using a gender perspective and working towards greater equality between women and men. Because man-made and natural disasters are much more prevalent today than even a decade ago, this mandate has become increasingly important.

Several international instruments which UN-HABITAT is either party to or whose principles it adheres to provide a more specific mandate. The most notable instruments in this regard are the following:

- **Convention on the Elimination of Discrimination Against Women – CEDAW (1979)**

  This Convention (entry in force 1981) guarantees women equal rights to men in many spheres of life, including education, employment, health care, political participation, nationality and marriage. The Convention also affords women protection from abuses from which men are largely already protected. However, it does not specifically protect women against rape, spousal abuse or other abuses suffered mainly by women[6].

[6] UNITED NATIONS DEVELOPMENT PROGRAMME/BUREAU FOR CRISIS PREVENTION AND RECOVERY (UNDP/BCPR), 2001, p 14.

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- **The Beijing Declaration and its Platform for Action (1995) adopted by the Fourth World Conference on Women;**

  The Beijing Conference established that gender equality is central to progress in sustainable development, democracy and peace. Its Platform for Action outlined commitments regarding the human rights of women in twelve key areas of concern, ranging from women's socio-economic rights (such as equality in education, access to employment and income, elimination of poverty) to women's political participation and combating violence against women. Sustainable peace and security, together with sustained efforts towards the achievement of a peaceful transformation of violent conflict, were seen as pre-conditions for economic and social progress as well as for women's equality.

- **The ECOSOC agreed conclusions 1997/2 on mainstreaming gender in all UN entities and programmes;**

  The agreed conclusions focus on defining gender mainstreaming and developing strategies for the implementation of such mainstreaming (see section 2.4 for a definition). Since the adoption of the ECOSOC agreed conclusions 1997/2, most entities of the United Nations system have developed policies that identify gender mainstreaming as a strategy towards achieving gender equality. However, the ECOSOC conclusions do not focus on the context in which this work is being carried out, i.e. there are no specific references to the situation of women in post-crisis contexts.

- **The Security Council Resolution 1325 on Women, Peace and Security (2000);**

  Dating from 2000, the resolution reaffirms the important role of women in the prevention and resolution of conflicts, and the need to implement fully international humanitarian and human rights law that protect the rights of women and girls during and after conflicts. Key points of Security Council Resolution 1325 are:
  - Increasing the representation of women at all decision-making levels;
  - Integrating a gender perspective into peacekeeping missions;
  - Appointing more women as special representatives and envoys of the Secretary-General;
  - Supporting women's grassroots organizations in their peace initiatives;
  - Involving women as participants in peace negotiations and agreements;
  - Ensuring protection of and respect for human rights of women and girls;
  - Protecting women and girls from gender-based violence; and
  - Integrating a gender perspective into disarmament, demobilization, and reintegration of former combatants.

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- **The UN Millennium Development Declaration (2000);**

  In September 2000, following extensive consultations globally, the member states of the UN gathered in New York to embrace and endorse eight Millennium Development Goals (MDGs) by 2015. The goals have been commonly accepted as a framework for measuring development progress. Goal 3 commits the international community to promote gender equality and empower women. Goal 7 focuses on ensuring environmental sustainability.

- **The Johannesburg Declaration and Plan of Action for Sustainable Development**;
  The Johannesburg world summit provided the opportunity for a global partnership for the protection of the environment and for social and economic development. Sustainable development is crucially dependent on human resources. Hence, the declaration expresses commitment to "ensuring that women's empowerment, emancipation and gender equality are integrated in all the activities encompassed within Agenda 21, the Millennium development goals and the Plan of Implementation of the Summit"[7] .

These legal frameworks are only useful as long as commitment to them is monitored and shows actual proof of implementation. Various processes and mechanisms have taken on this task, and mandatory reporting systems have been put in place. For example, the CEDAW commission monitors and evaluates implementation in all 174 States party to the convention. The Huairou commission, set up in parallel to the main conference proceedings in Beijing, provides political space for the various grassroots gender networks around the world for advocacy, information exchange and networking. UN-HABITAT is a member of this commission. Progress on implementation of the UN Security Council resolution 1325 is monitored by way of a number of processes and instruments, such as analyses into the achievements of gender specialist resources (studies and databases), gender focal points, and task forces as well as capacity-building programmes, methodologies and tools. The achievement of the MDGs is monitored by individual governments, the World Bank and ultimately the UN Security Council. UNIFEM has taken on the role of advocate for many implementation questions. An array of institutional arrangements has been put in place. More recently, the United Nations Inter-Agency Standing Committee (IASC) has been charged with developing a handbook on gender in humanitarian action and a 5-pronged strategy to operationalise gender mainstreaming among all of its members[8]. Still, large gaps remain in implementation (see section 2.5 below).

[7] JOHANNISBURG DECLARATION AND WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT, para 20, http://www.un.org/esa/sustdev/documents/WSSD_POI_PD/English/POI_PD.htm

[8] UNITED NATIONS INTERAGENCY STANDING COMMITTEE (IASC), *Girls, Boys & Men, Different Needs – Equal Opportunities, A Gender Handbook in Humanitarian Action,* New York: IASC, January 2007.

_____, *Five Ways to Strengthen Gender Equality Programming in Humanitarian Action, An Inter-agency Proposal for Action,* New York: IASC, October 2006.

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2.2 The Response to the Mandate

Legal frameworks essentially serve as mandates. But mandates are only meaningful, if they are acted upon. On the basis of the mandate given to UN-HABITAT in these various forms, the Programme developed the following response:

UN-HABITAT's Vision on Gender Equality

"By being aware of the unequal status of women and men, boys and girls, contributing to lessen these gender-based gaps, UN-HABITAT will actively participate in the work towards the goal of gender equality."[9]

UN-HABITAT's Vision on Sustainable Relief in Post-Crisis Situations

''Preventing man-made disasters… and reducing the impacts of natural disasters and other emergencies on human settlements, inter alia, through appropriate planning mechanisms and resources for rapid, people-centred responses that promote a smooth transition from relief, through rehabilitation, to reconstruction to development…''[10]

Two normative documents respond more formally to the gender mandate: the HABITAT Agenda (1996), and the HABITAT Governing Council Resolution 19/16. The Habitat Agenda emanating from the Second United Nations Conference on Human Settlements (Habitat II), reinforced the Programme's mandate to take into account women's roles and needs in human settlements development, explicitly recognising the principle of gender equality. Box 2.1 quotes the paragraph relevant to gender.

Box 2.1 Paragraph 46 of the HABITAT Agenda

"*We are committed to:*

- *Integrating gender perspectives in human settlements related legislation, policies, programmes and projects through the application of gender-sensitive analysis;*
- *Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;*
- *Collecting, analysing and disseminating gender-disaggregated data and information on human settlements issues, including statistical means that*

[9] UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender Policy*, 2001

[10] UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *The Habitat Agenda, Goals and Principles, Commitments and the Global Plan of Action,* op.cit., Chapter III, Commitments / B. Sustainable Human Settlements

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recognize and make visible the unremunerated work of women, for use in policy and programme planning and implementation;

- *Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;*

- *Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making."*

Source: UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME, (UN-HABITAT), *The Habitat Agenda, Goals and Principles, Commitments and the Global Plan of Action*, adopted by the Second United Nations Conference for Human Settlements in Istanbul, 1996, para 46, http://www.unhabitat.org/declarations/habitat_agenda.htm

The second normative document, UN-HABITAT Governing Council Resolution 19/16 "Women's roles and rights in human settlements development and slum-upgrading" of 9 May 2003, marked the first time a resolution on women has made direct linkages with the resolutions on women's rights to adequate housing, land and property adopted by the UN Commission on Human Rights. The resolution urges governments to promote effective participation of women in human settlements planning and development. It stresses the need for the right to housing and secure tenure for women living in poverty. It also raises the issue of access to finance, credit and protection from forced evictions, especially for women with HIV/AIDS. The aim is to ensure that UN-HABITAT contributes effectively towards addressing the Millennium Development Goals, especially the target on improving the lives of at least 100 million slum dwellers by 2020.

A reflection of its date, this document focuses already somewhat on gender equality in the ever more challenging pursuit of sustainable relief and reconstruction goals, particularly in light of the increasing occurrence of conflict, disaster and post-crisis situations today.

In response to the changing global environment, in April 2005, the UN-HABITAT Governing Council distributed a theme paper on "Post-conflict, natural and human-made disasters assessment and reconstruction", which contains guidelines for development-oriented sustainable relief and reconstruction. This document became UN-HABITAT's policy framework for sustainable relief and reconstruction (SRR). In it a paragraph on gender and the involvement of women specifies that

> "*sustainable relief and reconstruction strategies can affect the long-term objective of promoting gender equality in societies coping with disasters and conflicts […] and that a sustainable […] approach will allow for a better understanding of the diversity of women's roles and experiences in conflict, thus improving the overall effectiveness of interventions from a gender perspective."*[11]

[11] THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT)/GOVERNING COUNCIL, *Post-conflict, Natural and Human-made Disasters Assessment and Reconstruction*, Twentieth Session, HSP/GC/20/5, Nairobi: UN-HABITAT, 4-8 April, 2005, para F, p.7.

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In addition, UN-HABITAT Governing Council resolution 20/17 requests

> *"the Executive Director to mainstream prospects for risk reduction and limiting the after-effects of disasters, and to mobilize the necessary financial resources to implement the strategic policy. The GC also encourages governments to disseminate and share experiences and expertise on natural disaster mitigation, and invites them to support UN-HABITAT activities promoting sustainable human settlements development in emergencies and post-disaster situations."*[12]

2.3 The Policy on Gender Equality and Mainstreaming

On the basis of the HABITAT Agenda and at about the same time (1996), a policy was developed that not only spelled out principles and objectives but also gave some guidance on how to apply these. The concept of mainstreaming was developed in the policy (for a discussion on the concept of mainstreaming see section 2.4 below). Box 2.2 outlines its key objectives.

Box 2.2. Gender Policy Objectives

The following four objectives have been outlined specifically for UN-HABITAT:

- ***Adopt and develop a centre-wide approach and methodology for gender mainstreaming***

An approach and methodology to be identified and developed for successful incorporation of a gender perspective into all of UN-HABITAT's interventions in a manner which influences goals, strategies, resource allocation and outcomes. UN-HABITAT must therefore outline its corporate gender mainstreaming strategy, which should be adopted, acknowledged and followed by management and staff.

- ***Identify entry points and opportunities within UN-HABITAT's work***

Opportunities and entry points must be identified for introducing gender mainstreaming into UN-HABITAT's work and implementation of the Habitat Agenda. These opportunities should include all phases of the work from planning programmes and projects to policy development and decision making, in order for the UN-HABITAT to produce gender aware outputs. The most important aim within this objective is to make these entry-points visible and accepted within the organisation so that they are used and developed within its particular context by UN-HABITAT staff and management and routinely recognise them for their importance and necessity.

- ***Identify linkages between Gender Equality and Human Settlements Development***

This implies identifying and outlining linkages between gender equality and the issues/areas or sector of the agency's mandate. In UN-HABITAT's case this means paying attention to linkages between gender

[12] Op. cit., HSP/GC/20/17, 2005.

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roles and responsibilities within the area of human settlements. Outlining gender linkages in the areas of UN-HABITAT's mandate will strengthen the understanding of why promoting gender equality and women's rights are important in achieving the goals of sustainable development that have been identified for UN-HABITAT.

- ***Develop institutional capacity and knowledge to enable gender mainstreaming within UN-HABITAT***

The final policy objective is in regard to the development of the institutional competence and knowledge within the Programme. All UN agencies must, according to UN regulations and mandate, develop guidelines for gender mainstreaming activities, utilising gender specialists whenever deemed necessary, and provide capacity building for all staff and management in the area of gender mainstreaming. This is a learning process that should be implemented at all levels. The responsibility of UN-HABITAT's management is to set aside adequate resources and allocate staff time for the Programme to strengthen its knowledge and capacity of gender mainstreaming.

Source: UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender Policy,* 2001, http://ww2.unhabitat.org/pubs/genderpolicy/Gender_Policy.pdf

Key to implementing any policy is clear accountability of management at the various levels within the programme. While overall responsibility for implementation rests with the Executive Director, the programmatic responsibilities are delegated down to the level of programme/project manager. This means essentially that all professional staff have responsibility to implement the directives put forth in the policy.

In addition, policy dialogue – within and between UN agencies, governments and other actors - is critical in shaping the failure or success of efforts to promote gender equality. Tensions can arise around different views and understandings of what gender equality entails and how important it is. Coordination and harmonization are important to build a shared understanding of gender equality (see chapter 4).

Habitat has henceforth engaged in a number of follow-up activities focusing on gender in the post-crisis context. Notable among them are:

- A Practitioner's Handbook on Gender and Governance in Post-Crisis Reconstruction[13];
- A Local Leadership Programme in Somalia[14];
- A Gender Review of Disaster Management in Africa (jointly with the UN International Strategy for Disaster Reduction)[15];

[13] UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender and Governance in Post-Crisis Reconstruction*, Draft, Nairobi: UN-HABITAT, 2007
[14] UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender and the Involvement of Women in Local Governance, A Handbook of Concepts, Training and Action Tools*, Draft, Nairobi: UN-HABITAT, 2004

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- A Toolkit for Mainstreaming Gender in UN-HABITAT Field Programmes (Kosovo)[16]; and
- A Toolkit for Mainstreaming Gender in UN-HABITAT Field Programmes (Northern Iraq)[17].

2.4 The Concept of Gender Mainstreaming

Mainstreaming in more general terms refers to the integration of a cross-cutting issue into core institutional or societal thinking and subsequently into a coordinated approach to the implementation of activities. It is therefore a tool for making a cross-cutting issue, such as gender, an integral part of an assistance programme or project in a given sector[18]. Mainstreaming gender is not about adding a component on women to an existing activity. It is also not sufficient to increase women's participation in existing projects. Mainstreaming gender means bringing the experience, expertise and interest of both women and men to bear on the reconstruction agenda.

