



Gender perspectives

A collection of case studies for training purposes

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Acronyms and Abbreviations

DP	Disaster Preparedness	IASC	Inter Agency Standing Committee
FACT	Federation Assessment and Co-ordination Team	MCH	Mother and Child Health
FGM	Female Genital Mutilation	NS	National Societies
GAD	Gender and Development	PHC	Primary Health Care
HoD	Head of Delegation	PNS	Participating National Society
ICRC	International Committee of the Red Cross	PPP	Project Planning Process
IDP	Internally Displaced Person	PRA	Participatory Rural Appraisal
International Federation		PTSD	Post-traumatic Stress Disorder
	International Federation of Red Cross and Red Crescent Societies	RDRT	Rapid Disaster Response Team
		TBA	Traditional Birth Attendant
		VCA	Vulnerability and Capacity Assessment
		WID	Women in Development

Foreword

Welcome to the gender training pack of the International Federation of Red Cross and Red Crescent Societies.

This training pack has been developed with the main aim of facilitating an increased awareness of the link between gender and effective programming. It is also hoped that examining our daily practices from a gender perspective will help us develop our competencies and skills in applying gender analysis to service delivery and ultimately improve the quality of our work.

Whilst training manuals on gender mainstreaming are available from other organizations, the added value of this particular gender training tool is that the materials are based specifically on Red Cross and Red Crescent work situations and practices.

Although the gender training pack has been designed primarily for facilitators of group training events, the materials can also be used for independent reading by individuals wishing to further their knowledge and understanding of gender issues.

We hope you will find the training pack relevant and practical.



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Geneva, July 2003

Introduction to the gender training pack

What is the value of this training pack?

This gender training pack is made up of 20 case studies collected for training purposes. The case studies are based on real situations and demonstrate the relevance and benefit of considering gender issues in Red Cross and Red Crescent core activities as defined in Strategy 2010 of the International Federation of Red Cross and Red Crescent Societies (International Federation). The case studies cover the areas of disaster relief, disaster preparedness, health, and the promotion of Red Cross/Red Crescent principles and values. The final group of case studies focuses on how to mainstream gender within an organization. Since the case studies are based specifically on Red Cross/Red Crescent work situations and practices, users from National Societies, Federation Delegations and Secretariat can easily relate the materials to their own work situations.

This training pack also exists in CD-Rom form which includes many additional documents and gender analysis tools that complement case study learning points. References to these additional documents are indicated in the relevant sections throughout this printed version.

The materials on gender concepts, in particular those regarding the relevance of promoting gender issues in the work of the International Federation intend to explore the organization's specific approaches to gender issues and to help in translating the statements of the Gender Policy of the International Federation into daily practices of the National Societies, Federation Secretariat and Delegations. Thus, the training pack also provides valuable practical guidelines for implementing the International Federation's Gender Policy which was adopted in 1999.

How the gender training pack is structured

The material in this gender training pack is divided into four main sections:

1. Case studies
2. Gender training
3. Gender concepts
4. Tools and checklists

Each of these sections has its own list of references which includes web site addresses and other relevant sources of information.

Overview of the training pack is on next page

Section 1 contains 20 case studies divided into 5 categories:

1. Disaster Preparedness
2. Disaster Response
3. Health
4. Promotion of Red Cross/Red Crescent Principles and Values
5. Gender Mainstreaming

Each case study includes:

- A summary introduction
- Learning objectives for a case study training session
- Details on how to organize a session around the case study
- Debriefing notes for facilitator on case study discussion
- A summary of debriefing notes

Section 2 has practical tips for organizing gender training events:

- What a facilitator needs to know and do prior to such events
- What a facilitator needs to do during and after these events

Section 3 provides information on gender concepts outlining:

- Gender roles, gender analysis, gender mainstreaming
- How gender is of relevance to the work of the Red Cross/Red Crescent

Section 4 contains practical tools and checklists divided into:

1. Tools for examining your organization
2. Tools for gender analysis in programming (including gender sensitive participatory appraisal methods)

1. Case Study Section

This section comprises the 20 case studies that form the core of the Gender Training Pack. The section begins by outlining what a case study is, describes the types of case studies included in the Gender Training Pack, and explains how each case study is structured. A summary table of all case studies is also available so facilitators can compare and contrast the case studies in order to choose the most suitable one.

The 20 case studies are organized into the following categories:

1. Disaster Preparedness
2. Disaster Response
3. Health
4. Promotion of Red Cross/Red Crescent Principles and Values
5. Gender Mainstreaming

The first four categories encompass the core areas of activity and interest as defined by the Federation's Strategy 2010 whilst the fifth reflects an appreciation of the important role gender mainstreaming plays in implementing these core activities. Issues related to human resources apply to all core areas and are a common theme in many case studies.

Each case is given a clear title which indicates the specific focus of the case within its category. It is hoped that this classification will help the user of the pack to make a quick

assessment of a case study in terms of its relevancy to a particular target group's sphere of work and related interests.

Each case study is between 1-2 pages long and is presented in a format that can be easily printed and copied to give to participants in a training session. Tasks for group work are outlined at the end of each case study.

The facilitator is provided with a summary introduction for each case study which outlines the objectives of the case study and gives details on how to organize a case study session. The debriefing notes that follow the summary introduction relate to the tasks that the participants are asked to do. These debriefing notes are a reference for the facilitator and are suggestions only. It is important to note that how participants respond to the case study tasks will depend on their own working environment, knowledge and experience and the wider cultural context in which they operate.

The debriefing notes are also presented in a summarized form for the facilitator's ease of reference during a case study session.

2. Gender Training Section

The case studies can be used both in gender training workshops and for short briefing or sensitisation sessions. The section on gender training provides practical tips for facilitators on how to organize training events. Even for the experienced trainer, the tips merit a look as they can add value in terms of providing a fresh perspective. The tips in this section are organized under the following headings:

- what the facilitator should know prior to a workshop/sensitising session;
- what the facilitator should do prior to a workshop/sensitising session;
- what the facilitator should do during the case study sessions;
- what the facilitator should do after a workshop/sensitising session.

Warm-up activities that can be utilised prior to embarking on a case study are also at hand. Warm-up activities can add value to the training as a whole by providing an opportunity for participants to explore the general theme of gender, often in a light-hearted way, before analysing a case study.

3. Gender Concepts Section

This section provides background information on gender theory, including:

- gender roles
- gender relations
- gender analysis
- gender mainstreaming

There is also a special sub-section which highlights how gender is of relevance to the work of the International Federation. This sub-section includes a brief background describing the process that led up to the development of the Federation's Gender Policy.

A glossary with commonly-used gender related terms is included in Annex 6. It strives to provide working definitions of terms that often cause confusion, sometimes for the simple reason that they do not exist in all languages or cannot be easily translated.

4. Tools and Checklists Section

This section contains tools and checklists for gender analysis which can be used to complement the case study section or as a reference for independent reading.

The tools and checklists are broadly divided into those that are useful for Red Cross/Red Crescent programming and those that are relevant to National Societies, Delegations and the Federation Secretariat as well-functioning organizations. Nevertheless, some tools and checklists are meaningful for both purposes.

In addition to the above, a table of commonly-used gender analysis frameworks is provided in Annex 4. "A risk management checklist" from the Canadian Red Cross is included in Annex 5.

4.1 Tools for examining organizations in terms of gender mainstreaming

- i. The Federation's Gender Policy and National Society
- ii. Conditions required at the National Society level for gender mainstreaming - a brief checklist
- iii. Tool for conducting a gender audit/scan of organizations
- iv. SWOT analysis to examine processes of change required for gender mainstreaming within organizations
- v. Testing communication flow
- vi. Terms of reference for National Society gender units and gender focal points

4.2 Tools for gender analysis in programming

Information requirements and gender analysis

- i. Before doing a gender analysis
- ii. What to analyse in a gender analysis
- iii. Reviewing different information-gathering methods and planning how to collect gender-related information
- iv. Organizing focus group discussions for gender analysis
- v. How to turn supposedly 'gender neutral' information into 'gender aware' information

Mapping tools for examining the beneficiaries' situation

- i. Example of social network mapping

Gender roles analysis tools

- i. 24 hour clocks of men, women, boys and girls to examine daily schedules and how they differ
- ii. Categorising different roles of men, women, boys and girls

Examining differential access to resources and benefits

- i. Resource picture cards

- ii. Benefits analysis flow chart

Gender issues in programme planning

- i. Planning to emphasise practical and strategic needs
- ii. Determining priority needs using pair-wise ranking tool
- iii. Questions to guide an 'engendered' logical framework
- iv. UNDP checklist for building gender equity into project design and implementation
- v. Checklist from the International Federation Handbook on the Project Planning Process, 2002.

How the gender training pack was developed

The initiative to develop a gender training tool emerged during the 12th session of the General Assembly of the International Federation in 1999. Decision 14 stipulated that the Federation Secretariat “develop the necessary guidelines” to accompany the Gender Policy that was adopted during the session. During 2000, the Secretariat’s Women and Development Unit¹ collected information, both anecdotal and factual from a variety of sources including gender workshops held in National Societies, the debriefing of Federation field delegates and a variety of written reports. In 2001, an external consultant used this information as the basis for compiling a series of case studies for training purposes.

An initial draft of the training pack was developed and shared during a meeting of the “Gender Community of Practice” held in June 2001 in Geneva (*see the list of participants in Annex 2*). Encouraged by the positive feedback received from a number of National Societies, in particular the British and Finnish Red Cross, the first version of the training pack was published in June 2002 by the Federation Secretariat’s Organizational Development Department. This first version in CD-Rom form was shared with all English-speaking National Societies in August 2002.

The case studies in question were “piloted” during a special training course organized in November 2002 in Jesolo. Participants included representatives from National Societies, Delegations and the Federation Secretariat.

In early 2003, the training pack was reviewed in light of the comments and criticisms that were contributed during the training course leading to improvements in the case study material and the accompanying notes for training facilitators. New sections were created, namely a section on gender concepts and a section containing tools and checklists for gender analysis.

There are some people we wish to thank. First of all our thanks go to all our colleagues in the National Societies, Federation Secretariat and Delegations who have commented on various draft versions - in particular, Sari Nissi from the Finnish Red Cross and Tanya Wood from the British Red Cross.

Secondly, we would like to thank all the participants of the gender training workshop held in November 2002 (*see the list of participants in Annex 2*) for their valuable contributions.

Thirdly, thanks go to the Ministry for Foreign Affairs of Finland, Department of Development Policy and Finnish Red Cross for funding the project.

However, our greatest thanks go to consultants Úna Murray and Julia Emes whose input helped make the training pack a reality. We also thank colleagues from the Helsinki-based consulting company Widagri, for their invaluable help in this process. Thanks also go to Stephen Wainwright for making the production of both the printed and CD-Rom versions possible.

¹ WAD Unit was merged with Organizational Development Department in October 2000

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Introduction

What is a case study?

A case study is a written description of a real or hypothetical situation that is used for analysis and discussion. Case studies can be useful to discuss common problems in a familiar situation and provide a safe opportunity to develop problem-solving skills for similar situations in the future. Working on and analysing case studies promotes group discussion, group problem-solving and the sharing of different perspectives.

What types of case studies are included?

The 20 case studies in this Gender Training Pack have been adapted from real-life Red Cross and Red Crescent situations. Because they are directly relevant to the experiences of staff and volunteers from National Societies, Delegations and the Federation Secretariat, workshop participants can become more meaningfully involved in discussions and can suggest solutions to the problems posed by the case studies by using their own knowledge and experience of similar events.

The case studies have been carefully prepared and tested to ensure that they provide sufficient relevant background information on the key issues to generate meaningful discussions whilst keeping the text short and concise. Discussion questions are designed to raise a variety of issues relevant to gender analysis in the work of National Societies, the Federation Secretariat and Delegations. However, when working with these case studies, it is important to remember that gender-related issues are multi-faceted and that there is never one perfect solution. Discussion should therefore encourage a diversity of views and this implies that plenty of time should be allowed for discussion during a training session.

The collection of case studies represents the rich variety of contexts, both geographical and situational, in which the Red Cross and Red Crescent National Societies operate. In essence, the case studies reflect north/south, developed/developing, and National Society/Delegation situations across the globe.

Who is the target audience?

The case studies are designed for use in group training sessions and to be used by a facilitator. The training pack can also be used by individuals who wish to independently further their understanding of gender issues.

The target groups for training include the staff and volunteers of National Societies, the Federation's Country and Regional Delegations and the Secretariat. This broad base of potential participants represents a variety of needs, interests and experiences which the collection of case studies tries hard to reflect. The case study section therefore divides the cases into the categories of disaster preparedness, disaster response, health, principles and values and gender mainstreaming and gives each case a clear title indicating the specific focus of the case within that category. It is hoped that this will assist the user of the pack in assessing a case study for relevancy in light of a particular target group's sphere of work and related interests.

What are the main topics of the case studies?

The 20 case studies are organized into the following categories:

1. Disaster Preparedness	2. Disaster Response	3. Health	4. Principles and Values	5. Gender Mainstreaming
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The first four categories encompass the core areas of activity and interest as defined by the Federation's Strategy 2010. The fifth category focuses specifically on issues related to the integration of a gender perspective into the organization's work.

Each category of case studies is prefaced with an introduction to the gender-related issues which are relevant to the topic area (e.g. "Why does gender matter in disaster preparedness?").

How is each case study organized?

Each case study comes in a format which is easy to photocopy and comes with a set of tasks for discussion and analysis.

Each case study comes with its own summary table of learning points broken down by task.

This is followed by the Facilitator's Guide which outlines the objectives of the case study and gives clear instructions on how to organize a training session (timing, materials, procedure etc.)

Each case study is also accompanied by an extensive set of debriefing notes meant as a reference for the facilitator. These notes help the facilitator anticipate and prepare for case study discussions. Facilitators are encouraged to use this resource to enhance the exploration of issues raised by the case study, picking up on what participants have missed out and adding to it.

Summary table of all case studies

Name of case study	Region (if relevant)	Learning points contained in the case study	References to tools/other sources of information ¹
1. Disaster Preparedness			
1.1 Broadening involvement in disaster preparedness activities	Americas	Highlights gender roles and the importance of drawing upon information from local people about their roles and responsibilities in order to avoid assumptions.	<ul style="list-style-type: none"> ▪ Categorising the different gender roles of women and men ▪ Communication flow ▪ Mapping tools ▪ What to analyse in a gender analysis ▪ Reviewing different information gathering methods
1.2 Views of female volunteers	Asia	<p>Increase the efficiency of disaster preparedness by attracting female volunteers.</p> <p>What women volunteers themselves say about being a volunteer.</p> <p>Practical suggestions for encouraging female volunteers.</p>	<ul style="list-style-type: none"> ▪ Federation's Volunteering Policy ▪ Case study on recruitment of female volunteers by Bangladesh Red Crescent
1.3 Gender sensitive vulnerability and capacity assessment	Commonwealth of Independent States (CIS) country	<p>Gender is a variable that should be included in vulnerability and capacity assessment.</p> <p>It is not only women that are vulnerable.</p>	<ul style="list-style-type: none"> ▪ Vulnerability and Capacity Analysis (VCA) ▪ Checklists for project cycle ▪ Turning gender-neutral info into gender sensitive info. ▪ Resource picture cards ▪ Benefits flow charts ▪ Summary guidelines and checklist from the Inter Agency Standing Committee for integrating gender analysis and assessment ▪ Reviewing different information gathering methods and planning how to collect gender-related information ▪ Before doing a gender analysis ▪ Tool for conducting a gender audit of your organization
1.4 Developing a project idea in a gender sensitive way	South East Asia	<p>How to include gender in the project cycle.</p> <p>What are gender sensitive goals, objectives, results, activities and indicators.</p>	<ul style="list-style-type: none"> ▪ Engendered log frame ▪ Questions to guide an 'engendered' logical framework ▪ UNDP checklist for building gender equity into project

¹ All of the tools and sources of information are available on the CD-Rom version.

Name of case study	Region (if relevant)	Learning points contained in the case study	References to tools/other sources of information ¹
			design and implementation <ul style="list-style-type: none"> ▪ Checklist from the International Federation PPP Handbook ▪ 24 hour clocks of men, women, boys and girls to examine daily schedules and how they differ ▪ Categorising different roles of men, women, boys and girls
2. Disaster Response			
2.1 Differences in refugees' immediate and longer-term needs	African country with refugees	Refugees are individuals with diverse needs. Gender is not the only variable; other variables including age, ethnicity and education etc. should also be taken into account.	<ul style="list-style-type: none"> ▪ Planning emphasising practical and strategic needs ▪ Before doing a gender analysis ▪ What to analyse in a gender analysis ▪ Experiences of National Societies in community participation – from the International Strategy for Disaster Reduction
2.2 The "tyranny of the urgent"	Central Asian conflict-torn country	How to balance the urgency for a quick response and the need to include the input of women in an assessment of an earthquake. How the assistance plan would change if there were access to female population.	<ul style="list-style-type: none"> ▪ WFP / FAO "Passport to mainstreaming a gender perspective in emergency programmes" ▪ What to analyse in a gender analysis
2.3 Convincing the relief coordinator to include gender	Eastern Europe	How to argue that gender considerations are relevant from the beginning of a response to a flood. Including gender helps to ensure quality in response measures.	<ul style="list-style-type: none"> ▪ Tools for information requirements and gender analysis ▪ Federation's Gender Policy
2.4 Quotas and relief food distribution	Caucasus	WFP directive to involve women in a relief programme. Arguments for quotas in relief and relevance of the measure for the Red Cross/Red Crescent.	<ul style="list-style-type: none"> ▪ WFP / FAO "Passport to mainstreaming a gender perspective in emergency programmes" ▪ Tools for Information requirements and gender analysis
3. Health			
3.1 Who to target for HIV/AIDS training?	Africa	How gender roles and relations are connected with HIV/AIDS; Power relations in negotiating safe sex practices. The importance of raising awareness of risk of infection with all in the community.	<ul style="list-style-type: none"> ▪ PAHO - Gender and HIV Fact Sheet ▪ American Association for World Health ▪ Section 3 on Gender Concepts: Gender is not just about women ▪ Case Study 1.2 - Views of Female Volunteers

Name of case study	Region (if relevant)	Learning points contained in the case study	References to tools/other sources of information ¹
3.2 Gender sensitive community health programme	Caucasus	Whether the balance of male and female volunteers fully reflect gender sensitivity in primary health care. How to raise awareness on gender issues in PHC.	<ul style="list-style-type: none"> ▪ Before doing a gender analysis ▪ What to analyse in a gender analysis ▪ Experiences of National Societies in community participation
3.3 Support for post-traumatic stress disorder	Africa	What role does gender play in reaction to trauma? Consequences of having either a male or a female counsellor.	<ul style="list-style-type: none"> ▪ International Federation's training manual on community-based psychological support
3.4 Indicators for stigma reduction towards HIV/AIDS	Africa	Gender issues in HIV related stigma and discrimination. Gender sensitive indicators.	<ul style="list-style-type: none"> ▪ Questions to guide an 'engendered' logical framework ▪ UNDP checklist for building gender equity into project design and implementation ▪ Checklist from the International Federation's PPP Handbook
4. Principles and Values			
4.1 Cultural norms and Red Cross/Red Crescent principles	Africa	How to deal with a low nutritional status for women that stems from cultural practices, without undermining impartiality and neutrality of the Red Cross/Red Crescent.	<ul style="list-style-type: none"> ▪ Daily schedules of men, women, boys and girls ▪ Categorising different roles of men, women, boys and girls ▪ Organizing focus group discussions for gender analysis
4.2 Female circumcision, where do we stand?	North Africa	Focusing on the health effects of FGM and advocating against it based on the health effects rather than interfering with culture.	<ul style="list-style-type: none"> ▪ Section 3 on Gender Concepts: relevance of gender issues in the work of the International Federation
4.3 Sexual exploitation	Asia	What action to take in the case of allegations of sexual exploitation and sexual abuse. Preventative strategies that should be in place.	<ul style="list-style-type: none"> ▪ Child Protection Reporting & Investigations: Procedure and Guidance for Managers - from Save the Children ▪ "Note on evidence in child protection investigations" - from Save the Children ▪ The Federation's position paper "Point of View" regarding abuse of power ▪ Code of Conduct for Federation Secretariat staff ▪ Risk Management Checklist from the Canadian Red Cross ▪ Risk Management & Audit Departments "Standards For Investigation" ▪ The Policy Statement and Plan of action from the Inter-Agency Standing Committee

Name of case study	Region (if relevant)	Learning points contained in the case study	References to tools/other sources of information ¹
			<ul style="list-style-type: none"> ▪ The Humanitarian Accountability Project website ▪ Reach Out website - Refugee Protection Training ▪ The Sphere Project - handbook
4.4 Working directly with women when it is culturally difficult to do so	Asia	<p>The unique position of the Red Cross/Red Crescent societies.</p> <p>How National Societies can deal with addressing women's strategic needs in an appropriate and sensitive way.</p>	<ul style="list-style-type: none"> ▪ Planning emphasising practical and strategic needs
5. Gender Mainstreaming			
5.1 Choosing WID or GAD projects	-	<p>What are WID projects?</p> <p>What adopting a GAD approach in projects implies?</p> <p>Gender mainstreaming and what it means.</p>	<ul style="list-style-type: none"> ▪ Tools for information requirements and gender analysis ▪ Planning to emphasise practical and strategic needs ▪ Federation's Gender Policy
5.2 A gender audit of an organization	-	<p>Why to conduct a gender audit of a National Society.</p> <p>What to assess in such an audit; and how to obtain information for the audit.</p>	<ul style="list-style-type: none"> ▪ Tool for conducting a gender audit of an organization ▪ Conditions required at the National Society level for a gender mainstreaming strategy ▪ SWOT analysis to examine processes of change ▪ Federation's Gender Policy
5.3 Role of gender focal points	-	<p>What implementing a gender mainstreaming strategy means in practical terms.</p> <p>The role of gender focal points in an organization.</p>	<ul style="list-style-type: none"> ▪ Terms of reference for gender focal points ▪ UNDP notes on gender focal points for country offices
5.4 Volunteering and gender issues	Western Europe	<p>Mainstreaming gender in National Society organizational structures, focusing on volunteer recruitment of both sexes.</p> <p>How the needs of beneficiaries and the nature of the services define whether a male or a female volunteer needed.</p>	<ul style="list-style-type: none"> ▪ International Federation's Volunteering Policy ▪ Testing communication flow ▪ Case Study 1.2 - Views of Female Volunteers: Task 2

1. Disaster Preparedness & Gender

Why does gender matter in disaster preparedness?