The UN defines gender mainstreaming in the ECOSOC agreed conclusions, 1997/2, as follows

> *"…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. The ultimate goal is to achieve gender equality."*[19]

In post-crisis situations, where many activities are urgent and have considerable repercussions on each other, understanding how to ensure the integration of gender perspectives into overall programming is crucially important, as box 2.3 illustrates.

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[15] THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT) / THE UNITED NATIONS INTERNATIONAL STRATEGY FOR DISASTER REDUCTION (ISDR), *Gender and Disaster Management in Africa: Policy and Practice, Review and Recommendations for Action*, Initial Draft, Nairobi: UN-HABITAT, 2005.
[16] THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Toolkit for Mainstreaming Gender in UN-Habitat Field Programmes, Kosovo*, Draft, Nairobi: UN-Habitat/Urban Planning and Management Programme, 2003.
[17] THE UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Toolkit for Mainstreaming Gender in UN-Habitat Field Programmes, Northern Iraq*, Draft, Nairobi: UN-Habitat/Settlements Rehabilitation Programme, undated.
[18] JOHANNSEN 2006, p.73
[19] UNITED NATIONS ECONOMIC AND SOCIAL COUNCIL (ECOSOC), *Agreed Conclusions* (E/1997/100), p.2

Box 2.3 Integration of a Gender Perspective into Overall Programming

For example, a housing reconstruction project cannot only consider its key objective of building houses, but must also consider whether this project will have an impact on gender (e.g. does the location of the house disadvantage women, who now have to go long distances to reach their farm fields? Or will the new housing project make it more difficult for women to work outside the house, which is perhaps what has been traditionally the case? Is the design of the house, e.g. the location of the kitchen within the house sensitive to the perspectives of the women who will later work in this kitchen?). If these questions are not asked, the success of the overall project could easily be at risk.

Similarly, women and men might have different approaches to sanitation and water management. For example, women may reuse waste water for certain domestic items, which men do not come much into contact with. Thus, a water and sanitation project must consider the needs of all users of the facilities before it is being designed.

A third example concerns the psychosocial needs of men after war, which are different from those of women – considering in particular the predominance of men in armed warfare. Hence the successful design of a mental health centre equipped to treat post-traumatic stress disorder, for example, is crucially dependent on being sensitive to the special needs of ex-combatant men in this regard.

Gender mainstreaming may require changes in goals, strategies and actions so that both women and men can influence, participate in and benefit from reconstruction processes. Thus, the goal of mainstreaming gender equality is the transformation of unequal social and institutional structures into equal and just structures for both women and men[20].

In practice, gender mainstreaming means:

- creating and/or strengthening the political will to achieve gender equality at the local, national, regional and global levels;
- incorporating a gender perspective into the planning processes of all ministries and departments of government;
- integrating a gender perspective into all phases of sectoral planning cycles, including the conceptualisation, assessment, implementation, monitoring and evaluation of policies, programmes and projects;
- using sex-disaggregated data in statistical analysis to reveal how policies impact differently on women and men;
- increasing the number of women in decision-making positions in government and the private and public sectors;

[20] INTERNATIONAL LABOR OFFICE (ILO), *Gender: A Partnership of Equals*, 2000, http://www.ilo.org/public/english/region/ampro/cinterfor/temas/gender/doc/pacto/appro.htm

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- providing tools and training in gender awareness, gender analysis and gender planning to decision-makers, senior managers and other key personnel; and

- forging links between governments, the private sector, civil society and other stakeholders to ensure a better use of resources.

2.5 The Gap Between Policy and Practice

Despite the experience external actors have gained over time with gender mainstreaming at the policy level and the various mechanisms and processes that exist to support gender mainstreaming, practical application of gender mainstreaming in the post-crisis context has been a challenge.

Several gaps appear at the institutional, strategic, and financial levels within and across agencies. While during the 1990s policies, structures and funding mechanisms were specifically designed to address the institutional, strategic and financial differences between humanitarian aid and development assistance, a comprehensive approach to post-crisis reconstruction involving both humanitarian and development actors is still missing. In addition, while many external actors have devised specific policies to mainstream gender (e.g. see the UN-HABITAT policy above), not many of these policies are actually geared towards the post-crisis context. The reality on the ground presents itself roughly as follows:

- Absence of a single, well-defined, and comprehensive post-crisis strategic framework designed and operational at the country level. This has the effect of uncoordinated, often counterproductive, assistance efforts;

- External actors predetermine their own agendas and doggedly pursue them;

- Despite efforts to better coordinate (through mechanisms such as the OECD/DAC Network on Conflict, Peace and Development Co-operation (CPDC) and the Conflict Prevention and Post-Conflict Reconstruction Network (CPR), or the Inter-Agency Standing Committee's Cluster Approach for Humanitarian Action, for example), competition among external actors for visibility and political control of coordination mechanisms is not unusual;

- Insufficient cooperation with non-governmental organizations and the private sector;

- Weak institutional support from headquarters to field teams working in post-crisis environments;

- Little specialised training for staff on how to approach cross-cutting issues, such as gender, in their programming efforts in post-crisis situations;

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- Only modest staff awareness about the complexities of working in post-crisis situations.

Financial gaps have also contributed to a lack of effective reconstruction interventions. Earmarked funding or procedures specifically adapted to post-crisis interventions are not always available. Funding is more easily obtainable either for humanitarian or development interventions, and within those budgets they are often earmarked specifically for gender projects, NOT for mainstreaming a gender perspective. A problem arises when these funds are used to finance post-crisis reconstruction programmes, as their stipulations do not necessarily apply to the specifics at hand. Hence, funds that can be drawn upon in a timely and suitable manner are often scarce.

In addition, a number of recent evaluations[21] of gender mainstreaming policies and programmes highlight the following critical challenges that have to be overcome:

- Mixed understanding across organisations of what 'gender mainstreaming' means as a concept, and how it affects the day-to-day work of the organisation;
- National data on gender is generally weak, often not sex-disaggregated, with the result that gender mainstreaming might be perceived as an externally imposed requirement, even if national policies to promote gender equality exist;
- Concrete positive outcomes of gender mainstreaming are not captured in programme monitoring or evaluation[22] instead "invisibilisation" has occurred;
- External actors feel overwhelmed with a cluttered agenda of 'cross-cutting issues' that are all supposed to be 'mainstreamed'[23];
- Accountability for gender mainstreaming is difficult to ensure when impact of policy on practice is hard to establish, particularly in the context of macro-level, combined or multi-donor programming.

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[21] For instance; WATERHOUSE and NEVILLE 2005; WATKINS 2004; MIKKELSEN et al 2002

[22] MOSER et al 2004

[23] Irish Aid, for example, identifies four key cross-cutting issues including gender equality, HIV/AIDS, sustainable environment and good governance (WATERHOUSE and SEVER, p.6), Rwanda's Poverty Reduction Strategy Papers (PRSP), to cite another example, identify no less than eight cross cutting issues including gender.

Box 2.4 illustrates the impact implementation gaps can have.

Box 2.4 Implementation Gaps

In the Tsunami response, gender issues were forgotten in the initial needs assessments in all affected countries. Far more women than men died in the Tsunami. There was no analysis of the implication this demographic change had on surviving communities. These omissions led to failures to meet protection needs and served to reinforce discriminatory structures undermining women's opportunities for recovery.

Source: TSUNAMI EVALUATION COMMISSION (TEC), *Synthesis Report*, London: TEC, July 2006

In sum, unless these gaps are recognised and addressed, the practical application of policy will not be as optimal as it could be. One way forward might be the devolution of responsibilities and activities to the most localized level of activity, as appropriate. For policy to be practically applied, field practitioners need to be both empowered to implement policy, and also involved in the development of the same policy, so they can envision the larger goals towards which to put their efforts. What tools might support field practitioners in this endeavour is the subject of chapter 3.

Chapter Learning Points

- ✓ A range of legal and political commitments affirm UN-HABITAT's mandate to act on gender mainstreaming in post-crisis situations.
- ✓ In response to these mandates UN-HABITAT has outlined its vision, policies and agenda, as well as developed a range of mechanisms, arrangements and programmes. However, institutional, financial and organisational gaps appear in the translation from policy to practice. Unless they are addressed, implementation of gender mainstreaming will be less than optimal.
- ✓ While it might be difficult to achieve programmatic coherence on mainstreaming gender, and in particular in the messy context of a post-crisis situation, there is no option but to try.
- ✓ For policy to be applied, field practitioners must be empowered to implement policy at the local level, as well as to contribute to policy formulation.

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Further Reading

- UNITED NATIONS ECONOMIC AND SOCIAL COUNCIL (ECOSOC), *Agreed Conclusions* (E/1997/100), http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF A core text everyone should be aware of.

- UNITED NATIONS INTER-AGENCY STANDING COMMITTEE (IASC), *Girls, Boys & Men, Different Needs – Equal Opportunities, A Gender Handbook in Humanitarian Action,* New York: IASC, January 2007. A field-tested handbook with a focus on humanitarian action and with chapters on each sectoral cluster.

- _____, *Early Recovery Guidance Note*, Draft, New York: IASC, December 2006. The IASC early recovery cluster (its guidance note) is of particular relevance.

- _____, *Five Ways to Strengthen Gender Equality Programming in Humanitarian Action, An Inter-agency Proposal for Action,* New York: IASC, October 2006. This proposal responds to the challenge of mainstreaming gender and is highly action-oriented. It currently seeks funding.

All readers should be familiar with the UN-HABITAT core texts on gender and post-crisis reconstruction:

- UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender and the Involvement of Women in Local Governance, A Handbook of Concepts, Training and Action Tools*, Draft, Nairobi: UN-HABITAT, 2004

- _____, *Toolkit for Mainstreaming Gender in UN-HABITAT Field Programmes, Kosovo*, Draft, Nairobi: UN-HABITAT/Urban Planning and Management Programme, 2003.

- _____, *Toolkit for Mainstreaming Gender in UN-HABITAT Field Programmes, Northern Iraq*, Draft, Nairobi: UN-HABITAT/Settlements Rehabilitation Programme, undated.

- _____, *Sustainable Relief in Post-Crisis Situations- Transforming Disasters into Opportunities for Sustainable Development in Human Settlements*, Draft +1, Nairobi: UN-HABITAT, undated.

- _____, *Gender Policy,* 2001, http://ww2.unhabitat.org/pubs/genderpolicy/Gender_Policy.pdf

- _____, *The Habitat Agenda, Goals and Principles, Commitments and the Global Plan of Action*, adopted by the Second United Nations Conference for Human Settlements in Istanbul, 1996, http://www.unhabitat.org/declarations/habitat_agenda.htm

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NOTES

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Chapter 3 - Employing the Tools

Chapter Summary

"Gender mainstreaming" must be translated from a concept into a practical approach to be of any help. How to do that in concrete field situations is the substance of this chapter. A number of tools are suggested organized along the programme/project cycle. These tools are selective adaptations of very specialized methodology that practitioners might already be familiar with or can easily find additional resources about. In addition, the chapter highlights which parts of this complex methodology can be best applied to addressing gender concerns in the post-crisis context.

Mainstreaming Gender Equality in the Programme/Project Cycle

Assistance to achieve sustainable relief and reconstruction consists of a wide range of emergency goods and services provided during the crisis and in the post-crisis reconstruction phase, but these services are guided by development principles. Assistance includes emergency loans; medical services; protection; shelter; clothing; household equipment; seeds and tools; and food, but also access to financial saving schemes and insurances, community organisation and governance; and capacity-building. This assistance attempts to address, reduce or mitigate underlying risks that contributed to the crisis, and prepare communities to be better equipped should crises recur. Assistance may also extend into the longer-term, where states, bi/multilateral organisations and NGOs provide technical, educational and professional expertise to rebuild communities. UN-HABITAT, with its particular focus on work with local authorities, civil society groups and local implementing partners, has a particular interest in strengthening social fabrics so that sustainable solutions can indeed take root. Addressing gender equality is thus a key element of UN-HABITAT's work in the field.

However, field practitioners need a "roadmap" on how to mainstream gender equality while pursuing the prime objectives of any assistance programme or project. During the early recovery after a crisis, it is essential that the needs of the whole community, in particular those of the most vulnerable people, including women, are taken into account. While most staff might be aware that gender concerns should be incorporated into the design of the recovery programme or project, many do not quite know how to do this best. Eight steps are suggested that help achieve incorporation of gender equality in a coherent manner into the project/programme cycle. Diagram 3.1 helps visualize these eight steps.