Firstly, there is a need for both men and women's full participation in decisions regarding the identification of appropriate disaster preparedness activities. More often than not, it is only men who are consulted. Women do not regularly participate in decision-making processes and may not even be consulted but merely seen as the recipients of benefits and services.

Secondly, the perception of which roles and responsibilities should be assigned to men and which should be assigned to women differs from one society and culture to the next. Men and women's roles and responsibilities affect how they respond to disaster situations and are hence an important consideration in planning and preparing for disaster response.

In many societies, regardless of caste, ethnicity or religion, women are primarily those in the community who are responsible for managing the household and the family's basic needs. Therefore, women are more likely to become over-burdened in times of crisis. Even if the different roles and relations of men and women are known to the National Society staff and gender issues related to disaster management are logical and obvious, service providers do not always systematically take them into account. For example, it may be known that young men tend to migrate to urban centres in search of work and that the norm is that women follow only once the men become 'established' in the urban area. However, it may not be noted that migration can result in men taking on tasks that they would not normally consider within their socially ascribed roles such as having to cook for themselves and therefore being responsible for their own food storage. Similarly, women who are left behind in rural areas take on additional responsibilities that might not normally be considered within their usual sphere of work. And yet, although women take on additional responsibilities, it may still not be the norm for women to deal or negotiate with government officials as this type of activity is often considered to be a man's job.

The division of labour between men and women is not permanently fixed for all time and may change dramatically in response to sudden disasters and catastrophes as well as more slowly due to wider economic, political and social changes. Although gender roles and relations often change during a disaster, gender analysis can serve as a lens through which to understand more deeply the roles people perform and their relations with each other, both within the community and with existing institutions and subsequently how people may react in an emergency situation. Such analysis contributes to more effective planning on how to prepare for relief measures.

As the authentic case studies in this section illustrate, it is now becoming clearer that all disaster preparedness planning should be informed by some understanding of gender roles and relations through which activities in the community are organized.

The case studies in the disaster preparedness section

1.1 Broadening involvement in disaster preparedness activities

1.2 Views of female volunteers

1.3 Gender sensitive vulnerability and capacity assessment

1.4 Developing a project idea in a gender sensitive way

There are four cases in this section that outline the importance of incorporating gender-sensitivity into disaster preparedness and planning. The first case highlights how knowledge

about the roles and responsibilities assigned to men and women in a given society is essential in terms of deciding who is best located for obtaining training in early warning systems.

The second case study highlights some of the common challenges in attracting women to participate in disaster preparedness squads and why they should be involved.

The notion that women and children are always the most vulnerable is explored in the third case study. Here the main task is to consider what a gender sensitive vulnerability and capacity assessment entails.

The fourth case study looks at how to include gender in project goals, objectives, results, activities and indicators.

Disaster Preparedness

Case 1.1 - Broadening involvement in disaster preparedness activities

Introduction

It is important to know prior to a disaster how roles and responsibilities tend to be divided up amongst men, women, boys and girls in a given community.

Having this information in advance enables National Society staff and volunteers to predict who in the community will be able to respond in the event of a disaster and in what capacity. An analysis of roles and responsibilities also helps prepare the National Society staff and volunteers to respond to the specific needs of the various groups within the affected population.

It is important that assumptions are not made about how roles and responsibilities are apportioned in a given society. It is equally important to remember that communities are not permanently fixed. People migrate for various reasons e.g. employment opportunities.

Carrying out an analysis of individual needs in advance can help a National Society ensure that disaster preparedness activities are relevant and are carried out by the most appropriate members of the community.

Disaster Preparedness

Case 1.1 - Broadening involvement in disaster preparedness activities

Case Study Handout

This country is in the Americas and is prone to extreme weather conditions and phenomena such as hurricanes and cyclones.

The National Society is involved in a variety of disaster preparedness activities. One such activity is the training of community-based volunteers in how early warning systems function. This includes teaching members of the community how to use high frequency radios to communicate information at local level about imminent disasters. To date, each branch of the National Society has trained between 4-6 male volunteers.

However, an evaluation of a community's response to a recent hurricane revealed that information about its imminent arrival was slow in reaching women, which in turn had a negative impact on the ability of the entire community to mobilise a response. Homes were evacuated too late for families to collect essential food items and clothing.

One of the factors that hampered communication was the fact that some of the men who had received training in early warning systems and the use of high frequency radios were not present at the base stations at the time of the early warning signals. In fact, a number of these men had migrated to urban areas in search of employment.

The National Society's Disaster Preparedness Programme has received funding to be channelled through its branches to form community groups responsible for disseminating information within the community. Such information will relate to the major health risks during an emergency situation (as a result of hurricanes and cyclones) such as information on the importance of safe water supplies.

The community groups will also be responsible for encouraging members of the community to participate in the stockpiling of certain food stuffs (including drinking water) and the collection of other useful items (such as blankets and fuel) that should be stored at strategic locations. Community groups will be

responsible for organizing the transportation of these supplies, ensuring security during transportation and at the depots. Funding is also available for the training of community-based first aid workers.

Your task

1. As the co-ordinator for the branches' disaster preparedness activities, discuss with your colleagues the lessons have you learned from the evaluation. Write down the major lessons.
2. From the information in the case study, can you identify or speculate who would be involved in different tasks such as collecting food items, organizing clothing, using radios etc.? Why or why not? Are these tasks always done by the same people?
3. What steps would you take to improve the community's ability to respond to future disasters? List three measures you would take in the future.
4. What gender-related issues would you now take account of in the planning and implementation of the new activities which will be carried out thanks to the new funding? Write a list of these issues.

Disaster Preparedness

Case 1.1 - Broadening involvement in disaster preparedness activities

Summary Learning Points

<p>Task 1: Lessons learned from case study</p>	<p>Assumptions about who is best to train in a technical area for disasters may result in discrimination. We need to think more about who is present in the community and who needs new skills and would be available when disaster strikes.</p> <p>Communication channels for information about an impending disaster do not necessarily access everyone in the community - women and men may use different sources for obtaining information.</p>
<p>Task 2: Different gender roles</p>	<p>Men and women's roles and responsibilities are socially determined. Such roles often change. It is important to consider and question how we perceive and expect women, men, boys and girls to think and act in a given community.</p>
<p>Task 3: Measures to increase a community's ability to respond to future disasters</p>	<ul style="list-style-type: none"> • A better representation of people from the community should be involved in planning, including representatives from different ethnic groups, those that are less powerful etc. • Ideally there should be a balance between men and women taking part in community planning, bearing in mind that in some cultures, women may not be adequately able to express their needs in front of men. Also women have many household tasks and are not always free to attend meetings. • Community suggestions and brainstorming on the best ways to transfer information within the community is the most effective way to plan future responses. Participatory mapping tools can be helpful. Members of the community tend to know best how to reach their neighbours.
<p>Task 4: Gender related issues in planning and implementation of new activities</p>	<ul style="list-style-type: none"> • Baseline data on the target community should be broken down by sex (disaggregated). • A gender analysis should take place prior to planning. • Train the most appropriate people. Avoid stereotyping men and women's roles. Do not let your own cultural ideas of gender roles interfere. • Develop a practical plan on how to encourage women to volunteer.

Disaster Preparedness

Case 1.1 - Broadening involvement in disaster preparedness activities

Guide for facilitators

Objectives of case study 1.1

- To recognize the importance of using information from local people about their roles and responsibilities
- To think about how to include gender role analysis in disaster preparedness programme design
- To increase capacity to plan more effectively for disaster preparedness activities by drawing attention to gender roles and responsibilities

How to organize a training session around case study 1.1

Time required: 2.5 hours

- Introduce the case study by explaining in a couple of sentences what it is about.
- Give the participants a copy of the Case Study Handout and give them time to familiarise themselves with the case by reading it through - *5 minutes*.
- Present the tasks at the end of the case study - *5 minutes*.
- Divide participants into small groups and give them time to discuss the four tasks - *50 minutes*.
- Invite each group to present their solutions/answers to the plenary group - 10 minutes for each group. If there are four groups, ask each group to be the main presenters for one of the four tasks with the other groups adding their own suggestions if different from the points raised by the main presenters.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest what they learned from the exercise and what might be relevant to their own situation.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A white/black board for writing with markers/chalk or flip chart paper and markers for each group
- A copy of the Case Study Handout for each participant

Debriefing notes on case study 1.1

Task 1: The lessons learned

a) Assumptions result in discrimination

Discrimination often exists in the selection of participants for training, whether volunteers are self-appointed or chosen by National Societies. This is because we often cannot help making assumptions about the roles, availability and “typical” situation of men and women. For example, a common assumption is that technological know-how is a male domain and that it is therefore more appropriate to focus on training men rather than women in the use of radios as part of the warning system. However, both men and women have roles to play in the dissemination of information within the community although they may use different networks and have access to different groups. The implication of this is that both sexes should be trained in the use of radios to promote a more broad-based and effective response to the needs of the entire community in the event of a disaster.

b) Information channels do not reach everyone

Those involved in disseminating information regarding an impending disaster will have to think carefully about how to devise information channels that reach everyone. Everyone should be told as quickly as possible that a disaster is on its way. This is also the case for disseminating information on health risks. Past experience has shown that information channels have neglected and therefore failed to reach women in the community who are voluntarily caring for the sick or injured. Refer to “communication flow” Tool 5, Section 4.

Task 2: Different gender roles

The case study text provides examples of differences in men and women’s roles such as the fact that women are responsible for collecting water for the household whilst men deal with officials and government staff. Nevertheless, assumptions cannot be made that this division of labour applies to all contexts. For instance, women in one area of a country might be able to travel by bicycle to a strategic location to collect items after a disaster (such as blankets or fuel) but in a different region of the same country it might be considered unusual for women to use a bicycle for transport meaning they might have problems getting to the supply point quickly. The biological differences between men and women do not change. On the other hand, the characteristics they are perceived to have, and the roles and responsibilities assigned to them, differ from one society to the next and may change over time. In the case study it is clear that gender roles changed when the men migrated for economic reasons.

Refer to tools 3.1. “triple roles of women” and 3.2. “gender roles and 24 hour clock”, Section 4.

Task 3: Measures to increase a community’s ability to respond to future disasters

c) Better representation of the community

In the formation of community groups, ensuring the involvement of a wide range of people from the community improves the community’s ability to respond to future disasters. As communities are composed of a number of different groups, some more powerful than others, some particularly disadvantaged and some that may be in direct conflict with one another, it should be expected that there will be arguments about widely varying needs. It is not realistic to expect total agreement about how best to respond to a disaster, nevertheless the process of including a wide range of people from the community in any discussion is very

important. This will avoid feelings of resentment about unequal treatment and about some groups being ignored by disaster preparedness activities.

d) A balance between men and women

Ideally, there should be a balance in the numbers of men and women in planning groups for response to future disasters. In some cases, it may be appropriate to have separate women and men's community groups especially if it is difficult for women to actually have a voice in a men's group. When involving women in community groups, bear in mind that women often have very little 'spare time' because of their multiple roles.

e) Community plan for information dissemination

In any particular community people know best of all how to disseminate information about an impending disaster as quickly as possible to all members of the community. The community should be encouraged to have an action plan for the spread of information in the event of a disaster. Mapping tools could be used to identify how to reach the whole community using information on the numbers and location of households by type i.e. ethnicity, female-headed, vulnerable lone elderly - delegating responsibility to individuals and groups for information flow and having back-up information channels.

Task 4: Gender-related issues in planning and implementation of new activities

a) Collect sex-disaggregated information beforehand

An understanding of how men and women's roles and responsibilities differ and how different ethnic groups are treated should shape decisions in planning and implementing new activities. This information will help decide who from the community group is best qualified to deal with each of the tasks assigned to it. A strong recommendation (from the World Food Programme) is that much more sex-disaggregated information be gathered and analysed before a disaster takes place. In terms of food distribution, having disaggregated data can yield useful information on the specific food habits of particular groups and tell us what different groups perceive to be appropriate contents for a food parcel. Disaggregated data can also help in the logistics of locating food distribution points, where and how to register different groups of beneficiaries etc

In this case study, sex-disaggregated information at the household level is required in terms of who is involved in purchasing certain food stuffs, and responsible for drinking water, blankets and fuel. For example, if women are generally responsible for food-related issues and collection and storage of water, it is logical that they should assume the bulk of the responsibility concerning what, when and how much food to stockpile in preparation for a disaster. If the community or part of it has the tendency to migrate seasonally, this should also be factored into disaster preparedness activities. Additionally, in this case study, the community groups should provide information that helps to decide who has responsibility for transportation, the most appropriate types of transport and the best location for the storage of items.

b) Train appropriate people

If women are more likely than men to be at home when disaster strikes and are therefore responsible for evacuating children, have responsibility for livestock and gathering up essentials, then it makes sense that female volunteers should also be trained in the use of radios. Even if women are not trained in the use of radios, existing male volunteers need to be convinced of the importance of making sure women are notified in order to ensure speedy and effective evacuations.

c) Encouraging women that do not volunteer

It is often argued by those planning new activities in disaster preparedness that women do not come forward as volunteers for technical training. Those organizing disaster preparedness training will have to think carefully about how to encourage women and marginalized groups to attend training. *Refer to the suggestions given in “Learning Points”, Case Study 1.2, Task 2: “measures to increase the participation of women”.*

Other possible points that may be raised

It is not always female trainees that are lacking: Not all societies are the same or have the same male/female dynamics. For instance, some societies may be more matriarchal in nature and it may be easier to get women to attend first aid training. This also depends on the subject of training. A case in point is Jamaica where the National Society had to make a concerted effort to encourage the involvement of male adolescents in Red Cross training for a peer HIV/Aids awareness education programme.

Disaster Preparedness

Case 1.2 - Views of female volunteers

Introduction

Disaster preparedness volunteer teams should represent all sectors of the community that they serve as this enhances the effectiveness of disaster preparedness activities.

Although good rates of participation in disaster preparedness groups are encouraged for both men and women, the majority of groups are often composed of just men. Sometimes groups include one or two 'token' women. Solutions need to be found for increasing the participation of women in disaster preparedness activities-whether guidelines should be developed for quota systems or disaster preparedness groups should be self-selecting.

It is more effective if an increase in the number of female volunteers is based on the needs of the community rather than driven by a need to meet a quota.

Increasing the diversity of members making up the disaster preparedness teams should improve the capacity of teams to represent and address the needs of the whole community.

Disaster Preparedness

Case 1.2 - Views of female volunteers

Case Study Handout

A National Society in Asia has 12 disaster preparedness squads trained in raising awareness about disasters and community development, disaster preparedness and fundraising, evacuation, rescue and first aid. In theory, each squad has 25 volunteers, with a minimum of 8 women. The National Society's Disaster Preparedness Co-ordinator has set this quota as a way of ensuring that disaster management programmes reach female beneficiaries; that the programmes are gender sensitive; and the needs and roles of women are adequately addressed. The National Society also wants to be seen to be offering the opportunity for women to volunteer in line with commitments it has made as a member of the International Federation.

A review of the programme uncovered the fact that only one of the squads actually reached its full quota of women. This squad was attached to the one Red Crescent branch where the Disaster Preparedness Officer was a woman. One of the squads had no female volunteers at all and the average number of women per squad was 2-3. Interviews with the female volunteers revealed the following constraints to women's participation:

"When our squad is split up into sub-groups of five members each, I'm often the only female member. This makes me feel uncomfortable about going out during a disaster or about coming to the office".

"I enjoy playing an active part and public role in the community. I feel so much more confident about myself and respected since I became a volunteer squad member. Several of my female colleagues have left however, because they can't cope with the extra work. They have so much to do what with their childcare responsibilities and running the household. It's easier for me as I'm a widow. If my husband were alive he would probably have objected to me being a volunteer. I would have had to work more in the house to keep him happy and to convince him to allow me to be a volunteer".

"My husband is generally supportive of my being a volunteer and the male members of the squad are very respectful but I do find some aspects of being a squad member difficult. When we go out to the affected zones to carry out

assessments, there are very often no sanitation facilities. This can be rather embarrassing".

"At the beginning people used to look at me strangely and ask me what I was doing walking about so freely in the community. Now people understand better what we do as squad volunteers and tend to support our efforts".

"One of the reasons for not being able to fill the quota is that squad members have to be able to at least write their name. Sadly, illiteracy is higher amongst the women in our community".

"I do feel sometimes that there is some resistance to the presence of female volunteers from the men in our squad. For example, it annoys me when they try to dissuade me from taking part in a field visit at the height of a cyclone because they say it demands great physical strength. They tell me they are concerned for my safety".

Your task

1. In light of the above comments identify the obstacles that impede women's participation in voluntary squads.
2. Discuss how these obstacles to participation might have been avoided and list some strategies to ensure a better participation rate for female volunteers in the future.

Disaster Preparedness

Case study 1.2 - Views of female volunteers

Summary Learning Points

<p>Task 1: Obstacles to women's volunteering</p>	<ul style="list-style-type: none"> • Physical conditions such as the absence of latrines • Women's workloads and childcare needs • Women may feel uncomfortable in the company of large groups of men • Husband/father may not give wife/daughter permission • Community has negative attitudes towards women in squads • Paternal attitudes of men in existing squads towards female volunteers • Literacy or language problems (for women) • Women lack the confidence to volunteer • The perception that volunteer squads are a male 'domain' • Low general representation of women in the National Society
<p>Task 2: Measures to improve the participation of women in volunteer squads</p>	<ul style="list-style-type: none"> • Discuss with community how to overcome the obstacles to women's participation • Be very explicit that women can volunteer • Advertise criteria for women joining volunteer squads • Prepare counter arguments against women participating in advance of recruitment • Be aware that not all women are the same - some categories of women may be more suitable as volunteers • Work on changing attitudes towards women in the community • Raise awareness about why women should participate • Be aware of group dynamics in volunteer groups and how this affects participation
<p>Other points that may be raised</p>	<ul style="list-style-type: none"> • Also encourage the participation of marginalized groups ensuring overall diversity in volunteers

Disaster Preparedness

Case study 1.2 - Views of female volunteers

Guide for facilitators

Objectives of case study 1.2

- To identify the reasons behind the lack of female participants in voluntary disaster preparedness squads and list some of the obstacles women face in participating.
- To recognize that not all women are the same and should be considered as individuals and not as a homogenous group.
- To develop practical ways of overcoming women's and other under-represented groups' lack of participation in disaster preparedness squads.

How to organize a training session around case study 1.2

Time: 2 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the Case Study Handout each and give them time to familiarise themselves with the case by reading through - *5 minutes*.
- Present the 2 issues for discussion- the obstacles that women face and how the lack of women's participation can be overcome. Divide participants into small groups and give them time to discuss the 2 tasks - *45 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the possible solutions that were put forward - *10 minutes*.
- Give time for participants to suggest in a plenary session what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study 1.2 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes for case study 1.2

Task 1: Obstacles to women's volunteering

In this case study the National Society hoped for nearly one-third women in its squads. In order to reach that quota, a lot more women need to be encouraged to participate. This required deliberate action to get women to volunteer.

a) What puts women off volunteering

The quotes in the case study list some of the issues that discourage women from volunteering in disaster preparedness squads. The absence of latrines, the amount of household chores and childcare needs were all cited as hindering the participation of female volunteers. Women often feel uncomfortable when in the company of a lot of men if there are few other women present. Paternal attitudes within the community and amongst the men on the volunteer squads can also be a hindrance to women's participation. Literacy or language problems may dissuade women too. The lack of confidence and ability to put oneself forward as a volunteer are other factors.

b) Consider the link with the absence of representation of women at senior level

It can be argued that the absence of women at the senior level in National Societies can result in fewer numbers of women lower down in the organization and impacts on the number of women in volunteer squads. This may be due to a lack of female role models in the National Society or a perceived 'male culture' in the organization. An analysis of recruitment and selection processes may be needed at the branch level, accompanied by gender awareness training for National Society staff and volunteers in the branches and at headquarters.

Task 2: Measures to increase the participation of women

a) Engage with the community to discuss strategies for overcoming obstacles to the participation of women

Women in the community should also have a hand in identifying ways in which obstacles to their volunteering in squads and obtaining the appropriate training to do so can be overcome. Women themselves are ideally placed to comment on issues such as what kind of alternative childcare arrangements might work, the location and type of women-friendly sanitation facilities that are required, how training can be time-tabled to fit around other roles and responsibilities (which may change according to seasonal demands).

Existing female volunteers can serve as useful role models for new recruits and brief potential women volunteers on how they themselves dealt with obstacles such as low literacy levels, lack of confidence and mobility and balancing volunteering with existing work/family roles and responsibilities. There may also be a role for existing female volunteers to contribute to the training of new female disaster preparedness squad members.

b) Be explicit that women can volunteer

When staff/volunteers from the National Society approach the community, there may be a tendency to meet just with its male members. Protocol often requires that men are consulted first. National Society staff may imply that it should be a male member of the household. Those organizing any type of activity have to state very clearly that the activities are for both men and women, very explicitly specifying that women with an interest can also become involved in the squads.

When volunteering for something like a disaster preparedness squad, it is often assumed that one person per household, usually the head of the household, should be the person who

volunteers. In many communities worldwide, the eldest married male is considered the head of the household. He is considered the spokesman for his family in the community and in the outside world. Single women, either widows or divorcees with children, are also recognised by various communities as legitimate heads of households.

The community perception of 'household head' has an influence on the composition of disaster preparedness squads. It is necessary that when National Society staff approach the community, they emphasise that whoever in the household is most interested in being a member of a squad can volunteer. Otherwise it may be assumed that it should be the head of the household or a male member of the household.

c) Advertise criteria for joining

Specify that both those women and men who wish to learn new skills, such as first aid or rescue operations can volunteer. In order to have a balanced representation of people in a squad, it might be useful to integrate into existing criteria for volunteers, information that will specifically attract a diversity of volunteers. For example, if training or activities are technical in nature, it would be important to state well in advance whether or not people need to be able to read or write to attend. Women's literacy rate is often lower than men's and they may be embarrassed to attend training if they feel that they need to be able to read and write, when in fact sometimes the training may be more related to physical skills and on-the-job demonstrations. People from different ethnic groups also need to be reassured that they can apply and that their representation/participation is actively sought and valued.