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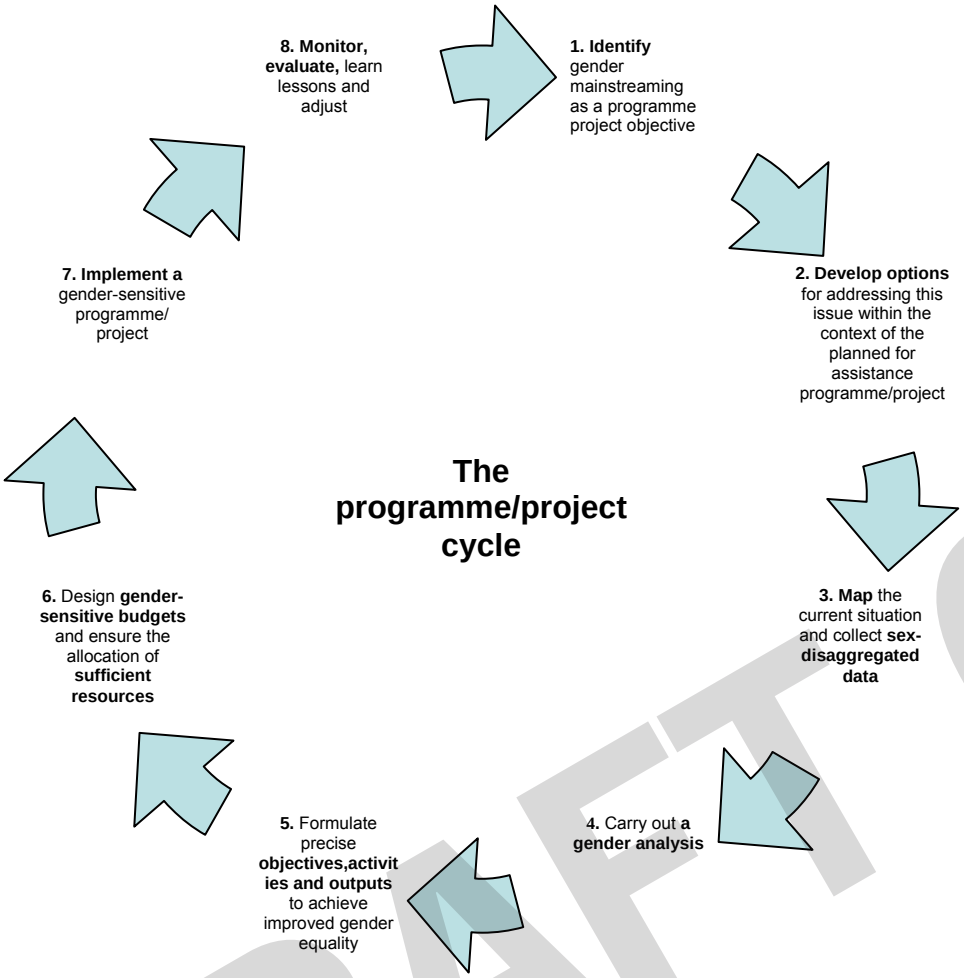

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In greater detail, here is guidance on what could be undertaken for each step:

3.1 Step 1: Identify Gender Mainstreaming as a Programme/Project Objective

This first step is an initial view through the "gender lens". While at this stage no specific gender problems will be identified or addressed, this first look will be helpful in appreciating gender-related aspects of seemingly "gender-neutral" issues.

The key question to pose during this first step is whether the proposed programme/project is likely to affect women and men differently. If the answer is yes, then gender mainstreaming should indeed become a programme/project objective. Steps 2 - 8 should thus be undertaken, both in order to make the suggested programme/project more effective and to adhere to UN-HABITAT's commitments regarding gender equality. This step is equally important when planning preventive measures in disaster risk reduction. For example, indigenous high-value food crops, which are often home-grown by women, play a role in diversifying income and thus increasing disaster resilience. However, only

culturally adapted programmes/projects will yield positive results (see chapter 1, section 1.1).

The following good practices have proven to be helpful guidance during this step:

Good Practices

! **Be able to deal with uncertainty**, and be willing to consider that the selection of programme/project objectives cannot be approached from a purely technical or sectoral perspective or without consideration of the political situation.

! **Respect** the **complexity of the post-crisis context**, and be careful not to become stationary because of the contradictory pulls and pushes of a post-crisis society.

! Nevertheless, your **commitment** to gender mainstreaming should be **firm**, even if perhaps **the tools used to apply the concept should be modified by pragmatism and respect for cultural differences.**

3.2 Step 2: Develop Options for Addressing this Issue within the Context of the Planned for Assistance Programme/Project

Once it has been decided that gender concerns should play a role in the design of the programme/project, options for how to do this best have to be developed. Field practitioners might wish to undertake a brainstorming exercise that creatively pursues how to address gender concerns within the programme/project design. Whether these initial ideas are supported by factual evidence obtained through assessments will need verification. Later, these first ideas will also have to receive a reality check through mapping and analysis (see steps 3 and 4).

Box 3.1 provides an example of the kind of questions that might be asked during a joint assessment mission in the planning stage.

Box 3.1 Darfur Joint Assessment Mission: Gender Considerations - August 2006

Housing and Shelter

- *Do shelter and housing offer security, away from areas of fighting; provide protection from wind, sun and rain; provide privacy; satisfy cultural dictates; provide safe and proximate access to water points, hygiene facilities, washing and cooking facilities and waste disposal; are easy to clean; are sustainable, as many people may be forced to reside in 'temporary structures for a considerable period of time?*

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- *Are there any constraints for either women or men to participate in the implementation of construction activities?*

Land and Conflict

- *Which laws and practices protect women and men's property rights (customary, statutory Islamic law)? Do these laws affect women, girls, men and boys differently? How and under what circumstances?*

- *Is there a land tenure policy (hakurah) specific to Darfur? Are there any laws (statutory, customary), which deal with land inheritance? Do these laws recognize men and women's property rights to access, control, own and inherit land? What other forms of property are women, girls, men and boys entitled to inherit and own? Are there mechanisms in place to ensure equal security of tenure to both women and men? Are women represented in mechanisms that mediate and/or make decisions on land and property issues?*

- *Are there prevailing attitudes and cultural norms and practices preventing women's access to and control over land and property? Are there prevailing barriers to equal inheritance to land and property?*

Source: UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM), Women, War and Peace, *Darfur Gender Guidelines for the Joint Assessment Mission (JAM)*, undated, http://www.womenwarpeace.org/sudan/sudan.htm

Once initial ideas are on the table, several implementation questions have to be dealt with. They concern (1) strategic planning for implementation including an honest assessment of organisational capabilities to follow-through with the full implementation of the objectives, (2) appropriate conduits for assistance (single project, programme, or support to other programmes), (3) partnerships and implementation mechanisms and (4) planning for exit strategies.

Strategic planning is crucial at this stage, in order to check whether the proposed options for gender mainstreaming are indeed feasible. Gender concerns need to link in with the overall strategic plan for the programme/project in order to be of benefit. Which assistance conduit makes most sense in the current context is also of obvious consideration, and one that is likely pre-determined by the larger assistance goal. If the objective is to mainstream gender concerns, the single project or individual programme options are by definition foreclosed. Who to partner with is a key question to ask during this phase, in particular the choice of local partners. Local groups, for whose benefit the assistance programme/project is designed after all, will be crucial determinants in the success of the programme/project. Integrated planning processes involving all relevant external actors in-country and led by the UN Country Team (UNCT) are now often the norm in post-crisis situations. Coordination of programmes is of obvious benefit, but it is always voluntary and does not always ensure harmonization of efforts. One problem is the often unpredictable behaviour of some post-crisis governments, which are charged with providing some of the resources for reconstruction. Lastly, the planning of exit strategies will make a smooth hand-over to local or national authorities and groups possible. In the context of mainstreaming gender this means integrating a gender perspective to such an

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extent into the workings of the organization, national authorities and local groups that it becomes habitual, not requiring special efforts.

The following good practices give guidance during this step:

Good Practices

- **Link** your **gender planning** to an **overall strategic plan** for sustainable relief and reconstruction.
- **Explore** a **range of implementation arrangements** in order to determine which approach will have the most impact.
- **Involve local groups (both women and men)** in your planning**.**
- The **institutional capacity** of your agency to support gender equality during the relief and reconstruction phase needs **careful assessment**. Factors such as the existence of resources and expertise; flexibility to respond; capacity to fill a gap rather than cause duplication or overlap; capacity to partner to leverage resources must be considered during the planning process.

3.3 Step 3: Map the Current Situation and Collect Sex-Disaggregated Data

Research into gender concerns has shown that the following observations hold true in most situations field practitioners will find themselves in. These observations give rise to the need for both mapping of and the collection of sex-disaggregated data on the current gender situation:

- The gendered division of labour is the starting point for many gender imbalances and inequalities in society;
- Access to resources is distinct from control over resources;
- Resources include material resources, but also time, knowledge and information;
- *De jure* gender equality does not necessarily translate into *de facto* gender equality; and
- Culture, attitudes and stereotypes profoundly influence access to and control over resources, and thus the realization of *de facto* gender equality. [24]

[24] UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP), 2002, p.185

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Hence, step 3 requires an initial qualitative assessment of the situation (mapping) as well as a quantitative assessment (the collection of sex-disaggregated data).

3.3.1 Mapping

Mapping the current situation concerning gender equality contributes to meeting the objectives of relief and reconstruction programmes. It tells the field practitioner:

- Who suffers and how (women, men, girls, boys, the elderly etc.)?
- Who needs protection or shelter?
- What are the various coping mechanisms?
- What are the existing capacities to promote gender equality within the community?
- How are the different groups or individuals able to pursue gender equality (or not)?
- What are key stumbling blocks to gender equality?
- What activities (external or local) already exist that address gender concerns? Which ones have already taken place, which ones are planned for?

Mapping could take the form of a vulnerabilities, capacities, needs, and activities matrix as follows:

Tool 3.1 Vulnerabilities, Capacities, Needs, and Activities Matrix

	Vulnerabilities	**Capacities**	**Needs**	**Activities (have taken place, exist, are planned)**
Physical/material				
Social/ organizational				
Motivational/ attitudinal				

Principal data collection methods to use during the mapping are:

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- Participatory observation;
- Interviews;
- Consultations, participatory action research; and
- Document research.

These methods aim to illicit qualitative information in order to gain an overview. The objective at this state is to corroborate initial assumptions rather than to dig into the detail of the situation. Details come later, during the analysis stage (see step 4).

The following good practices are vital to consider during mapping:

Good Practices

When conducting the mapping exercise, the following needs to be taken in to account:

! The **various stakeholders might have vested interests** in the outcome of such a mapping exercise. Their (sometimes hidden) agendas need to be carefully elucidated and noted. Actors can vary in importance and reinforce or contradict each other.

! **Stakeholders are not only external actors** (donors who provide resources to carry out the programme). Primary stakeholders are the target group(s) of the programme/project; secondary stakeholders are the intermediaries of the intervention, the implementers.

! **Engendered data collection** - Gender equality starts with the way in which information is collected. Field practitioners must ensure that their data collection methods are engendered (see box 3.2 below).

! **Access to consultations** - Often when consultative processes are held in the community, women either are unaware of the meetings or are unable to attend as a result of heavy domestic workloads. Therefore, a special effort must be made to ensure that both men and women in the community are aware of the meetings. In addition, the consultations should be scheduled at a time and in locations when and where women and men will both be able to attend. Furthermore, support for transportation and childcare facilities will help women's involvement in the process.

! **Cultural considerations in participatory data collection** – Often women and men are not socially comfortable speaking out in a mixed setting. Therefore, in order to elicit the maximum participation from all men and women who attend workshops, meetings and consultations, the needs for possible gender segregation should be

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explored. However, it is also important in such cases to ensure that this allows for women to be involved in the decision making processes and does not serve to further marginalize their position vis-à-vis that of men.

Box 3.2 Consulting Women Alone is Not Enough

Experience suggests that consulting women is not enough to ensure that […] women's specific concerns […] are reflected in policies and programmes. For instance, a revision of Mozambique's agricultural sector, PROAGRI, involved national consultation with different stakeholders including small-scale farmers most of whom are women. Yet, although research has shown that women farmers face specific problems (e.g. relative lack of access to land, credit and markets), no specific gender issues were identified through these consultations.

Source: WATERHOUSE, Rachel and Charlie SEVER, *Gender Mainstreaming in Development Cooperation Ireland Country Strategy Papers,* undated, p. 8, http://www.dci.gov.ie/uploads/gender%20mainstreaming%20in%20csps.doc

Just as gender issues might not surface naturally by consulting with women alone, the field practitioner also needs to be aware that indeed the mutual interests of both men and women are at stake. Exploration of what it means to be a man must equally be an issue. Box 3.3 makes the relevant arguments.

Box 3.3 Men's Involvement in Gender Equality

Today there are many example and opportunities for men's involvement in gender equality, but still some confusion about what "men's involvement" actually means. In short, men's involvement does not mean working with men in lieu of the empowerment of women, or working with men to suppress the voices of women. For simplicity's sake, men's involvement in gender equality can be categorised into three broad areas:

- ***Working with men as decision makers and service providers*** *- for example, working with male policy makers and community leaders around violence against women, or working with male staff in development organisations to become more active in gender mainstreaming activities.*
- ***Integrating men into the development process with a "gendered lens" -*** *including project design, implementation and evaluation. As opposed to working solely with women, "gender" projects that focus on the empowerment of women may be strengthened by the inclusion of men - taking into account their relations and positions within families and communities.*
- ***Targeting groups of men and boys when and where they are vulnerable*** *– the lack of a gendered analysis of men and boys causes some problems to be overlooked by development organisations that are specific to men. These include, for example, young men in conflict situations, or men and boys dealing with unemployment, drug use or sexuality issues.*

Source: LANG, James, *Evolving the Gender Agenda – Men, Gender and Development Organizations;* Brasilia, Brazil: United Nations Division for the

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Advancement of Women (DAW) in collaboration with International Labour Organization (ILO), Joint United Nations Programmes on HIV/AIDS (UNAIDS), United Nations Development Programme (UNDP) Expert Group Meeting on "The Role of Men and Boys in Achieving Gender Equality", Oct 2003, draft version, pp 9-10.

3.3.2 Collecting sex-disaggregated data

A complement to mapping and the starting point for a gender analysis (see step 4 below) is the availability of sex-disaggregated data able to reveal differences in the needs, interests, opportunities and vulnerabilities of different categories of women and men.

Without separate data divided by sex for all indicators, it is impossible to comparatively assess the status of important variables that may shape inequalities between men and women's living conditions, such as differences in education, access to health care, income, or the division of labour. Unfortunately, pertinent data are often not available by sex breakdown because gender has rarely been considered an important indicator for analysis during the data collection stage or because some aspects of gender inequality are difficult to quantitatively measure.