Criteria could include some of the following points:

- Men and women who are hard working, physically fit and are willing to attend all the training.
- Not confined to those from X ethnic group...or men only. Women are also encouraged to attend.
- Men and women require some level of learning i.e. able to read or write. They should also be able to understand and accept the technical advice offered. However, reconsider literacy criteria if many women are discouraged because of literacy. Women could easily be taught how to read and write their name as part of the volunteer training course.
- Men and women will have to explain and promote the information obtained during training to others.
- Men and women who feel they have some idea of how to react during a disaster without panicking etc.

d) Prepare counter arguments in advance

Be ready to be solutions-oriented. So if someone implies that a low level of literacy is an obstacle to joining a squad, counter it with positives such as: "we can teach you how to write your name", "you can find a role on the team that doesn't require high levels of literacy", "we can team you up with someone whose literacy skills are high".

Highlight the benefits of volunteering in terms of women being able to broaden their skills base which can have a positive knock-on effect in other spheres of activity, current and future.

Encourage existing female volunteers to evaluate how well strategies for attracting female volunteers work - how effective are recruitment drives that target women (posters, leaflets), how effective is the quota system? What other initiatives could help to work towards a balanced representation of both men and women on DP squads?

e) Be aware that not all women are the same

When considering the participation of women it is important not to categorise women as a homogenous group but to consider how the variables of marital status, age, ethnicity, whether a woman is breast-feeding/pregnant, can influence her particular needs and interests. Women also differ from one another in how much time they have available for different activities and their priorities. For example, a woman with grown up children might be a more suitable candidate for volunteering if she is less busy with child care concerns and thanks to the fact that her age probably gives her a position of respect in the community. Being older may also mean a potential female volunteer is more confident and has more experience/skills to bring to a squad.

f) Work on changing attitudes

A change in attitude towards the participation of women at family and community levels and amongst male members of the volunteer squads is needed in order to overcome any lack of understanding and commitment to the involvement of women. This is reflected in the comments from people in the community wondering what women are doing walking about so freely.

g) Raise awareness about why women should participate

It is necessary to raise awareness about the importance of women's participation during volunteer training. Awareness-raising could focus on the important role women already play in the community. Women's roles are valued amongst women themselves and amongst their men folk and the community at large. Commitment to the involvement of women has to be across the board, in the field teams, in the branches etc. The National Society would also benefit by some sort of campaign in the community that advocated that it was "OK for women to join".

h) Be aware of group dynamics in volunteer groups

Both men and women have concerns about the dynamics of working in mixed-sex groups or squads. In some cultures National Societies organizing training or volunteer squads use female trainers to work with female trainees or volunteers.

It is also evident that the relations women have with other members of the squad, as well as with their husbands can affect their participation rates i.e. how effective their participation is. For example, husbands or fathers 'allow' their wives or daughters to participate in squads. How the community perceives different categories of women is also a factor and sometimes if a woman is unmarried, it is not considered appropriate for her to participate in a group made up of so many men.

People often find working in groups difficult and people do not necessarily work at the same level and pace. The National Society will have to spend quite some time explaining the advantages of working as a group and the importance of enabling less vocal individuals (women's voices) to be heard within a predominantly male squad. On the whole, the National Society should be aware of the complex cultural issues and relations that women (in particular) may have and how that could potentially affect their participation. Hierarchical structures and social standing at the community level may also affect women's participation in volunteer squads. Women may be afraid to volunteer alongside those that have a high status in the community. If the interest of women in becoming volunteers is quite significant, there may be scope to establish sub-groups in some communities.

Other possible points that may be raised

a) Encourage the participation of marginalized groups

It is also necessary to encourage representatives from minority ethnic groups. Concentrating too much on the participation of women may mean other groups are ignored. Although it has been illustrated that men and women respond differently to disasters, the needs and priorities of communities in disasters will also differ according to age, wealth, caste, race, ethnicity, religion and so on. The focus should not only be on male/female differences, but how different categories of people can be involved in disaster preparedness. For example some religions do not allow blood to be donated, poorer people do not have the resources that richer people have to recover from disaster shocks, certain castes are not allowed to live alongside other higher castes in make-shift shelters, and so on. All this is relevant to disaster preparedness activities. Encouraging a diversity of people on volunteer squads will ensure that obvious differences amongst different groups of people are at least considered.

b) Examples of good practices in recruitment: Bangladesh

A case study based on the experience of the Bangladesh Red Crescent Society provides guidelines for good practice regarding the recruitment of female volunteers to respond to disasters. It is available on the CD-Rom.

Disaster Preparedness

Case 1.3 - Gender sensitive vulnerability and capacity assessment

Introduction

Economic crises impact on men and women differently because of their different social roles and responsibilities. People's decisions about how best to deal with a crisis situation depend not only on their resources, but also on their social position, what is expected of them, what is considered the norm, and the support they can expect from others.

In a context of economic deterioration, assumptions cannot be made about who is the most vulnerable. Women may not necessarily be worse off than men, although this is often true. Crises can change situations i.e. demographic profiles may change and the division of labour may change.

Although a gender sensitive approach emphasises that women's capacities and vulnerabilities should also be identified and met, it does not seek to minimise the needs of men nor does it deal with either in isolation.

Disaster Preparedness

Case 1.3 - Gender-sensitive vulnerability and capacity assessment

Case Study Handout

“There is a tendency among humanitarian organizations to address specific generic groups as the most vulnerable such as women, children and the elderly. This is true to a certain extent but it is a gross simplification”.

The Federation Guide on Vulnerability and Capacity Assessment, p.3., 1993.

In a former Soviet Union country, three-quarters of a country's nearly 150 million inhabitants live in urban areas. 44 million people live below the poverty line (32 US\$ a month). A million children are homeless. The life expectancy for men is 59 years, for women it is 72 years. Low life expectancy is linked to poverty, unemployment, homelessness and excessive drinking and smoking.

Due to the collapse of the previous political system and the transition to a new one, the economic situation has deteriorated, food production has decreased, inflation is high and salaries are often not paid. The situation is particularly bad in the isolated regions of the North which suffer extreme winters. In some areas the issue is a lack of supplies, in others, supplies are available but not everyone can afford them.

Many families survive by growing their own vegetables in garden lots and a barter system has developed whereby people and companies manage by exchanging goods. However, for some products such as medicines, money is needed.

The elderly, the disabled, multi-children families, inhabitants of rural areas, those employed by the state and people in far-off regions are particularly at risk. Many children die of preventable causes (sicknesses, accidents). Numerous children are not attending school due to the lack of winter clothing. The incidence of tuberculosis and HIV/AIDS is rapidly increasing. In general people feel stress, fear and have a sense of hopelessness.

The National Society is committed to reducing vulnerability and strengthening the capacity of those individuals and communities most at risk to respond to future threats. The first step in the process is to carry out a baseline survey to

determine the specific vulnerabilities and capacities of the population in relation to the threats that they face. The National Society's Disaster Preparedness Unit will then use this information to determine the nature of the activities it should focus on and who the programmes should target. As part of this process the National Society will need to audit its own capacity to respond to the needs of the vulnerable and identify areas for improvement.

Your task

1. "There is a tendency among humanitarian organizations to address generic groups as the most vulnerable such as women, children and the elderly. This is true to a certain extent but it is a gross simplification."

To what extent does this quotation apply to the country in economic decline described in the case study?

2. As the National Society's Senior Programme Manager you have been asked to assist in reducing the vulnerability and strengthening the capacity of those most at risk by:

- carrying out a baseline survey to determine vulnerabilities and capacities
- determining the nature and target of Red Cross/Red Crescent activities
- assessing the capacity of the National Society to respond to the needs of the vulnerable and identifying areas for improvement.

How would you ensure that these exercises were carried out in a gender sensitive way? Make a list of the suggestions from your group.

Disaster Preparedness

Case 1.3 - Gender-sensitive vulnerability and capacity assessment

Summary Learning Points

Task 1: Quotation	<ul style="list-style-type: none"> • Women do not have the monopoly on vulnerability. • Incorporating gender sensitive practices into all disaster preparedness and planning means going beyond the traditional concern with women and children as passive victims to a recognition of men and women's different needs, interests, vulnerabilities, capacities and coping strategies. • There is a growing recognition of the need to consider men and their gender identities because men can also be vulnerable. Even when women are considered the most vulnerable, it is increasingly recognised that long term strategies must involve men in the pursuit of solutions.
Task 2: Reducing vulnerability and strengthening capacity of those at risk	<p>a) A gender sensitive baseline survey</p> <p>Focus groups should be identified made up of men and women who are able to provide staff in National Societies with insights into where men and women work, what they do, how stable their employment is, unemployment rates per sex, potential hazards, what their organizational and social networks are, what resources they have, coping strategies.</p> <p>b) Determining the nature and target of Red Cross/Red Crescent activities</p> <p>Participatory approaches involving both men and women which also concentrate on other differences between groups (ethnicity, geographic location, caste) can be used for determining the nature and target of activities.</p> <p>c) Assessing the capacity of the National Society to respond to the needs of the vulnerable and identifying areas for improvement</p> <ul style="list-style-type: none"> • An institutional analysis to understand the National Society's capacity to respond in a gender sensitive way can be undertaken. • Training needs of volunteers and staff may be high. Budgets will have to be allocated for such tasks.

Disaster Preparedness

Case 1.3 - Gender-sensitive vulnerability and capacity assessment

Guide for facilitators

Objectives of case study 1.3

- To understand that making assumptions about who is the most vulnerable can be counterproductive and should be avoided
- To outline how specific needs and coping strategies can be researched in a gender sensitive and participatory way through a vulnerability and capacity assessment
- To discuss how Red Cross/Red Crescent activities can be determined in a participatory way
- To consider how a National Society can assess its capacity to respond to the needs of the vulnerable

How to organize a training session around case study 1.3

Time: 2 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give each participant a copy of the case study and give them time to familiarise themselves with the case - *5 minutes*.
- Read out the quotation on the 'monopoly of vulnerability' at the top of the case study and ask participants what they think - *10 minutes*.
- Present the other tasks related to reducing vulnerability and strengthening the capacity of those most at risk - *5 minutes*.
- Divide participants into small groups and give them time to work on the tasks - *45 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to discuss what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials

- A copy of the case study 1.3 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 1.3

Task 1: Quotation

a) Women do not have the monopoly on vulnerability

Incorporating gender sensitive practices into all disaster preparedness and planning means going beyond the traditional concern with women and children as passive victims, to a recognition of men and women's different needs, interests, vulnerabilities, capacities and coping strategies (Byrne and Baden 1995). Women are often portrayed as helpless victims and emphasis is placed on their need for assistance. It is important not to make the assumption that women are the most vulnerable.

In this case study, it is a gross simplification to state the women are the most vulnerable, it appears that women tend to live longer and men may be more at risk from excessive drinking and smoking. Cultural norms and practices about 'masculinity' and social expectations of men in terms of excessive drinking and smoking are often detrimental to men's health. Such behaviour seems to make men more vulnerable. However, it can be argued that such behaviour provides men with a network of others in a similar situation and is a coping strategy for dealing with economic crisis and loss of employment. On the whole, gender specific data is needed to anticipate and address economic impacts of disasters on men and women.

b) Why are men often left out

As mentioned above, there is an overall tendency to regard vulnerability as being associated with women and children, and gender issues as only being concerned with women. Why is this so? Firstly, historically it is women who are generally excluded or most disadvantaged in relation to social and economic resources, so efforts have more often focused on women's situations.

Secondly, men are often more visible than women meaning it usually requires more effort to involve women and access their views. Their views and the conditions of women often tend to be marginalized. However, as is evident from this case, such generalisations are not always true and here we have an example of men being worse off.

There is growing recognition of the need to consider men and their gender identities, because men can also be vulnerable. Even when women are considered the most vulnerable, it is increasingly recognised that long term strategies must involve men in the pursuit of solutions. As the relationships between men and women form the basis of society, the implications of these relations in all areas must be examined.

Task 2: Reducing the vulnerability and strengthening the capacity of those at risk

A gender sensitive approach to reducing the vulnerability and strengthening the capacity of those most at risk will ensure that National Society staff and volunteers have a thorough understanding of local hazards, capacities, and vulnerabilities of men, women, girls and boys. The CD-Rom provides a link to the Vulnerability and Capacity Analysis document.

Summary guidelines and a checklist for integrating gender analysis and assessment from the Inter Agency Standing Committee is available in the CD-Rom version.

a) A gender sensitive baseline survey

It is necessary to have information from all levels of the community when carrying out a gender sensitive baseline survey in order to identify the vulnerabilities and capacities of both men and women. This knowledge can then be used to determine the nature and target of activities. Key groups of men and women should be identified who are able to provide staff in National Societies with insights into where men and women work; what they do; how stable their employment is; what the unemployment rates are for women and men; what the potential risks are; what organizational and social networks exist; what resources they have; what coping strategies have been developed etc.

Suggestions on the types of information required are included below:

- Find out about the socially defined roles and the responsibilities of both men and women by asking questions such as: who normally grows vegetables in garden lots; whether the market sellers are mainly women or men; which ethnic group knits woolly clothes; who manages petty cash for the household.
- Collect disaggregated data in all relevant subject areas. For example, are the homeless mainly women, men, older, younger, from a certain part of town? Which categories of people have lost their jobs, government workers, services etc.
- As part of the information-collection process, ask both men and women about how vulnerabilities might be overcome. Identify strengths and capacities that can be built upon.
- Link gender related findings to the level of well-being of individuals, levels of literacy, class, ethnic group, age etc.

The World Food Programme in 1997 produced a report on gender and participatory approaches in Emergency Food Aid (Wilde, 1997). The report suggested that in disaster preparedness an analysis of existing information sources both formal and informal should take place. In terms of examples of participatory tools and methods for disaster preparedness, the report suggested practical methods including using farming systems maps, gender and resource maps, historical transect maps, picture cards that illustrate access to resources, Venn diagrams of different stakeholders, focus group discussions, and stakeholder analysis matrices. Such participatory methods should help in a gender sensitive vulnerability and capacity assessment. Refer to *“the tools related to gender issues in programme planning”*, Section 4. A more extensive list of tools is available in the CD-Rom version.

If questionnaires are being used for any purpose during the baseline study, they must be designed to prompt questions and record information on both men and women. How to maximise community participation at all stages of the vulnerability and capacity assessment should be well thought out in advance. Strategies for building on the planning capacities of those in the communities can be developed.

b) Determining the nature and target of Red Cross/Red Crescent activities

If baseline data has been collected in a participatory and gender sensitive way, then there will be an emphasis on the participation of local men and women in planning. Knowledge about existing gender roles and relations will help to determine which groups are at present vulnerable. Participatory approaches involving both men and women which also concentrate on other differences between groups (ethnicity, geographic location, caste) can be used for determining the nature and target of activities. It is necessary to remember that situations can change - particularly in response to further political or economic upheaval.

c) Assessing the capacity of the National Society to respond to the needs of the vulnerable and identifying areas for improvement

The National Society staff will have to be aware that when carrying out any kind of vulnerability and capacity assessment it is important not to make the assumption that certain groups are automatically the most vulnerable. It is important to recognise for instance, that men's gender identities (socially perceived roles, responsibilities and behaviour) may themselves be responsible for forcing men to take risks which in turn make men more vulnerable.

The National Society will have to assess its overall approach to responding to the needs of the vulnerable in a gender sensitive way. The fundamental key is support from management. An institutional analysis to understand the National Society's capacity to respond in a gender sensitive way can be undertaken. Adequate human and material resources will have to be allocated to ensure the success of the vulnerability and capacity assessment.

The aims and objectives of the vulnerability and capacity assessment will have to be communicated clearly to all National Society staff and volunteers. However, staff will have to be flexible and be prepared for continuous adaptations to plans because of rapidly changing situations. It is important to remember that training needs of staff and volunteers may be high to conduct the vulnerability and capacity assessment in a gender sensitive manner. Having both female and male members on vulnerability and capacity assessment teams will help, as men and women may ask the same questions in a different way, or ask different types of questions.

An example of changing gender roles in Armenia

A group of women in Yerevan in Armenia reported in May 2000 that they felt that in their country, women, in contrast to men, seemed to be the most able to adapt to the rapidly changing market and to embrace free enterprise as the only way to support their families in times of economic crisis.

In a current situation of high unemployment, estimated at over 40% of the labour force, men, the traditional bread winners in the Armenian society, do not seem to be as quick as women at changing their roles from being state employees to starting their own businesses. Many women have taken on new roles by starting their own business operations over the last two years, and have become small-scale traders, producers and service providers.

(Murray & Boros, 2001)

Disaster Preparedness

Case 1.4 - Developing a project idea in a gender sensitive way

Introduction

Gender mainstreaming in project proposals is the process of assessing the implications for men and women of all planned actions. It also involves making sure women and men's concerns and experiences are integrated into the processes of designing, implementing, monitoring and evaluating projects. The log frame can be a useful tool in the project planning process.

Although existing project proposals can be audited to ensure they are gender sensitive, it is obviously much more effective to develop a project from the very beginning (at the proposal stage) using a 'gender lens'.

Developing a project proposal in a gender sensitive way implies drawing upon informal and participatory methods to understand the different roles of both men and women. For instance, gender roles and relations in food production, access to resources, and community level decision-making. Questions will also need to be asked about the coping mechanisms of both men and women. The implication of roles and relations should be factored into the overall project plan and as far as possible, all baseline information for project proposals should be sex-disaggregated.

Disaster Preparedness

Case 1.4 - Developing a project idea in a gender sensitive way

Case Study Handout

In a country in Asia, a disaster preparedness project proposal on coastal environmental protection and preservation is being designed for the inhabitants of a particular coastal region whose lives and livelihoods are often thrown into chaos as a result of frequent typhoons which result in severe flooding. The National Society wishes to design an effective, gender sensitive project.

The area of coastline in question suffers some 8-10 typhoons a year. The tidal floods that follow often breach the sea dykes causing devastation to homes and severe economic loss to the local population engaged in aqua culture activities. The project proposal involves the creation of 2,000 hectares of mangrove plantations. These plantations will serve a dual purpose. Firstly, the trees will provide a buffer zone in front of the sea dyke to cushion the impact of the waves and winds that put human life at risk and damage assets.

Secondly, the presence of the mangrove plantations will also enhance the local population's economic opportunities as they provide the ideal habitat for export-friendly species of marine fish, shrimp and crab. The plantations will help protect the cultivation of molluscs and seaweed which can also generate employment and income.

Your task

1. Discuss why it is necessary to develop projects in a gender-sensitive way.
2. Consider the project idea above. In your group try to identify:
 - A gender sensitive goal for such a project
 - A project objective that responds to meet women's and /or men's specific needs
 - The expected results for both women and men
 - The gender sensitive activities that should take place to lead to the desired results, objective and goal

3. For the goal, objective and results develop some gender sensitive indicators with details on how you would verify such indicators.
4. In order to complete the tasks above, what further information do you require?

Disaster Preparedness

Case study 1.4 - Developing a project idea in a gender sensitive way

Summary Learning Points

Task 1: Gender in projects - Why?	Women do not always benefit from projects that are 'gender neutral', and sometimes situations may, although unintentionally, become worse for women. It is necessary to assess the implications for both women and men of all planned actions in a given project.
Task 2: Gender-sensitive goal, objective, results and activities	<p>a) A gender sensitive goal is the aim or end towards which the project's objective is directed, and should be outlined for both men and women. <i>Example: the vulnerability of women and men along the coastal areas is reduced.</i></p> <p>b) Project objective sets the framework for the project and data should be broken down into categories i.e. by male and female beneficiaries. <i>Example: the capacity of men and women in households along the coastal area (including female-headed households) to protect themselves from tidal flooding and breached sea dykes is increased.</i></p> <p>c) Expected results are the benefits the beneficiaries will receive due to the implementation of the project activities. <i>Example: each household, including households headed by women, will develop a working knowledge of maintaining mangrove plantations and know why they serve to act as a buffer zone in front of sea dyke system.</i></p> <p>d) Activities refer to the things that need to be done in order to achieve the expected result and the objective. <i>Example: identify for both men and women their existing knowledge of how a buffer zone works.</i></p>
Task 3: Gender sensitive indicators	<p>Indicators should measure whether project goal and objective are met, i.e. whether the activities are reaching both women and men. Indicators should also specify the object/subject broken down by sex, the quantity or quality, the place and time, e.g. in the next two years, the loss of livelihood for both women and men along the coastal area will have been reduced by 30 percent, as verified by an increase in sales of aquaculture products.</p> <p>Indicators should be SMART (Specific, Measurable, Available, Realistic, Time Orientated)</p>

<p>Task 4: Further information required</p>	<p>A gender analysis should have been incorporated into the needs assessment and vulnerability and capacity assessment.</p> <p>All baseline data should be disaggregated by sex. How the typhoon storms impact on the livelihood of women and men differently should have been recorded, including the impact on men and women's roles in aqua culture production.</p>
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Disaster Preparedness

Case 1.4 - Developing a project idea in a gender-sensitive way

Guide for facilitators

Objectives of case study 1.4

- To understand the importance of assessing the needs of both men and women before developing a project proposal, and using this information on differences to improve the quality of assistance provided by projects.
- To discuss how gender sensitive project goals, objectives, results, activities and indicators can be developed and used to develop a project idea.
- To introduce the 'engendered log frame' as a tool for assessing gender-sensitivity in project proposals and consider which points to include in a checklist for assessing gender-sensitivity.

How to organize a training session around case study 1.4

Time: 3 hours

Begin by asking participants in a plenary session what they understand by the term "*gender sensitive*" - 10 minutes.

Brainstorming is a good way to get ideas flowing - enabling participants to build on previous knowledge and make new links in an informal way. Write the term "gender sensitive" in the centre of a flip chart. Record all ideas on what "gender sensitive" means on the flip chart around the term until participants' suggestions are fully exhausted. This has the potential for being a very animating and energising activity. At this stage it is not important that a consensus is reached regarding a single definition although you may wish to refer participants to the definition provided in the Glossary of terms in Annex 6.