In the context of a post-crisis situation an additional difficulty arises. Sources of information would logically be statistical records in national ministries or census bureaus, but this information might be outdated, unreliable or simply unobtainable. In the highly charged environment after a war, for example, when the government is about to change, the administrative capacity of a state is often paralysed. It will also take time before the administrative machinery is able to run again, as personnel will have been lost or will need training, financial resources will be scarce, and the focus on a single objective for a while (i.e. winning the war or clearing disaster areas) will have meant that record keeping has been poor and accountability lacking. In such cases it is important to devise an original research methodology that focuses on results disaggregated by sex and carefully documents data sources according to their (gendered) origin. For this help by a statistician might be needed.

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Box 3.3 illustrates the challenges of obtaining sex-disaggregated data in post-crisis situations.

Box 3.3 Difficulties with Obtaining Sex-Disaggregated Data in Somalia

Obtaining information on women in Somalia is especially tricky — the highly traditional communities often post male "gatekeepers" to monitor women's activities and meetings so that it is difficult for women to speak out. The post-tsunami UN interagency task force assessment contained no sex-disaggregated data for example, mainly because most of the field teams conducting interviews were male, and hence not allowed to speak to female-only groups without the presence of male gatekeepers, who prevented women from voicing their concerns.

Source: UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM), *Creating Policy Space – Bringing Women's Perspectives to Decision Makers,* undated, http://www.unifem.org/campaigns/tsunami/page6.html

Statistical measurement is important in both the recognition of gender inequalities, which form the basis of an organisation's gender mainstreaming projects, and with respect to implementation, where sex-disaggregated data is a crucial component to the evaluation of gender mainstreaming progress.

Statistics should thus cover all activities, from programme design to proposal preparation, implementation and monitoring. Ideally these statistics become harmonized across agencies or at least must be undertaken in a collaborative effort, so that each actor does not waste time and energy on similar efforts.

An Inter-Agency Standing Committee (IASC) initiative issued in November 2006 attempts to address the problems agencies experience in collecting sex-disaggregated data, as box 3.4 explains.

Box 3.4 2006 IASC Initiative on Sex and Age Disaggregated Data

This initiative will get to the bottom of why humanitarian actors do not collect, analyse and/or report their data on the work they do break down by sex and age. It will also find out what information decision-makers, such a Humanitarian Coordinators, want and use to inform their decision-making and determine what role the HC can/should play in ensuring sex/age disaggregated data is used in the situation. It will provide concrete methods and entry points for collecting sex and age disaggregated data in emergencies. This is a start-up activity recognising that other initiatives on improved information management under the IASC are underway as is the support by UNFPA in ensuring sex and age disaggregated data is routinely used to inform humanitarian programming especially in early recovery.

Overall objective: *Increase commitment to and ability for routine collection and analysis of humanitarian data disaggregated by age and sex.*

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Expected output

- *Summary report on the "state of sex and age disaggregated data (SADA)" and best practices to date.*
- *Expert meeting provides recommendations on key entry points for SADA and determines methods and indicators.*
- *Training of Humanitarian Coordinators on their role to ensure SADA is used routinely.*

Key activities

1. *Conduct a review of recent emergency operations to determine the level to which SADA from different sectors was used to make decisions.*
2. *Prepare a comprehensive review of available documents on SADA including methodological issues.*
3. *Conduct key informants interviews with senior decision makers and visit to two current relief operations, one in Africa and one in Asia, to determine barriers to collecting and reporting on SADA.*
4. *Host an expert conference to review the finding of the project, which will culminate in the drafting of a series of recommendations for the humanitarian community as a whole, and for UN Humanitarian Coordinators specifically.*
5. *Provide advice to the HCs in their training meeting in early 2007 on findings, and seek their inputs on moving forward so that data disaggregated by sex and by age becomes routinely analysed and used.*

Timeline: *1 year*

Partners: *Columbia University Mailman School of Public Health will lead this project and bring together experts from UNFPA and WHO to contribute to the expert meeting and development of recommendations and methods.*

Budget: $150,000

Source: UNITED NATIONS INTER-AGENCY STANDING COMMITTEE (IASC), *Gender and Cluster Appeal 2006,* http://ochadms.unog.ch/quickplace/cap/main.nsf/h_Index/2006_Gender&Cluster_Appeal/$FILE/2006_Gender&Cluster_Appeal.doc?OpenElement

The following good practices sum up sensible guidance during this step.

Good Practices

! **Collect qualitative and quantitative (statistical) information as evidence for needing a gender perspective in your programme/project,** but **continue with this collection** throughout all phases of your programme/project.

! **Outsource data collection to experts (statisticians), if needed.**

! **Collaborate with other agencies,** so that resources are not wasted.

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3.4 Step 4: Carry Out a Gender Analysis

Step 3 should have made clear where gaps in the current information base exist. During step 4 research will need to be conducted or commissioned that will fill in these gaps. This is crucial in order to guarantee the credibility, efficiency and effectiveness of any programme/ project that is being developed.

A broad range of frameworks for gender analysis are available[25]. These are often complex sociological research approaches that might be overwhelming for the time-pressed field practitioner in a post-crisis context. While it may be advisable to commission this research to a gender analyst also knowledgeable about sustainable relief and reconstruction, for the purposes here a "light" version of a gender analysis is suggested, to be complemented as needed.

Tool 3.2 "Light" Gender Analysis

1. Make a brief analysis of the social and cultural context taking into account:

■ Existing gender roles (who does what)

_____
_____
_____
_____

■ Who has the power to decide within the family, the community, the institutions

_____
_____
_____
_____

■ Structure of local households

_____
_____
_____
_____

■ How resources are allocated within the household

_____
_____

[25] Among them are:

1. Harvard Analytical Framework
2. DPU Frameworks: - Moser Triple Roles Framework;
3. Levy Web of Institutionalization Framework
4. Gender Analysis Matrix
5. Longwe Equality and Empowerment Framework
6. Capacities and Vulnerabilities Framework (CVA)
7. People Oriented Framework
8. Social Relations Framework

For a review of these frameworks, see
MARCH, Candida, SMYTH, Ines and Maitrayee MUKHOPADHYAY, *A Guide to Gender-Analysis Frameworks*. Oxfam Skills and Practices Series, Oxford: Oxfam, 1999.

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_____
_____

■ Roles of men and women in spiritual/religious life

_____
_____
_____
_____

■ Traditional/cultural practices that that hinder women's rights

_____
_____
_____
_____

■ Whether or not boys and girls have the same access to education

_____
_____
_____
_____

■ Evidence of gender-based violence and violations of women's human rights? Do institutions and organizations have the capacity to deal appropriately with these issues?

_____
_____
_____
_____

■ Are both men and women viewed as actors and protagonists?

_____
_____
_____
_____

2. Make a brief analysis of the legal and political context taking into account:

■ Legislation and legal practices common in the country and relevant to gender equality

_____
_____
_____
_____

■ Policies governing gender concerns in post-crisis reconstruction - Which exist? Who are the policy makers? What ministries are charged with implementing the policies? Do strategies and action plans exist?

_____
_____
_____
_____

■ Gender-equitable participation in political movements, local authorities, decision-making at the community level

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_____
_____
_____
_____

■ How women register for voting and how they participate in the vote (if relevant)
_____
_____
_____
_____

■ Other groups working in the area of gender equality - research institutions/ NGOs- possible collaboration with partners?
_____
_____
_____
_____

3. Make a brief analysis of the economic context taking into account:

■ Kind of activities/tasks/work that are forbidden to women or men by local customs
_____
_____
_____
_____

■ Who the breadwinner is in the family
_____
_____
_____
_____

■ Whether or not both women and men are engaged in the informal sector, and what do they do
_____
_____
_____
_____

4. Identify local resources that can contribute to the proposed programme/project:

■ Local human resources on which one can rely
_____
_____
_____
_____

■ Existing economic resources (who is managing them? what is the amount?)
_____
_____
_____
_____

■ Existing local infrastructure (location, condition, who is responsible for them)

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_____
_____
_____
_____

■ Existing networks of support (family, religious groups, committees…)

_____
_____
_____
_____

■ Men and women who can collaborate in the protection of the most vulnerable groups

_____
_____
_____
_____

■ Local human resources that would be available after training/capacity building/skills development (identification of potential)

_____
_____
_____
_____

■ What are the obstacles to diverse women and men's participation in communal activities and have strategies been developed to overcome those barriers?

_____
_____
_____
_____

■ Time factor/allocation of time for the use of local human resources (especially for women who may be engaged in several activities)

_____
_____
_____
_____

Source: Adapted from UNITED NATIONS DEVELOPMENT PROGRAMME/BUREAU FOR CRISIS PREVENTION AND RECOVERY (UNDP/BCPR), 2001, pp.20-21

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Once results become available from this analysis the practitioner needs to develop baseline data to be used to monitor changes in the context later on and in the programme/project and how they interact (see step 8). Periodically, new analyses have to be carried out in order to be able to compare the baseline data with new data and to determine links between the new data and the programme/project.

The good practice box below summarises proven experience with this step.

Good Practices

! Remember that the **context** in which this analysis is carried out **is** extremely **volatile**. Governance institutions and local administrative organs will be weak, and the state apparatus might not have adequate financial and human resources to provide information and collaboration. Vested interests might also be at play.

! **Data might well be outdated, unreliable or unobtainable**. In such a case, original research has to be carried out, best in collaboration with partners.

! **Basic services** (electricity, water and sanitation, sources of energy, transportation, telecommunications, education and basic health and social services) are likely to be **disrupted** and make the practitioner's own collection of data disproportionably cumbersome. **High standards might have to be balanced out by pragmatism and operational flexibility**.

! Methods for obtaining this data must be based on **community participation principles**. Unless communities feel that they have a stake in the process of designing the programme/project, they will not have an interest in its outcome. Yet, it is their lives that will predominantly be affected, not the lives of the external actors.

! **Do not be afraid to outsource the gender analysis**, if you don't have the time or the skills available within your organisation. However, if outsourced, the gender analyst that is hired must also be an expert on sustainable relief and reconstruction approaches.

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3.5 Step 5: Formulate Precise Programme/Project Objectives, Activities and Outputs to Achieve Improved Gender Equality

While the gender analysis will tell the field practitioner of external factors or constraints that influence the design of the programme or project, it is subsequently important to formulate more precisely what objectives, activities and outputs the engendered programme or project should have. What might be the internal logic of pursuing gender equality? What is the goal?

Key questions that help formulate precise objectives are the following:

- How and why is gender equality relevant to the proposed results/impacts of the programme/project?

- How can the proposed programme/project contribute to gender equality?
- How can both women and men participate in a meaningful fashion in the design of the project?
- How do local stakeholders (women and men) perceive the programme/project in terms of its costs, benefits, acceptability and practicality?
- What might the wider consequences be of failing to adopt a gender-sensitive approach?

When constructing the programme/project logframe, the following checklist (tool 3.3) helps "engender" the proposed programme/project:

Tool 3.3 Gender Mainstreaming Checklist for Formulating Programme/Project Objectives, Activities and Outputs (Constructing a Logframe)

☐	**Background and Justification:** Is the gender dimension highlighted in background information to the proposed programme/project? Does the justification include convincing arguments for gender mainstreaming and gender equality? (see chapter 1)
☐	**Goals/Objectives:** Does the goal of the proposed programme/project reflect the needs of both men and women? Do the objectives seek to correct gender imbalances through addressing practical needs of men and women?
☐	**Prior Obligations:** Field practitioners rarely arrive precisely at the beginning of a project/programme. What are the prior obligations that programme/project has already entered into? Have these obligations been met?
☐	**Target Groups:** Except where programmes/projects specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target group?
☐	**Activities:** Do planned activities involve both and women? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)?
☐	**Indicators:** What indicators can been developed to measure progress towards the fulfillment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators sex-disaggregated? Are targets set to guarantee a sufficient level of gender balance in activities (e.g. quotas for male and female participation)? (see step 3.8)
☐	**Implementation:** Who will implement the planned intervention? If an implementing partner is contracted, has this partner received gender

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mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation? (see step 7)

☐ **Monitoring and Evaluation**: Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the programme/project? (see step 8)

☐ **Risks**: Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender, cultural capacity for social change at this point)? Has the potential negative impact of the programme/project been considered (e.g. potentially increased burden on women or social isolation of men?)

☐ **Budget:** Have financial inputs been "gender-proofed" to ensure that both men and women will benefit from the planned programme/project? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored in to the budget? (see step 6)

☐ **Annexes:** Are any relevant research papers (or excerpts) included as annexes (particularly those that provide sound justification of the attention to gender)?

☐ **Communication Strategy:** will a communication strategy be designed for informing various publics about the existence, progress and results of the project from a gender perspective? (see chapter 4)

Source: Adapted from UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP), *Gender Mainstreaming in Practice: A Handbook*, New York: UNDP, 2002, p.22, http://www.undp.org/gender/docs/RBEC_GM_manual.pdf

While constructing the log-frame, the following good practice has proven to contain valuable advice.

Good Practices

! Consider whether or not it is appropriate to have specific objectives relating to gender. If there are **no concrete results expected related to gender, then gender tends to 'fade out'.** Usually efforts tend to focus on the expected results as defined in project planning documents.

3.6 Step 6: Design Gender-Sensitive Budgets and Ensure the Allocation of Sufficient Resources

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Gender-sensitive budgets refer to the analysis of the impact of actual expenditure on women and girls as compared to men and boys. It is not necessary or desirable to consider separate budgets for women. Neither does gender-sensitive budgeting aim to solely increase spending on women-specific programmes. Instead, the budgeting process helps programme/project planners decide how policies need to be adjusted, and where resources need to be reallocated to address gender inequalities.

On a larger scale international organisations (e.g. the United Nations Development Fund for Women (UNIFEM), The Commonwealth Secretariat and Canada's International Development Research Centre (IDRC)) have taken on supporting governments and civil society in analyzing national and local budgets from a gender perspective and applying this analysis to the formulation of gender-responsive budgets[26]. Although national budgets may appear to be gender-neutral policy instruments, government expenditures and revenue collection have different impacts on women and men. Gender-responsive budget analysis provides a way to hold governments accountable to their commitments to gender equality by linking these commitments to the distribution, use and generation of public resources.

There are only five important aspects to designing gender-sensitive operational budgets from the point of view of the field practitioner responsible for programme/project budgeting. These aspects are contained in the following checklist (Tool 3.4).

Tool 3.4 Checklist for Gender Sensitive Budgeting and Resource Allocation

- Check whether the policy that has given rise to the budget is gender-sensitive;
- Check that an adequate budget is allocated to implement the gender-sensitive policy;
- Ensure sufficient resources to implement the gender-sensitive budget;
- Check whether the expenditure is spent as planned; and
- Examine the impact of the policy and expenditure, i.e. whether it has promoted gender equality as intended.

3.7 Step 7: Implement a Gender-Sensitive Programme/Project

During implementation all of the above plans will be put to the task. While the gender-sensitive programme is being implemented, tool 3.5 helps ensure staying on track.

Tool 3.5 Implementation Checklist

[26] See Gender-Responsive Budget Initiatives in the section entitled “Resources“ below.

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- Ensure that the established criteria are respected. (If any of the established criteria are not respected, why? What prevents them from being implemented?)
- Ensure that all the stakeholders participate in the project. Double-check their roles and their commitment to gender equality. This is particularly important when working through implementing partners. Have these partners been trained in gender mainstreaming?
- Motivate those involved in programme/project implementation to maintain a gender perspective (opportunities to update their gender knowledge and skills, and discuss gender issues in a non-judgmental environment). Hold regular meetings in this regard.
- Document your experience and discuss it with others addressing similar situations.
- Review and revise the project plan/criteria when necessary (see step 8 below)

During the actual implementation of physical reconstruction programmes/projects the following issues can become important

- Technical design: Seek both women's and men's views about technology options and design features.
- User contributions: Determine differences between women's and men's willingness and ability to contribute labour, materials or money.
- Time/Workload considerations: Does the initiative increase women's/men's/girls'/boys' workload both during and after construction? Does the demand for women's and girls' unpaid labour increase? Are there conflicting demands?
- Operation and Maintenance: How are operating and maintenance rights and responsibilities shared between diverse women and men? Do these reflect their use of the service system?

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Despite careful planning and preparation implementation challenges can be formidable, as box 3.5 exemplifies.

Box 3.5 Challenges to Implementing Gender Mainstreaming in Kosovo

Oxfam was involved in the emergency humanitarian efforts in Kosovo in 1999. Oxfam has made considerable efforts to mainstream gender and integrate 'hard' (technical) and 'soft' (social) elements of humanitarian assistance. This resolve, however, crumbled in the face of high media interest as large sums of money were diverted to Oxfam to spend fast.

In Kosovo, this initially resulted in gender inequalities in the recruitment and pay of staff: young educated male Kosovar refugees working with the water engineers were paid, while young educated female Kosovar refugees were not, an oversight that was later rectified. The stereotypical gender divide in the division of work, however, remained unchanged, with 'hard' programmes such as water engineering being staffed almost exclusively by men, while 'soft' programmes including gender, disability, social development and hygiene promotion, employed almost exclusively women. The water programme teams each had access to their own new vehicles – highly desirable resources during the crisis period – whereas social development, gender, hygiene promotion and disability teams had to share one old, broken-down vehicle.

Source: Adapted from WILLIAMS, Selina, 'Conflicts of Interest: Gender in Oxfam's Emergency Response', in COCKBURN, Cynthia and Dubravka ZARKOV (eds), *The Postwar Moment: Militaries, Masculinities and International Peacekeeping*, London: Lawrence & Wishart, 2002, p. 96.

It is worthwhile noting the following good practices when implementing.

Good Practices

! Recognise that **programme/project activities** may be more **costly and time-consuming**. To include women is potentially more costly due to several constraints, i.e. having to talk to women in each household rather than in a village group setting as for men. Also, women may be required to have a male relative travel with them, or they may have to travel in pairs, therefore travel may be more costly. Training for female and male project staff may have to be held separately.

! Remember that project implementation is a strategic moment for **modelling gender equitable behaviour**.

3.8 Step 8: Monitor, Evaluate, Learn Lessons and Adjust

Once mainstreaming programs have been put in place, monitoring and evaluation tools become necessary to ensure organizational compliance and to

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assess the effectiveness of the implementation practice. A monitoring mechanism must be put in place, which routinely, regularly and transparently provides information on progress.

A first set of questions regarding the establishment of such a mechanism is summarised in tool 3.6.

Tool 3.6 Establishing a Monitoring Mechanism

- Who is responsible for monitoring tasks?
- Who participates in the monitoring?
- How is monitoring conducted?

Progress towards achieving targets should be mapped with the help of specific indicators.

Effective indicators are:

- Comparable longitudinally (over time) – indicators that are measured only once cannot show signs of progress or decline;
- Comparable with other countries, regions or target audiences;
- Measurable – one needs to be able to quantify or categorize results;
- Precise – choose indicators whereby effects of external and environmental factors, other than those one hopes to measure, are minimized;
- Selective and representative – too many indicators are difficult to track.

As a measure of social change and the performance/effectiveness of government policy, gender-sensitive indicators can be described in terms of:

- the derived quality to be reached;
- the quantity of something to be achieved;
- the target group who is affected by or benefits from the program or project; and
- the time frame envisaged for the achievement of the objectives.

Quantitative indicators (total numbers, percentages, etc) are useful for showing what the average outcome is, or the degree to which a goal or objective has been attained. Qualitative indicators can be defined as people's judgements and perceptions about a subject. They are useful for understanding processes, but frequently do not show how typical or widespread the expressed views are.

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Qualitative indicators are, for example:

- The level of participation as perceived by stakeholders through the different stages of the project cycle (by sex and age); and
- The degree of participation of an adequate number of women in important decision making (adequacy to be mutually agreed by all stakeholders) - to be measured through stakeholder responses and by qualitative analysis of the impact of different decisions.

Depending on what kind of monitoring framework is selected and what evaluation methodology used, the set of issues to be addressed when preparing a gender-sensitive review are summarized in tool 3.7.

Tool 3.7 Issues List for Monitoring and Evaluation

1. In preparation for annual reporting and reviews, analyse important changes in the last year, for example:

- New legislation, government policies or commitments on gender equality (these could relate to land tenure, credit, NGO policies, etc.);
- New women's networks or organisations or changed profile/capacity of existing organisations;
- Changes in economic and social conditions or trends that affect priorities, resources, and needs in the sector you work in.

2. Are data for monitoring, review and evaluation disaggregated by sex?
3. Do the evaluation 'terms of reference' clearly specify the gender issues and questions to be addressed in the evaluation?
4. What is the envisaged evaluation process? Is perception-based and objective information being collected? Does the information come from a variety of sources?
5. Does the actual implementation of the program/project follow the original intentions?
6. Will the evaluation consider project outcomes/results with respect to differences in needs and priorities of women and men?
7. Does the evaluation team have the expertise to look at gender issues in the specific context of the project?
8. In conducting the evaluation, will evaluators:

- Disaggregate data by sex?
- Seek the input of both women and men and analyse differences and similarities?

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9. Will the evaluation identify 'lessons learned' relating to working with a gender perspective in post-crisis reconstruction so these can be transmitted throughout the organisation?

On the basis of what is learned through monitoring and evaluation the programme/project will need to be adjusted. In addition, mainstreaming will only be a successful operational tool, when follow-up action has been taken, leverage points for further action is determined, challenges and larger implications to mainstreaming assesses and support activities envisaged (see chapter 4).

During this step in the programme/project cycle the following good practices have proven to be helpful:

Good Practices

! Recognise the **problems inherent in matching indicators to success in the relief and reconstruction environment**. A swiftly changing environment does not lend itself to easy causal linkage between action and impact.

! Monitoring and evaluation must be **sensitive to unintended impact, secondary impact, and long-term impact** which may not be immediately apparent in the programme/project's life cycle. Methods must be found to document these kinds of impact.

Case studies to illustrate gender mainstreaming practices in reality can be found in annex 1.

Chapter Learning Points

- ✓ Tools adapted for the post-crisis context are needed. They have to be comprehensive and respond to each phase in the programme/project cycle and also feasible in the messy post-crisis context.
- ✓ In order for these tools to be useful, they have to be based on full ownership by the primary stakeholders of the programme/project.
- ✓ Any tool can ever only provide food for thought on how to address the situation; it can never provide a blueprint which has to be followed unfailingly.
- ✓ Gender mainstreaming is not an event, but a process..... It has a beginning, a middle, but never an end, for it is a process. One might need to improve it, perfect it, change it, even pause it. But it should never be stopped completely.

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A flow chart summarizing key points contained in this chapter and serving as a quick guide for the field practitioner can be found in annex 2.

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Further Reading

On gender mainstreaming generally:

- UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP), *Gender Mainstreaming in Practice: A Handbook*, undated, http://www.undp.org/gender/docs/RBEC_GM_manual.pdf
  Full of tools, tips and advice, this manual is geared towards development situations.

On gender analysis:

- MARCH, Candida, SMYTH, Ines and Maitrayee MUKHOPADHYAY, A Guide to Gender-Analysis Frameworks. Oxfam Skills and Practices Series, Oxford: Oxfam, 1999.

On gender budgeting:

- The Gender Responsive Budgeting Initiatives (GRBI) website is a collaborative effort between the United Nations Development Fund for Women (UNIFEM), The Commonwealth Secretariat and Canada's International Development Research Centre (IDRC), aimed at supporting governments and civil society in analyzing national and local budgets from a gender perspective and applying this analysis to the formulation of gender-responsive budgets. http://www.gender-budgets.org/en/ev-80429-201-1-DO_TOPIC.html

On gender indicators:

- The **United Nations** has developed a *Gender Statistics Programme* (GSP) for Arab countries that aims to enhance national capabilities in the production, use and dissemination of gender statistics to lead to more effective policies promoting change for the benefit of women and the advancement of society as a whole. http://www.escwa.org.lb/gsp/

- The **United Nations Statistical Division** (UNSD) has developed a *Handbook for Producing National Statistical Reports on Women and Men* (1997). This provides a framework for developing and disseminating, in the form of a publication, a minimum set of statistics and indicators on women's and men's position in society. It explains how to prepare and use available data and generate indicators on the basis of critical gender issues and concerns identified through user-producer consultations.

- The **United Nations Statistical Division** (UNSD) also publishes *The World's Women 2000: Trends and Statistics*. *The World's Women 2000* is a statistical source-book which provides a comprehensive analysis of how women fare in different parts of the world.

- The **United Nations Development Fund for Women (UNIFEM)** has promoted the strategy of gender mainstreaming (influencing decision-making at the highest levels) and has identified the need for adequate data as a major basis for macro-planning. It has published *Progress of The World's Women 2000.* The report concentrates on the economic dimensions of gender equality and women's empowerment in the context

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of globalisation . UNIFEM's *Progress of The World's Women* uses the indicators created for the Millennium Development Goals (MDGs).

- The **Food and Agricultural Organisation** (FAO) has focused on the importance of data collection as part of its Gender in Development Programme. It has produced a publication *Gender-sensitive Statistics for Agricultural Development (http://www.fao.org/docrep/X2785e/X2785e00.htm)* that discusses methodological and measurement issues, identifies data gaps and highlights the efforts that are still needed to improve the availability of data necessary for a better understanding of gender issues in rural and agricultural development, particularly in the developing countries.

- The **FAO** has also published *Gender sensitive indicators: A key tool for gender mainstreaming (http://www.fao.org/sd/2001/PE0602_en.htm)*

- The **International Labour Organisation (ILO)** has developed a database of gender equality in many countries under its Gender Promotion Programme. It has published *Qualitative and Quantitative Indicators for the Monitoring and Evaluation of the ILO Gender Mainstreaming Strategy (http://www.ilo.org/public/english/bureau/gender/download/pdf/indic.pdf)*

- In 1996, Commonwealth Ministers Responsible for Women's Affairs mandated the Commonwealth Secretariat to develop the concept of the Gender Management System (GMS), a comprehensive network of structures, mechanisms and processes for bringing a gender perspective to bear in the mainstream of all government policies programs and projects. **The Commonwealth Secretariat** has produced a useful handbook for using gender sensitive indicators as part of the GMS (Beck 1999).

On sector-specific checklists:

- ASIAN DEVELOPMENT BANK (ADB). Urban Development and Housing Gender Checklist. http://adb.org/Gender/checklists.asp

- _____, Water Supply and Sanitation Gender Checklist, http://adb.org/Gender/checklists.asp

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Chapter 4: Assuring Follow-Up

Chapter Summary

Field practitioners cannot act at the programme/project level alone. In order to make mainstreaming a successful strategy, follow-up action has to be taken, institutional, national and coordination challenges recognised, responses developed, lessons identified and recommendations envisaged. This chapter outlines a more comprehensive approach to gender mainstreaming, taking the concept beyond integration at the programme/project level. A list of substantive recommendations concludes this chapter.

4.1 The Need for Strategic Change

It is rarely the case that mainstreaming gender concerns at the programme/project level automatically has an impact at the higher levels of societal functioning. In particular towards the termination of programmes or projects, strategies have to be developed that ensure a larger impact.