Ask a participant to outline on a flip chart the stages in developing a project - 10 minutes. Ask him/her to also list the titles for these stages used in project documents.

- Introduce the project idea in the case study. Explain that it is an extract from a real disaster preparedness project - 5 minutes.
- Give each participant a copy of the project idea and give them time to familiarise themselves with it - 5 minutes.
- Explain that participants are going to develop goals, objectives, results and outputs as well as indicators for the project idea. Present the tasks.
- Divide participants into small groups and give them time to discuss and undertake the tasks - 1.5 hours.
- Invite each group to present their answers to the plenary group - 15 minutes for each group.

- Discuss all the solutions that were put forward - *10 minutes*.
- Present each participant with a copy of the 'engendered log frame' and go through it together with the participants - *30 minutes*.
- Give time for participants to discuss what they learned from the exercise and what might be relevant to future project proposal developments - *10 minutes*.
- Distribute handouts with a checklist for project proposals. Explain that these are only examples, National Societies should perhaps develop their own checklists or even better, integrate gender concerns into other checklists they already have - *10 minutes*.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study for each participant and a copy of the handout "Engendered log frame" as well as other appropriate handouts from "Tools for gender analysis in programming", Section 4
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 1.4

Task I: Why it is necessary to develop projects in a deliberately gender sensitive way ?

a) Why gender sensitive projects?

It is often assumed that women and girls will benefit automatically from disaster preparedness projects and that projects are in fact 'gender neutral'. However, experience has revealed that women and men may not benefit equally. In some cases women's situation may in fact become worse, unless gender concerns are explicitly incorporated into the design and implementation of project proposals. This is because sometimes gender differentials in access to property, land, and other resources are ignored. Sometimes a project from outside will disturb relations between women and men. Unlimited access to common property such as land used by the whole community may be lost as a result of the land being used for project activities. If it emerges that common land or property once thought to be worthless becomes a valuable asset, stakeholders in the community may change their minds about how it is used and by whom.

In many countries there has also been a gradual feminisation of agriculture (with more men moving out of agriculture into other sectors, and more men migrating from rural areas than women), making attention to women farmers necessary in implementing any agricultural related issues such as mangrove plantations (Fong & Bhushan, 1996). Therefore, ignoring gender concerns can lead to project failure.

b) Gender blind projects increase workloads for women

Even though initially a project may seem technically successful, it may ultimately have negative effects on women and children. For example, a project that emphasised cotton production in three francophone African countries, achieved its production objectives in the required time period. However, an impact evaluation found that women and children were adversely affected because in households growing cotton, women's labour input increased. Although their husbands owned the harvest and benefited from it, it was their wives labour

that made the cotton production and harvest possible. Polygamy also increased in households growing cotton because of the need for more labour.

In Nepal the introduction of new hybrid high-yielding wheat was disastrous as it led to the loss of women's livelihoods as the new variety had a shorter straw which women had relied upon for hat making.

c) What is a gender sensitive project

A gender sensitive project is made up of a coherent set of activities all of which are necessary to achieve results in a given timeframe and with a certain budget - whilst paying attention to the different gender roles and responsibilities of women and men. Project activities should complement each other so that their combined results lead to the achievement of the project objectives.

Mainstreaming a gender perspective in projects is the process of assessing the implications for men and women of all planned actions in the project, making women's as well as men's concerns and experiences integral dimensions in the design, implementation, monitoring and evaluation of the project. In comparison, where gender is not mainstreamed, women may be treated as a separate category rather than a significant percentage of the population - often with the assumption that 'women' are a homogenous 'add-on' social group.

Care must be taken in the language used in a project document to ensure that beneficiaries are also considered to be women, and that their age profiles, ethnicity etc. are taken into account. Otherwise there is a danger that certain groups will be left out or that gender differences will not be taken into account. The project activities should reflect gender-related concerns in the project objective. If gender concerns are not addressed in the project activities, some groups will be undeservedly harmed or left out.

Examples of gender-based differences in access to resources

Questions need to be asked about gender-based differences regarding:

Land - land title and tenure tend to be in men's names, either legally or according to social norms.

Extension - women have less contact with agricultural extension services than men. Agricultural advice is often provided by male agents to male farmers on the assumption that the message will 'trickle across' to women, but not all women have husbands, and the message itself often gets distorted and can even ignore women's labour contributions.

Technology - women generally use lower levels of technology.

Finance - women have less access to the formal financial services that may be required to buy seeds, equipment or inputs for the mangrove plantations.

Time - women face far greater time constraints than men, because of their paid and unpaid work as they may have less time to tend the mangroves.

Mobility - women are less mobile than men because of childcare, housework responsibilities and social norms. This may be important if mangroves are to be tended regularly.

Education and training - there are more illiterate women than men in many parts of the world, hampering women's access to technical information (for instance on increased shrimp production or markets) thus reducing their confidence.

Task 2: Developing a gender sensitive project

Introduction

Overall, it is recommended that sex-specific language should be used for gender integration in projects. Rather than using the terms persons, victims, refugees, or citizens, both masculine and feminine pronouns more clearly indicate that both men and women are being referred to (OHCHR, 2000). Commitment to gender should be evident in the focusing of project activities on men and/or women's specific needs and interests and their involvement at all stages of the project cycle - from needs assessment to evaluation.

a) Engendering the log frame

The Logical Framework planning matrix is often used for programming a project. The log frame describes, in an operational way and in a matrix form, the most important aspects of a project. The log frame provides a way of checking whether the project has been well designed and whether it facilitates monitoring and evaluation. 'Engendering the log-frame' involves identifying and accounting for gender in planning, monitoring and the evaluation of projects. This process questions who actually participates in projects and why? It leads us to question whether the needs of both men and women are known and /or are responded to? Sometimes a project may have to focus on certain women or men as separate groups. It also helps determine whether beneficiaries have the same or different agenda and whether beneficiaries have input into project monitoring and evaluation. The process requires that both women/men's needs are included in determining goals and objectives, sex disaggregated data is identified and used in indicators; gender roles and relations through use of participatory methods are identified. It also emphasises that beneficiaries are not passive recipients but bring resources to a project through their time, knowledge and existing capacities. *Refer to "Engendering the log frame" tool in Section 4.*

b) Developing a gender sensitive goal

The goal of a project defines the scope of the project in relation to a particular disaster preparedness problem. A goal is what the project hopes to accomplish and is broader than an objective. The goal is not achieved by one project alone. The goal should be outlined in terms of both men and women.

For example "the vulnerability of women and men along the coastal area will be reduced and they will have new livelihood opportunities".

c) Project objective (*definition taken from Federation's PPP Handbook*)

The objective that the project alone is designed to achieve, i.e. without the intervention of other projects. It is the overall objective to be reached after the project has been implemented. The achievement of the project objective should contribute directly to the achievement of the overall goal.

either

"2000 hectares of mangrove plantations will have been planted by migrant agricultural workers from XX regions by March 200X"

or

"1000 hectares of mangrove plantations will have been planted by women in the community and 1000 hectares by men"

The objective can relate to the knowledge, information or enhanced livelihood factors that you expect intended beneficiaries or direct recipients to have at the end of the project.

Compare the gender-neutral project objective with the more gender sensitive objective below.

Gender-neutral: “The capacity of people living on the coastal area to protect themselves from tidal flooding and breached sea dykes will be increased”. “The economic loss incurred by the local population engaged in aqua culture will be reduced”.

Gender-sensitive: “The capacity of men and women in households including female-headed households living on the coastal area to protect themselves from tidal flooding and breached sea dykes will be increased”. “The economic losses of both women and men involved in aqua culture production and selling such produce will be reduced”.

The objective may relate to the intended beneficiaries, for example: “Female aqua culture workers in XX region will have improved their skills in aqua culture and be better informed about markets”.

The objective may also relate to project staff, for example: “The capacity of staff in XX National Society to address the technical and socio-cultural problems related to tidal flooding over the next year will improve”.

d) The expected results

These are the benefits that the beneficiaries will receive due to the implementation of the project’s activities. The results and the activities will both contribute to the project objective being achieved. Results imply there is a recipient or beneficiary, rather than only technical outputs. The beneficiary should be defined.

Examples:

“mangrove-growing capacity and knowledge of mangrove plantation maintenance increased amongst both women and men in the community” or

“each household including female-headed households has a working knowledge of maintaining mangrove plantations and knows why they serve to act as a buffer zone in front of the sea dyke system”;

“information networks on mangrove cultivation have become well-established”;

“female aqua culture workers will spend less time on maintaining production due to increased knowledge of production processes”.

e) Activities

Activities refer to the things that need to be done in order to achieve the expected results and as a consequence, the project objective. An activity is composed of a number of concrete tasks, all of which target the same objective. It must be specified when the activity will take place, how long it will take and whether adequate resources are available for the activity, (CEDPA 1994). Sometimes activities which necessitate the participation of women may require certain resources at a specific point in time, such as early on. Otherwise it will be too late meaning that by the time it is realised that women are not participating in the activity the only action that can be taken will be ad hoc - corrective emergency action.

Activities should be planned that take into account factors that may limit acceptance of the project, including issues around culture, activities that may change traditions etc. Socio-cultural and gender-related beliefs and practices may limit the acceptance of project activities, so every effort should be made to ensure that activities are planned so that they consider the perceptions of traditional roles and issues around responsibilities for kin etc.

A gender sensitive activity could be defined in terms of the following objectives:

“Identify for both women and men their knowledge of how a buffer zone works and how it should be maintained”;

“Identify who is involved in the different stages of mangrove cultivation”;

“Determine the different training needs in terms of mangrove cultivation and training materials that could be used for both women and men”.

It is necessary to mention sex-balanced representation in any planned training sessions. Sometimes activities may need to be modified to fit in with women’s household responsibilities.

“Organize 2 half-day training sessions on mangrove cultivation for men”;

“Organize 4 shorter quarter-day training sessions on mangrove cultivation for women”.

Task 3: Gender-sensitive indicators

Once goal, objective, results and activities have been defined in a gender sensitive way, they need to be measurable. Indicators need to be identified for the goal, the objective and results. An indicator should specify the object or subject broken down by sex, the quantity and or quality, the place (where) and time (by when). The indicators will later be used to monitor and evaluate whether and to what degree the goal, objective and results have been achieved. The basic criteria for selecting appropriate indicators are to ensure that they are SMART.

Specific and clear so that all women and men can use the indicators

Measurable for the subject and objective about which you want to collect information

Available - information can be obtained without going to a great deal of trouble to collect it

Realistic and sensitive to cultural differences, and changes can be measured over time

Time-oriented and cost-effective, and can be found within the budget

If both female and male beneficiaries are involved in defining the indicators for the project, the project will be more likely to be able to measure whether both women and men’s real needs are being addressed. Data that has been collected during the needs assessment stage is also useful for developing gender sensitive indicators.

Gender-neutral/blind indicators typically try to measure variables such as ‘group participation’, and ‘involvement of the community’. Gender-sensitive indicators point out changes in gender relations in society over time and place. They are hence useful for measuring changes in the status of women and men and whether project activities are reaching both women and men.