In disaster risk reduction an obvious approach is to attempt to reduce vulnerability through training. Some innovative peer learning methods have proven particularly successful as the example in box 4.1 of women to women training supported by Groots, a network of women's organisations in 40 countries, and itself supported by the Huairou Commission shows:

Box 4.1 Women-to-women learning in Gujarat and Maharashtra, India

Five women who lived through and survived these disasters in Turkey spent two weeks in India after the 1993 earthquake. They spoke to women like them, women who had lost everything, or lost a great deal. Women who were determined to rebuild not just their homes but also their lives. Women who had never imagined that they could step out of their homes. Yet, like them, these women were prepared to travel long distances, even cross the seas to share their experiences, to learn from others, to find ways to turn the tragedy of a disaster into the opportunity of a sane and stable development.

Source: Adapted from SHARMA, Kalpana, "Man-Made Disasters", *The Hindu*, India's National Newspaper, on-line edition, 24 February 2002, http://www.gdnonline.org/sourcebook

Still, training alone is not enough. Often training is used as a mainstreaming instrument but is insufficient unless combined with wider structural changes and directly linked to the experiences of staff in the field. The first step to a comprehensive approach is indeed strategy formulation.

In order to formulate these strategies a range of preliminary questions aimed at organizational follow up have to be asked. Tool 4.1 lists such questions.

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Tool 4.1: Questions for Follow-up

At the institutional level:

□ What is the feedback loop between the engendered programme/project and the policy frameworks that gave rise to the integration of gender concerns in the first place? What entry points for follow-up are offered?

□ Does the programme/project evaluation include concrete recommendations for follow-up initiatives? What other entry points can be found to ensure this follow-up?

□ Does the evaluation point to implications for other stakeholders more broadly? How will these implications be communicated? Can one propose any concrete entry points?

□ Are the process and results of the programme/project documented in a way that will assure institutional memory?

□ How and to whom are the results of the programme/project communicated?

□ What is the current extent of internal institutional commitment to follow through on gender equality?

□ How deep and how wide is the organizational commitment to gender mainstreaming? Is the organizational culture enabling?

□ Do existing institutional structures support the practice of gender mainstreaming or how might they need to change?

□ What skills are needed in the organization as a whole, by colleagues in different departments and partners, so that gender equality can be fully mainstreamed?

□ Can gender concerns be placed on a par with other aspects of decision-making? Can it be integrated early in the decision-making process, so that decisions can benefit from opportunities and avoid negative impacts?

At the broader level of societal functioning

□ Is the external context (in terms of the national or regional situation and in terms of global policy development) conducive to further work on gender equality?

□ What proactive or preventive measures can be envisioned: how can gender be taken into account in disaster risk reduction? Are outreach programmes targeting household and community preparedness programmes engendered?

□ Is there room for changing policies, administrative practices, and institutions so that they actively, systematically, and consistently consider and promote gender equality in all aspects of their work?

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□	What are pro-active and constructive activities aimed at rethinking social values and adjusting the attitudes and behaviours of individuals and organizations, while remaining respectful of cultural or social constraints?

Asking these questions is a good starting point, but might not overcome real hurdles. What might be the hurdles? The following section provides some overview of possible constraints and challenges.

4. 2 Challenges and Their Possible Responses

Constraints and challenges are likely to appear at three levels: the institutional, the inter-institutional and the national levels.

4.2.1 At the Institutional Level

- ***Limited staff capacity for gender mainstreaming*:** not all staff might be adequately trained in gender concepts, analysis, and mainstreaming tools. A UN-HABITAT Gender Self Assessment revealed that many young professional staff, both women and men, do not know about gender policy, and that, in general, they do not have enough knowledge on gender issues in human settlements[27]. In many organisations gender equality policies and gender mainstreaming strategies are implemented from the top down, without adequate internalisation of the values embedded in these policies by staff at lower levels. As a result, there is little progress in the implementation of these policies.

Experience from Irish Aid confirms this point:

Box 4.2 Irish Aid Evaluation of Gender Mainstreaming in Ethiopia

Not all staff had prior training in gender analysis, whilst gender sensitive information was not always readily available to assist them. In practice, Development Cooperation Ireland (DCI) Advisors found it easier in some sectors than others to identify opportunities for promoting gender equality. According to people interviewed, this was easiest in health and education as well as in the governance sector where a rights-based approach helped to identify issues around women's rights. The biggest challenges were posed in relation to:

- *Private sector development*
- *Rural economy development*
- *Safety nets programme*

where little has been done by DCI or its partners to identify gender related constraints and where there appears to be most resistance to addressing these issues.

[27] UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender Self Assessment*, Internal Report, June 2005, p. 2 and p. 8

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Source: Adapted from WATERHOUSE, Rachel and Charlie SEVER, *Gender Mainstreaming in Development Cooperation Ireland Country Strategy Papers,* undated, p. 18, http://www.dci.gov.ie/uploads/gender%20mainstreaming%20in%20csps.doc

Capacity building should thus respond to these problems. It should also entail staff time allocated to study gender policies and actively promote their implementation.

- ***Organisational culture prohibitive:*** While the mandate to carry out gender work might be in place, the internal functioning of many international assistance agencies too often still reflects the patriarchal norms and practices that serve to maintain gender inequality and hinder development. For example, in an organisational climate that equates "hard work" with "being at your desk" – some staff may find it hard to take advantage of flexible hours, some men may feel hesitant to take paternity leave, or other staff flex time, as they perceive it may send the message that they are not serious about their work. In order to take the gender mandate seriously, work towards cultural change must thus begin at home. Top management should devise appropriate mission statements and governance principles, thus shaping organisational culture.

- ***Resistance to new concepts and ways of working*:** A 2005 UN-HABITAT Self Assessment on how far gender mainstreaming had gotten within the organisation came to the conclusion that despite the efforts that are being made in all units to integrate gender issues in all activities there is a number of professional and senior staff who are gender blind. They either consider gender work irrelevant to their tasks or believe their work to be neutral from gender issues[28]. These staff perhaps need special or additional information on the importance of the issue. Perhaps they also need a "safe space" to air their concerns. Performance in this regard could also be tied into performance evaluations, as otherwise gender is likely to be lost among those priorities, which are perceived to be judged more important.

- ***Resistance to male involvement in gender questions:*** Despite the fact the many women and men see men's involvement as a positive way forward for achieving equality - there is still resistance on the part of a few men and women to increased involvement of men. Concerns might exist that men will manipulate the gender discourse for their own purposes, or that resources allocated to women will now go to men and boys. More tacit worries might concern the inevitable power sharing of what was previously women's domain. Some men might also perceive gender as "women's space" and might be reluctant to engage in discussions that are likely to be dominated by women. Open discussions about underlying fears, concerns and perceptions might be one way

[28] Op.cit. *Gender Self Assessment*, p.8

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forward in this regard. Gender self-awareness training might lead to increased partnership between men and women on gender questions.

- ***Fallacy of "automatic" implementation:*** Organisations often have established strong policies on gender equality and made explicit commitments to gender mainstreaming but then assume that implementation would be automatic. Active support and demands for accountability from all management levels is essential for successful gender mainstreaming. Communication, advocacy and outreach strategies will go a long way in this regard as well.

- ***Late introduction of concept and tools***: Often gender mainstreaming tools and concepts are introduced after the programme or project is already designed and being implemented. This makes it difficult for staff to respond appropriately to the needs of engendering the programme. An obvious improvement would be the introduction of gender concepts and tools at the design and planning stage of a new assistance programme/project.

- ***Information and knowledge gaps:*** Efforts to promote gender equality are often constrained by a lack of adequate information and analysis in several sectors. Sex disaggregated data is often not available at programme or sector level (especially outside the social sectors) (see chapter 3 for more detail). There has been little prior gender analysis that UN-HABITAT staff can draw on. This makes it noticeably more difficult to identify and address the challenges relating to gender inequality. Serious attempts at obtaining the right data have to be undertaken.

- ***Limited experience*****:** Gender mainstreaming in post-crisis contexts is still a newly emerging experience that needs to be built upon. For example, UN-HABITAT staff have recommended the review of the current Gender Policy; and requested guidelines on gender impact assessment [29] .This highlights the need to ensure that new approaches to gender mainstreaming in post-crisis contexts are consistently documented, disseminated and used as learning tools.

While the above challenges are based on actual UN-HABITAT experience, table 4.1 organises these challenges in a logical order and outlines possible constructive responses.

Table 4.1: Challenges to Mainstreaming and Possible Responses

Challenges	Possible Responses

[29] Op.cit. *Gender Self Assessment*, p. 8

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Linkages with other issues are not perceived	▪ Formal recognition of the issue by hierarchy necessary; ▪ Insert the issue into strategic planning exercises;
Issue is not considered important/staff resistance	▪ Provide more information on the issue; ▪ Lobby; ▪ Set up an interest group; ▪ Provide "safe space" to air concerns;
Organisational culture not conducive	▪ Develop appropriate mission statements and governance principles to shape organisational culture; ▪ Model gender-aware behaviour
Resistance to male participation in gender issues	▪ Gender Self-Awareness training ▪ Provide safe space to discuss perceptions/issues
Advocacy for the issue is weak	▪ Develop a communications strategy; ▪ Set up a working group; ▪ Obtain adequate resources;
Issue is marginalized in terms of funding	▪ Establish funding criteria;
Implementation structures are weak	▪ Train and build the capacity of staff; ▪ Monitor progress; ▪ Obtain adequate resources.

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Source: Adapted from JOHANNSEN, Agneta, "Mainstreaming Cross-Cutting Issues", *JICA Handbook for Transition Assistance*, Tokyo: JICA, 2006, p. 88

The following good practices provide guidance:

Good Practices

- ✓ Agencies need to develop **innovative ways to promote gender-aware learning,** so that not one measure is isolated from others.
- ✓ **Special units** that are often set up to promote a particular cross-cutting issue **become marginalised unless combined with cross-organisational exchange and learning mechanisms**.

4.2.2 At the Inter-Institutional Level

While it is obvious that joint efforts with other external actors are important to provide for a holistic push, challenges to coordination and harmonization have bedevilled many attempts in this regard. Challenges pose themselves often as follows:

- The large number of actors operating in post-crisis context and their overlapping mandates often mean that these actors are not naturally attuned to linkages and joint operations, in particular on a "soft" issue such as gender equality;
- Competition for visibility, influence and funding is often prominent;
- Various and often hidden political agendas and national interests make coordination difficult;
- Mandates might be too constrictive and do not include the possibility of reallocating budget resources, adjustments on the basis of lessons gained or redefining priorities; and
- Effective coordination entails high cost in time and money.

Still, coordination should help leverage the resources of external actors and lead to increasing assistance efficiency and effectiveness. What are thus ways to

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pursue gender mainstreaming through coordinated instruments? Here are some tools to make use of:

- Strategic development frameworks, such as Poverty Reduction Strategy Papers (PRSPs) and Comprehensive Development Frameworks (CDFs) and national stakeholder consultation processes related to the PRSPs and CDFs should contain references to gender mainstreaming;

While such references might seem obvious, the following example (box 4.3) shows some of the (devastating) reality:

Box 4.3 UNDP and Gender Mainstreaming in PRSPs

While all PRSP documents show a formal commitment to gender equality, typically this commitment is not linked to most of the policies in PRSP. Major areas of policy are implicitly treated as if they are gender-neutral: macroeconomic measures, credit policy, public sector investment, and labour market reform, to name the more important. A symptom of this omission is the virtual absence of discussion of gender with regard to the six process outcomes in various evaluations.

Source: WEEKS, John, *Evaluation of UNDP's Role in the PRSP Process*, New York: United Nations Development Programme (UNDP), 2003, p 13

- Country strategies developed by external actors, in partnership with the concerned government and in broad consultation with civil society, and through external actor consultation processes;
- Regional strategies developed by external actors, in broad consultation with the governments concerned and civil society, and through external actor consultation processes;
- Strategic donor coordination frameworks and fora, such as UN-led coordination exercises (e.g. the Common Country Assessment Framework (CCA) and the UN Development Assistance Framework (UNDAF);
- Joint assessment processes and missions, and
- External actors could also consider undertaking joint gender analyses.

Meanwhile one coordination body, the UN Inter-Agency Standing Committee, recommends as 5-pronged approach to taking action on gender mainstreaming, as box 4.4 explains.

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Box 4.4 IASC Gender Taskforce Proposal for Action

The proposal is a result of comprehensive review of what exists and the gaps that remain. Five interwoven and complementary initiatives are proposed for action. These are:

- Developing gender equality standards;
- Ensuring gender expertise;
- Building capacity of humanitarian actors on gender issues;
- Getting the right data – using sex and age disaggregated data for decision-making, and
- Building partnerships for increased and more predictable gender equality programming in crises.

Source: UNITED NATIONS INTER-AGENCY STANDING COMMITTEE (IASC), *Five Ways to Strengthen Gender Equality Programming in Humanitarian Action, An Inter-agency Proposal for Action,* New York: IASC, October 2006, p. 1

In a similar vein, UNDP has proposed a comprehensive eight point agenda for women's empowerment and gender equality in Crisis Prevention and Recovery, as box 4.5 shows.

Box 4.5 UNDP's Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery

1. Strengthen Women's Security in Crisis.
Work to end personal and institutional violence against women. Strengthen the rule of law. Increase the gender responsiveness of security institutions, disarmament, demobilization and reintegration, and small arms reduction initiatives.

2. Advance Gender Justice.
Increase women's access to justice. Ensure the protection of women's economic, social, political and cultural rights. Bring a gender perspective into transitional justice, constitutional, electoral, legislative, judicial, institutional and security sector reforms.

3. Expand Women's Citizenship, Participation and Leadership.
Build women's skills and confidence. Support women's representation in the social, political, and economic spheres. Develop women's networks and institutions for conflict prevention, disaster risk reduction, peacebuilding, and post-conflict/post-disaster reconstruction.

4. Build Peace with and for Women.

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Ensure women's meaningful participation in formal and informal peace processes. Bring a gender perspective to the design and implementation of peace missions and peace agreements.

5. Promote Gender Equality in Disaster Risk Reduction.
Incorporate gender analysis in the assessment of disaster risks, impacts and needs. Address women's unique needs and value women's knowledge in disaster reduction and recovery policies, plans and programmes. Strengthen women's networks and organizations to facilitate women's active engagement.

6. Ensure Gender-Responsive Recovery.
Infuse gender analysis into all post-conflict and post-disaster planning tools and processes. Ensure recovery efforts provide equal economic opportunities for women including access to assets, such as land and credit. Promote social protection and sustainable livelihoods. Prioritize women's needs in key sectors such as transportation, shelter and health care.

7. Transform Government to Deliver for Women.
Build capacities and promote accountability within government institutions and processes. Engage women and men to foster gender-equitable relations within these institutions. Ensure gender-sensitive resource mobilization, aid coordination, budgeting and funds allocation.

8. Develop Capacities for Social Change.
Build the skills and the will of men and women to: prevent and respond to violence; reduce vulnerability to natural hazards; achieve equitable post-crisis reconstruction; and build social cohesion.

Achievement of this Eight- Point Agenda will require:

Supporting full implementation of Security Council Resolution 1325;
*Incorporating gender equality priorities into **advocacy and strategic planning** in the development, humanitarian, peace, and security spheres;*
*Strengthening **human resources, policies and programmes** to ensure responsiveness and accountability on gender issues;*
*Building **partnerships** to maximize impact on gender priorities;*
*Developing gender-responsive **funding mechanisms and resource mobilization strategies**;*
*Supporting **data collection** that counts women, counts what women value,*
and values what women count; and
*Advancing **intellectual leadership,** knowledge management, monitoring and evaluation*
on gender and CPR issues.

Source: UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP), *Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery*, Geneva: UNDP, October 2006

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If a formal coordination group is bogged down for any reason, field practitioners can help improve the functioning of the group or themselves look for (informal) partnerships. Here are practical tips on what to look out for in building a group:

Box 4.6 Tips for Building a Partnership Group on Gender Mainstreaming

- *Create a vision*
- *Establish membership*
- *Design a communication strategy*
- *Design an agreement and achieve commitment*
- *Develop an action plan for goals*
- *Establish roles and responsibilities*
- *Create group norms or ground rules*
- *Establish information and reporting systems*
- *Develop resource plans*
- *Establish evaluation and revision mechanisms*
- *Discuss renewal/revision/closure of the partnership*

Source: Adapted from FRANK, Flo and Anne SMITH, *The Partnership Handbook*, Minister of Public Works and Government Services Canada, 2000, p. 45.

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4.2.3 At the National Level

Challenges at the national level pose themselves as follows:

- ***Non-conducive environment in some policy areas*:** Whilst in general UN-HABITAT and other partners might have recognised the importance of addressing gender inequality for the overall success of programmes in some sectors – perhaps particularly in providing shelter, for example, where gender equality is clearly linked to achieving the MDGs – in other areas there might be little gender sensitivity on the part of the national ministries, local authorities or other partners. A more general factor might be culture, attitudes, traditions and religion which can become barriers against incorporating gender equality at national and local levels[30]. While refraining from blind advocacy insensitive to these barriers, it at least might be worthwhile identifying and acknowledging the factors that impede progress and to engage in a constructive discussion on realistic and desirable social change.

[30] Op.cit. *Gender Self Assessment*, p. 3

- ***Selection of partners:*** There might be difficulty in finding allies in jointly pursuing challenging models and practices. Still, starting small with only a few committed individuals as a core group will provide some benefit.

- ***Need for vocal constituency:*** Unless there is an informed and vocal constituency that could demand change and hold public agencies and authorities accountable for addressing the interests of women as well as men, gender mainstreaming might not take root. Information sharing and lobbying efforts in this regard are important.

More generally, in response to these challenges and in coordination with partners or as part of the United Nations Country Team, field practitioners can work with national counterparts to help create a gender-sensitive environment.

For example, field practitioners can work with and support the government (most likely a designated coordinating agency) to:

- Establish national policies on gender mainstreaming;
- Ensure that a gender lens is mainstreamed into other national policies;
- Develop a national plan of action; and
- Establish committees/working groups to oversee the mainstreaming process.

The working level counterparts of field practitioners or external gender specialists might be in line ministries/departments, who can be encouraged to:

- Translate the national plan of action on gender mainstreaming into sectoral/local plans/guidelines and standards;
- Develop practical tools that gender is indeed mainstreamed into sectoral policies and plans (see chapter 3 for ideas on tools); and
- Monitor progress and document experience and lessons in order to hold staff accountable.

Field practitioners can also support local implementing partners to

- Advocate for including gender issues into their policies, programmes and projects; and
- Train staff and help build capacity in this respect.

A multi-pronged approach to capacity building with partners may be needed where national capacity for gender analysis is weak; for example, through support both to the technical skills and management capacity of national gender machineries as well as building capacity for gender analysis in national statistics

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institutions, national and local level planning and budgeting departments and non-state institutions including civil society organisations.

In assuring follow-up the good practices below have proven to be worth taken note of:

Good Practices

! Be aware that **national and local partners are usually unskilled** in the process of defining national priorities and coordinating assistance. In the post-crisis context external actors often find themselves in situations where they have to take more initiative than in normal development circumstances, while attempting to encourage an increased involvement of internal actors in coordination.

! The **timeframe for this external support might be longer** than expected. For example, experience has shown that the development of national policies on gender take about 10 years.

Despite these warnings collaboration can yield surprising results, as box 4.7 shows.

Box 4.7 Collaboration Gets the Job Done in Rwanda

In post-conflict Rwanda, cooperation and collaboration between the government's Ministry of Gender and Women in Development (MIGEPROFE) and women's NGOs has created unique opportunities for lobbying and advocacy work on gender issues. The achievements of these constructive partnerships include greater attention to gender in policies and programmes generally; changes to property laws in order to recognise women's rights; the incorporation of gender into decentralisation processes; and an increase in the number of women in public policy positions. It proves that working in cooperation establishes the basis for a more sustainable, gender-equal reconstruction process in the aftermath of conflict.

Source: UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM), , Report of the Learning Oriented Assessment of Gender Mainstreaming and Women's Empowerment Strategies in Rwanda, New York: UNIFEM, 2002, www.unifem.undp.org/governance/Final_Rwanda_Report_En.pdf

4.3 Recommendations

Recommendations conclude this chapter, summing up key points to ponder.

Perhaps the single most important recommendation is to take note that lessons are not always learned. Thus, the lessons from one country do not necessarily become applied in another. Lessons must not only be identified and taught and re-taught, but also practically experienced and "owned" by the target audience.

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Capacity building, interactive learning, communities of practice and knowledge management systems are ways of ensuring improved absorption of lessons. Hence any follow-up on gender mainstreaming needs to entail learning mechanisms. It is in this spirit that the following selective recommendations on gender and post-crisis reconstruction are offered:

- ✓ **Gender equality must become an integral element of SRR.** Sustainable people-centered relief and rehabilitation is only possible when gender perspectives are identified and addressed as integral elements of all areas of the work. It must be recognised that mainstreaming gender is of particular importance in tumultuous post-crisis situations, where a multitude of actors pursues specialised tasks and is not naturally attuned to linkages.

- ✓ **International and national policy commitments can be a supportive conduit for gender mainstreaming and should be used for that purpose.** Where governments and their external partners have made national and international level policy commitments to gender equality these can provide an important focus for building consensus around gender mainstreaming. The MDGs, for example, have provided a focus that helps to build consensus around specific gender issues such as achieving gender parity in education and focusing more resources on poverty reduction. However, external actors should ensure that the focus remains broadly on gender equality and is not reduced to a narrow emphasis merely on meeting targets, such as increased numbers of girls going to school.

- ✓ **Gender mainstreaming should be considered a matter of common sense.** There is a risk that professional staff in organisations feel that gender mainstreaming requires such high levels of gender knowledge and skills that it can only be done by specialists. In fact, gender mainstreaming should be an integral part of what professionals are already doing, and is often very much a matter of common sense.

- ✓ **Decision-making on resource allocation could include willingness to address gender inequality**. Deciding resource allocations in post-crisis situation is often steered by needs assessments. These assessments develop indicators and benchmarks for action. They could also point out the importance of addressing causes of inequality and exclusion. Factors to consider, for instance, could include “evidence of political will” to address gender inequality as well as evidence that partners are willing to invest in and build their own capacity to address these issues.

- ✓ **Conscious strategies are needed to deal with resistance**. Other stakeholders including donors are not always sympathetic to gender mainstreaming and may be resistant in active or passive ways. One

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strategy to address this is to promote and disseminate the use of sex-disaggregated data and gender analysis in relation to the policy and programme areas in question, e.g. in relation to urban development, economic growth, land reform etc.

Chapter Learning Points

- ✓ Mainstreaming at the program/project level alone is not sufficient.

- ✓ Charged with the task of advocating for and modelling gender equitable practices, assistance agencies must start internally with their own policies, staff and organisational culture.

- ✓ A critical factor in successful implementation of gender mainstreaming is the commitment of senior management and the establishment of effective accountability mechanisms. It is important to mobilize leadership, seek out allies, secure accountability, establish links with organizations that share these goals, identify resources and look for ways to make the issues relevant to specific target audiences.

- ✓ Working with allies is increasingly important in the context of harmonisation. This includes allies both within the Government (e.g. national women's machinery), as well as within civil society (e.g. NGOs representing or promoting women's interests) and with other donors.

- ✓ Without partners/a holistic push for the issue across organizations and institutions the impact of the efforts of individual organizations is likely to be limited.

- ✓ The importance of enhancing programme quality and effectiveness– e.g. through building staff competence for gender mainstreaming – should not be neglected.

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Further Reading

UNITED NATIONS INTER-AGENCY STANDING COMMITTEE (IASC), *Five Ways to Strengthen Gender Equality Programming in Humanitarian Action, An Inter-agency Proposal for Action,* New York: IASC, October 2006. This proposal provides concrete and strategic points for action.

UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM) *Report of the Learning Oriented Assessment of Gender Mainstreaming and Women's Empowerment Strategies in Rwanda*, New York: UNIFEM, 2002, www.unifem.undp.org/governance/Final_Rwanda_Report_En.pdf
This report, focused on Rwanda, provides helpful information on capacity building in gender analysis and mainstreaming, on coordination, cohesion, linkages and synergy and provides a general overview of issues for the promotion of gender equality and women's empowerment in post-crisis situations.

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Annex 1

Case Studies

Case studies illustrate what might happen in reality. The following four case studies were selected on the basis of their:

- Different geographic location;
- Different contexts (disaster risk management, post-disaster, post-conflict);
- Different agency experience; and
- Mix of challenges/successes.

Not always prime examples of how successful mainstreaming was in comparison to designing and implementing special projects on gender, the case studies serve to amplify the point that the level of successful integration of a cross-cutting issue into a programme or project is often difficult to assess.

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Case Study 1 The Experience of the Centre for Environmental and Geographic Information Services: Gender Mainstreaming Processes in Community-based Flood Risk Management in Bangladesh

Challenges

In Bangladesh, household and community responses to extreme recurring events such as floods are an indicator of the extent of their vulnerability, their level of capacity to cope with the event and the intensity of the hazard. The better informed people are ahead of time, the better they can prepare for the hazard and reduce the risk of damage in their community.

Men and women have different capacities and vulnerabilities in regards to information dissemination due to their different roles and conditions. Therefore, they are affected by disaster differently. In many contexts, men are better connected to early warning mechanisms due to their movement in public spaces and access to various channels of communication, such as radio and TV, informal community networks and interaction with officials. Women have limited access to information and knowledge related to disaster risks in their communities as they are more active in the home and thus have less mobility in the community and understand hazards less. Women's voices are barely heard regarding risk reduction in policy and decision-making processes.

Programme/Projects

In early 2004, the Centre for Environmental and Geographic Information Services (CEGIS), together with other national agencies, took the initiative to implement a project on flood vulnerability, risk reduction and better preparedness through a community-based information system in a flood-prone zone. It included an analysis of the impact of gender mainstreaming on the flood risk programme in relation to reduced vulnerability and risk. The objective was to identify best practices regarding flood preparedness, information dissemination, especially to women at home, and vulnerability and risk reduction.

The process began by organizing a sensitization meeting at a local government institute with the participation of NGOs and the Disaster Mitigation Group (DMI) to identify men's and women's needs. Research was carried out using interviews, questionnaires, focus groups and open-ended discussions to identify their specific needs. The process was pre-tested in the field and then implemented. There was a 98 per cent response rate for the household survey done by CEGIS.

As a result of this research, which was done in preparation for that year's monsoon season, new forms of communicating flood information were tested. The danger level for river flow was set for every village. Flood warnings in the local language were prepared using different media, including posters, photographs and audio tapes. These were selected as ways of strengthening local institutions and providing access to information, in particular to illiterate people, regarding such activities as evacuating cattle, crop and emergency food preparedness and organizing boats for evacuation.

Outcomes

In the 2004 flood, men and women in the community studied benefited greatly from new mechanisms introduced, such as the flag network, microphones in mosques and drum beating. Some women in the community said that they are now trying to understand the flag network and the importance of flood warning information.

Key Factors for Success

- *Gender analysis framework:* The framework was developed to study various community-wide patterns related to disasters that could be analysed in the context of gender. These included traditional gender roles, access to and control of means of communication and other resources and impacts of the disaster that differed by gender, before, during and after the event.
- *Additional frameworks:* After the gender analysis framework provided insight into gender and disasters, the Harvard analytical and the access and control frameworks were used to make women's roles visible in risk management.

Main Obstacles

- *Forecasts not adapted locally:* All of the men and women involved in the survey said that they were unable to relate to the forecasts as they were not adapted to their local situation. Either the language and the metric system were alien to their culture or the information provided about the river water was not helpful on the flood plain.
- *Gender disparity in information reception:* In general, women receive very little information in comparison to men before and during floods as they are busy taking care of children, collecting drinking water, and preserving seeds, fuel, food and cash. Men have greater access to warning information because of their interpersonal communication with others and their access to radios and TV.

Looking Ahead - Sustainability and Transferability

In order to continue disaster risk reduction in other locations, two roles need to be successfully fulfilled:

- *Community:* The community is imperative to disaster risk reduction. Community members are the key actors as well as the primary beneficiaries of disaster risk reduction.
- *Government:* National and local government agencies must engage and encourage women to participate along with men in implementing flood preparedness measures. They should take into account the different roles and needs of men and women, while planning all stages of disaster

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preparedness, relief, and rehabilitation. To aid this effort, gender mainstreaming in flood risk reduction needs to be institutionalized.

Source: UNITED NATIONS OFFICE OF THE SPECIAL ADVISOR ON GENDER ISSUES AND ADVANCEMENT OF WOMEN, *Gender, Water and Sanitation; Case Studies on Best Practices*. United Nations: New York, (in press). http://www.genderandwater.org/page/2419

Case Study 2 UNIFEM's Gender Mainstreaming Efforts after the Tsunami Disaster in Aceh, Sri Lanka and Somalia

To amplify women's voices to influence recovery policies and agendas, UNIFEM is building the capacity and leadership of women's organizations to advocate for the promotion of women's rights in all reconstruction processes.

Gender advisors are in place in Aceh and Sri Lanka, advocating with government, UN Country Teams, and NGOs on women's most pressing needs and ensuring that their perspectives are part of mainstream efforts. UNIFEM is also working closely with local coordination agencies and task forces, such as the Aceh Bureau for Reconstruction and Rehabilitation (BRR), the Somali Aid Coordination Body Tsunami Task Force (SACB), and the Government Task Force on Tsunami Relief (TAFREN) in Sri Lanka to highlight women's leadership roles. Support is going to building the capacity of national women's machineries to form gender units or women's desks within government recovery processes to monitor the inclusion of women's perspectives in all decision-making[1]. Local women's groups are receiving support to build skills, organize, and conduct advocacy activities to make themselves heard at local and national policy-making levels. They are also being supported to mobilize women to participate in grassroots activities through forums and mobile discussions.

To ensure that efforts at the policy level are derived from and remain connected to what women are really prioritizing on the ground, major women's consultations were organized in May and June 2005 in Colombo, Sri Lanka, and in Aceh, gathering hundreds of women to discuss their concerns and articulate their role in the recovery and rebuilding phase. Both meetings were the first time women from different affected districts and villages came together. Besides more immediate concerns about livelihoods, inheritance and property rights, and the creation of adequate settlements and housing, the issue put forward as most critical in the post-emergency phase, was the need for more opportunities for women to interact with local and national authorities, and participate in decision-making to engage with the reconstruction process.

Recommendations from the meetings were brought to the highest policy levels – during a visit in May, UNIFEM's executive director and South Asia regional programme director raised the issues with the Sri Lankan Prime Minister, Foreign Minister and UN Country Team ahead of a donor Development Forum, when it was discovered that women's perspectives were being marginalized in its planning process; in Aceh, after recommendations from the women's consultation were brought to the BRR, its chief promised to recognize and consult with the Aceh Women's Council (a body creating at the meeting to represent Acehnese women), and appointed UNIFEM as its gender advisor.

To address the paucity of sex-disaggregated data, UNIFEM is further developing the databanks created in the emergency period by continuing to collect detailed information on all local organisations working on gender issues, including informal and traditional groups. In both Aceh and Sri Lanka, surveys have been

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carried out in IDP shelters to obtain more first-hand data on women's situation – these will be made available in early 2006[2]. In Somalia, UNIFEM is giving support to the women's ministry to collect gender-sensitive data.

[1] National women's machineries include the Bureau of Women Empowerment in Aceh, the Ministry of Women's Empowerment and Social Welfare, and the National Committee of Women in Sri Lanka, and the Ministry of Women and Family Affairs of Pundtland, Somalia. A gender unit has already been set up in Aceh, while in Somalia, UNIFEM partner NGO WAWA (We are Women Activists) is lobbying for the creation of one within the SABC. In Sri Lanka, advocacy efforts are underway to urge the creation of an NGO Task Force to focus on women's issues.

[2] In Aceh, 6,497 women IDPs living in tents, temporary shelters and host communities were surveyed in 17 out of 21 districts. In Sri Lanka 53,361 households in 9 of 13 affected districts were surveyed.

Source: UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM), *Creating Policy Space – Bringing Women's Perspectives to Decision Makers,* 2005, http://www.unifem.org/campaigns/tsunami/page6.html

Case Study 3 UN-HABITAT's Gender Work in Afghanistan in 2003-4

In Afghanistan, as a result of long years of conflict, many families are headed by women and most of them are poor. Afghan women remain unequal to men in terms of employment opportunities, access to resources, representation and participation in peace initiatives, politics and decision-making. The lack of basic services and infrastructure affects women fundamentally, because they, more than men, deal with water, sanitation, fuel and waste management in their domestic chores. Therefore the strategy in Afghanistan is to encourage women to take a leading role in the management of basic services.

UN-HABITAT has been working in Afghanistan since 1989. UN-HABITAT helped to establish the Community Forums that provide voice to women and men in the development of their communities. UN-HABITAT supported the Transitional Islamic Government of Afghanistan to design the National Solidarity Programme (NSP); and assists in its implementation. The objectives of the NSP are two-fold: (1) to lay the foundations for strengthened community governance; and (2) to support community-led reconstruction projects. The NSP provides an institutional mechanism for women to participate in community management and governance decisions and to articulate their needs. It is a powerful agent of social transformation in Afghanistan. Women are among the greatest beneficiaries because the programme helps create "a space of their own" for reflection, consultation and action. While the Programme operates in over 4,700 rural communities countrywide, UN-HABITAT worked in 1,071 of these communities during 2003-2004. The description below gives an indication of the scope of the change the program brought to bear on the society.

Through capacity building and training, rural Afghan women are trained in secret ballot elections to establish representative Community Development Councils (CDC) consisting of 8-15 women. Each CDC has four executive positions: Chair, Vice-Chair, Treasurer and Secretary, which are also elected by secret ballot. The separate CDCs for women enable them to influence the allocation of resources using the following practices and mechanisms: in a limited number of cases, direct consultations between elected members through the establishment of joint male-female CDCs; and more frequently, family relations are the bridge between the councils, with female and male relatives meeting to discuss community issues and priorities and then reporting back to their respective councils.

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UN-HABITAT supported the establishment of 403 women's Community Development Councils in 2003. In terms of elections, the following figures tell an exciting story:

- Over 123,140 women were eligible to vote to elect their representatives to the CDC. Over 94,400, or 76.7 per cent, actually participated in these elections.
- Over 4,590 women became members of their Councils and some 1,850 women assumed leadership positions as executive members of the CDCs.
- The NSP is being implemented in over 5,721 villages, and if voter participation rates are taken as constant, this means that over 1.95 million rural Afghan women democratically elected their leaders.

A critical analysis of the data coming out of the elections in 2003 revealed that a demographic shift was taking place in terms of leadership. Young and more literate women assumed positions of leadership. Women under the age of 40 years, for example, held an estimated 49 per cent of the CDC Executive positions. In addition, while the reported literacy rates of the Chair and Treasurer positions were below 20 and 10 percent respectively, over 55 per cent of the Vice-Chairs and over 20 per cent of the Secretaries were reported as literate.

The women are also trained in project proposal preparation and project management. Consequently, women develop projects relying on their own resources as well as external funding. Using their own resources, women undertake initiatives in areas such as the study of the Holy Koran, literacy courses, tailoring, carpet weaving, quilt making, and livestock. An estimated 34,500 women participated in these initiatives, with an estimated value of US$122,000.

In 2003-2004, UN-HABITAT trained some 950 rural village extension workers in social mobilisation; project proposal preparation; meeting facilitation; and project management and monitoring. As a result, women started taking their place in program planning and consultation. In the majority of communities, women never had the "space of their own" to consult; the only occasions for gathering were traditionally weddings and funerals. The opportunity to think, to feel and consult about themselves and the community at large enable them to become more independent minded and to find solutions to their own problems.

In the design of the National Solidarity Programme, specific attention was given to addressing the priorities of women by allowing communities to allocate specific portions of the funds available to the community for the following types of initiatives:

- Human capital development activities, which are time-bound such as literacy classes and hygiene education;
- Self-help savings and credit schemes for women and the disabled comprising 10 per cent of the total value of a grant with an upper limit of US$5,000 equivalent;
- Productive asset transfers for vulnerable women and disabled people such as sewing machines and looms supported by training as required and comprising 10 per cent of the total value of a grant with an upper limit of US$3,000 equivalent.

The Afghan experience is being used to inform UN-HABITAT operations in the Tsunami disaster affected areas.

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Source: Adapted from UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT), *Gender Mainstreaming in UN-HABITAT Activities and Programmes: An Overview*, Internal Paper, undated.

Case Study 4 Mainstreaming Success: Lessons from Oxfam's Field Office in Sierra Leone

Feedback from Oxfam's long-term humanitarian interventions in post-conflict Sierra Leone suggests mainstreaming gender is a slow but steady process that requires commitment from every individual in the organisation.

After piloting a very ambitious gender programme, field-level staff realised that, in fact, it was time to 'go back to basics' and provide gender training for all staff. Basic gender training encouraged a shared understanding of why participation of both women and men is important. It also highlighted the harmful effects of stereotypes and the value of work sharing.

Although understanding and acceptance of these principles is still variable, the field staff have generally noted a positive change in the attitudes, beliefs and practices of community members. For instance, it is now taken for granted that women will be involved in community assessments and consultations, both with men and also separately. There is also growing enthusiasm for achieving gender equality among field staff.

The Sierra Leone programme identified four key ways of addressing gender equality in a humanitarian programme: gender training; commitment of management/leadership to gender equality; implementation of gender-equal recruitment techniques, including training for women in non-traditional roles; and development of the capacity of external partner agencies to implement and enforce gender equality agendas.

Source: Adapted from WILLIAMS, Selina, 'Sierra Leone', *Links*, Oxfam Newsletter on Gender, May 2003, www.oxfam.org.uk/policy/gender/03may/03may.pdf

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Annex 2: Quick Guide to Employing the Tools

Step 1: Identify Mainstreaming as a Programme/Project Objective

- Is the proposed programme/project likely to affect women and men differently?

Step 2: Develop Options for Addressing the Issue

- What are my initial ideas for mainstreaming gender into the proposed programme?
- Are these ideas supported by assessments and other information I have available?
- How can I best pursue these ideas organisationally:
  - What is my overall strategic plan?
  - Which institutional capacity do I have?
  - Which assistance conduits?
  - Which partners (internal and external)?
  - Which implementation arrangements?
  - How can I keep these ideas tentative (awaiting reality checks at a later stage)?
  - What might be my exit strategy?

Step 3: Map and Collect Sex-Disaggregated Data

- How can I better understand the environment in which I am about to intervene?
  - Use tool "Vulnerabilities, Capacities, Needs and Activities Matrix"
  - Who are the stakeholders?
- How can I engender the consultation and data collection process?
  - How can I obtain reliable statistical information?
  - Which sources?
  - Original research?
  - Help of statistician?
- How can I maximise the effects of my work?
- Collaboration?

Step 4: Carry out a Gender Analysis

- How can I check my initial assumptions through conducting a gender analysis?
  - Use tool "Light Gender Analysis"
  - Commission research to a gender analyst also knowledgeable about sustainable relief and reconstruction approaches

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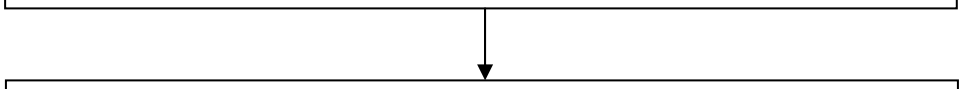
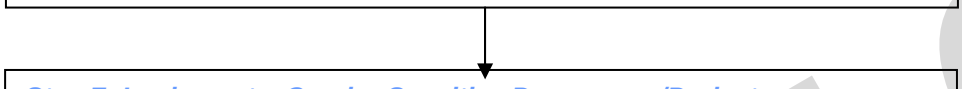
Step 5: Formulate Programme/Project Objective, Activities and Outputs

- What are my precise, gender-focused objectives?
- How do I pursue them (which activities)?
- How do I measure their results (which expected outputs)?
    - Use tool "Gender Mainstreaming Checklist for Constructing a Log-frame"



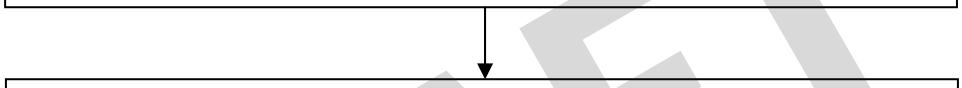
Step 6: Design Gender-Sensitive Budgets and Ensure Allocation of Resources

- What does it mean to design a gender-sensitive budget and to ensure the allocation of resources?
    - Use tool "Checklist for Gender-Sensitive Budgeting and Resource Allocation"



Step 7: Implement a Gender-Sensitive Programme/Project

- What do I have to watch out for when implementing my gender-sensitive programme/project?
    - Use tool "Implementation Checklist"



Step 8: Monitor, Evaluate, Learn Lessons and Adjust

- How do I establish a monitoring mechanism?
    - Use tool "Establishing a Monitoring Mechanism"
- What are the issues to consider when monitoring and evaluating the progress of my gender-sensitive programme/project?
    - Use tool "Issues List for Monitoring and Evaluation"

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