Both quantitative and qualitative indicators are specified. Quantitative indicators can be defined as measures of quantity, such as the number of women and men that attend a training course. Qualitative indicators can be defined as people’s judgements and perceptions about a subject, such as the confidence men and women have after a training course to implement what was covered.

Examples:

“In the next two years, the loss of livelihood of both women and men along the coastal area will have been reduced by 30 percent - source of verification - sales of aquaculture products”

(for the goal: the vulnerability of women and men along the coastal area will be reduced and they will have new livelihood opportunities).

“In the next two years 500 men and 450 women from XX region will have benefited from training in the cultivation and maintenance of mangrove plantations” (verified by training reports).

“The confidence among the women and men in the villages to protect their aquaculture operations from future typhoons will have increased by 40 percent, verified by a reduction of male migration (due to economic opportunities at home)”. Source of verification - views of male and female participants on the impact of project components on their families’ revenue and well-being.

“By March 2004, the knowledge of both women and men on how a buffer zone works and can be maintained will have improved, verified by a decrease in the loss of aquaculture produce by 50%” (source of verification, department of agricultural/fisheries yield reports).

Task 4: Further information required

In the case study only a project idea is presented. A gender analysis should have been incorporated into any needs assessment, or vulnerability and capacity assessment. Formal and informal methods for talking to beneficiaries will ensure that projects actually reflect the needs of the most vulnerable. The relevant information required to write a project proposal in a gender sensitive way includes:

- That all data collected is disaggregated by sex and that disaggregated data is actually used in the project proposal and not kept separate from other data. Assessment forms should accommodate separate information for men and women.
- What is the number of female heads of households? What is the rate of male (and female) migration?
- The way men and women's socially defined roles and responsibilities, access to resources such as aquaculture products, mangrove trees differ. For example who is involved in taking care of shrimps and crabs? Who sells them? Who keeps profits? Who is involved in mollusc-farming? Women’s role as farmers and aqua culturists.
- How typhoons impact differently on men and women in terms of the effects on shrimp and crabs, mollusc farming and cultivation etc? Which social groups are involved in aqua culture? Those further inland may not be so interested, but equally affected by the typhoons? To sum up, information is required to clarify the gender implications of the main economic livelihood strategy.
- Laws and government policies - for instance is there equality for men and women in property law, land titles? How does customary law (if it applies to access to common property) differ from national laws? Are there any special gender considerations in the national development plan?
- Different needs at the community level. Not everyone's needs are the same, not everyone in the community will have the same interest in preserving the mangrove plantations. Which groups will benefit from the harvest?
- How do women and men participate in decision-making processes about community issues such as the use and preservation of mangrove plantations? Is male-female contact culturally restricted?
- The capacity of the National Society and partners to deal with all the above issues.

In order to collect the above information, a participatory approach is recommended so that women's views are also heard. However, a participatory approach will not necessarily include the participation of women unless special steps are taken to do so. *Refer to different information-gathering methods, 1.4, Section 4.*

A balance of men and women in assessment teams and the inclusion of both male and female beneficiaries during interviewing and other information-gathering activities will probably be necessary. In some cases more effort might be needed to elicit the views and encourage participation of women if traditionally 'less visible' in the community. It may also be necessary to engage help from women's organizations to help to fill the gaps where information is lacking about the role of women.

Other possible points that may be raised

a) Use of guidelines or checklists

Gender-sensitive guidelines or a checklist could be developed by the National Society to help in the preparation of project proposals. The International Federation of Red Cross and Red Crescent Societies has included as an example a short gender checklist in its Handbook on the Project Planning Process. *Refer to 5.5, Section 4.*

An example of a checklist from UNDP is included in the Tools and Checklists Section, 5.4. However, other guidelines can be used, such as 'Practices for Gender Integration in Organizations and Programs' from the InterAction Community, which includes a handy checklist for gender integration in programme management and examples from field programmes.

This is available on the internet: <http://www.interaction.org/caw/gender/index.html>

b) Evaporation of Gender Policy commitments during project implementation

The potential for the evaporation of commitment to gender is a regular threat to projects. Often work plans do not include activities which meet gender-related objectives. For example, activities are not specified that "bear in mind the need for gender consideration" or "take into account the need for gender". A gender sensitive project proposal is ultimately meaningless unless there is the commitment to translate policy into practice.

c) Continually review project effectiveness and consult with local men and women

Situations change and often change quickly in response to disasters. It is important to continually review project effectiveness from a gender perspective. Not all problems can be predicted at the planning stage. Nevertheless, continuous monitoring and evaluation can help predict problems early. Having both men and women on monitoring and evaluation teams will help ensure a wide range of views are heard. Formal and informal interviews and other information-gathering activities should provide men and women with an opportunity to share how their needs and interests are being met by the project.

d) The Federation's Gender Policy

In order to take the necessary steps towards achieving its goal with regard to gender issues, one of the elements that the International Federation of Red Cross and Red Crescent Societies outlines in its Gender Policy is that data on beneficiaries is disaggregated by sex for needs assessment and programme planning and that gender analysis is integrated into programme design, delivery, monitoring and evaluation.

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2. Disaster Response & Gender

Why does gender matter in disaster response?

The phrase ‘tyranny of the urgent’ has been used to highlight and describe how disaster response measures often override longer-term development concerns, including gender. This implies rushing into a disaster whilst ignoring key groups’ opinions and needs - for example, the specific needs of a particular ethnic group. The impact of disaster response is neither neutral nor short-term. It is crucial to assess the differential impact of disasters on both men and women, and the effects the disaster can have on gender roles and relations.

The term “gender roles” refers to the socially determined sets of behavior ascribed to men and women. “Gender relations” refers to how a society perceives the identities of men and women in relation to one another. For example, after a disaster strikes, a woman can only be termed a “widow” in relation to a man who was her “husband”. Disaster relief is often distributed to the household assuming that it will be shared equally between all members of the household/family. “Gender relations” also refers to the power dynamic between the sexes and the way resources are distributed. Men are often the ones with the most power and authority in society (at family and public level) and so tend to have access to the lion’s share of resources. Men and women can also be perceived differently by the state and both governmental and non-governmental organizations, and this can affect how they are viewed as beneficiaries or participants in disaster response activities.

The roles of men and women often change drastically after a disaster and it is necessary to avoid making assumptions based on perceptions and stereotypes of roles, relations, and inherent capabilities. Indeed, incorporating gender concerns into disaster response allows for the provision of more efficient strategies as assumptions are not being made. Typically, men are seen as the income generators whilst women ensure social cohesion and continuity by taking care of children, the elderly and the disabled. However, these roles require careful evaluation and may not apply to all households. Many women already contribute to half of the household economy, although the perception that the man is the provider may still hold.

Integrating a gender perspective into disaster response requires an integrated approach at different levels. The first requirement is clarity concerning the underlying principles of what disaster relief hopes to achieve. Secondly, a systematic gender analysis is necessary so that disaster response procedures can be brought in line with the needs of both women and men to avoid assumptions being made about how men and women can derive the most benefit from the services on offer.

The case studies in the disaster response section

2.1 Differences in refugees’ immediate and longer-term needs

2.2 The “tyranny of the urgent”

2.3 Convincing the relief coordinator to include gender

2.4 Quotas and food relief distribution

The four case studies in this section emphasize the importance of gender analysis in disaster response.

The first case study focuses on the fact that refugees are individuals with different needs, vulnerabilities and status. It examines differences in the immediate needs of refugees and how such needs change over time and the factors that influence these changes.

The second case study looks at how to reconcile the urgency for a quick response to a disaster with the need to include the input of women. The needs of women in this case study cannot be as easily or quickly determined as those of men.

The third case study puts forward arguments that can be used to convince a relief coordinator that gender is an important variable in shaping the nature of the disaster response.

The fourth case study considers the pros and cons of using quotas in relief distribution.

Disaster Response

Case 2.1 - Differences in refugees' immediate and long-term needs

Introduction

According to the 1951 Refugee Convention a refugee is a person who "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country." (<http://www.unhcr.ch/1951convention/>). In other words, people who apply for formal refugee status need to establish that their fear of persecution is well-founded.

Refugees are individuals. They are men, women, boys and girls who all have their own distinct characteristics, likes and dislikes. Their immediate needs range from food, water and shelter, to medical attention and asylum. However, in the longer term refugees have different needs - both economic and social. Money and employment are needed to support dependents i.e. schooling for children.

An increase in the participation of refugees in identifying their own needs is often called for in relief agency programmes. Socio-cultural and economic factors in a refugee population should be analysed as they can influence the success of planned activities. It is most important that both female and male refugees are given the opportunity to identify and prioritise their own needs so that a programme can respond to their 'real' rather than 'perceived' needs. The vulnerability of refugees is not always related to their sex however, but could also be due to their ethnicity, age, social status, education and so on. Consequently, because the roles of men and women are different, and also because different categories of refugees will have various backgrounds, skills, histories, families and so on, it follows that National Society staff and volunteers should be aware of and respect individual differences.

Disaster Response

Case 2.1 - Differences in refugees' immediate and long-term needs

Case Study Handout

"When hundreds of refugees come flooding across the border, you don't think about whether they are men or women, girls or boys, you see a mass of miserable people who are suffering great loss and trauma and who are in dire need of shelter, food, water and medical care".

Consider the profiles of the following individuals all of whom have been forced to leave their home country as a result of recent clashes between government forces and the guerrilla groups that are opposed to the country's military regime.

A 25-year old man

A teacher. Has just lost his wife and son who died when their house was torched during a raid by government forces trying to flush out guerrillas. He was working late on some exam papers at the school when the incident occurred. He is accompanied by his 3 year old daughter who survived the fire although sustained burns which are now infected.

A 15-year old girl

Has lost her whole family as a result of recent clashes. They were shot dead in front of her when they were shopping in the market. She fled with her neighbours.

A 50-year old woman

In good health. A midwife. Was attending a birth in a nearby town when the attack took place. She fled with everyone else. She has no idea if her husband and 2 sons know where she is.

A 12-year old boy, mentally-disabled

Apparently unaccompanied. He cannot explain how he got to the camp.

A pregnant woman in her thirties with 3 other children

Her husband, a military officer, has "disappeared". She made the decision to flee when her children became the target of bullying at their local school. She was trained as a type-setter for a newspaper but hasn't used these skills since starting a family.

A 70-year old man

Widower whose grown-up family has been living in a neighbouring country for 20 odd years. He's lost touch with them. He supplements his meagre pension by selling the eggs his chickens lay and doing some ad hoc book-keeping although his eye-sight is failing. He fled with his neighbours.

Your task

1. What are the immediate and long-term needs of each of the individuals in the case study?

In your group prepare a table outlining what your group believes are the immediate and the long term needs for each individual in the case study, as well as what you think their fears may be.

	Immediate needs	Long-term needs	Fears
25 year old man - teacher.			
15 year old girl.			
50 year old woman - midwife.			
12 year old boy, mentally-disabled.			
Pregnant woman in her thirties with 3 other children.			
70 year old man.			

2. What role could gender analysis play in an assessment of refugee needs?

Disaster Response

Case 2.1 Differences in refugees' immediate and long-term needs

Summary Learning Points

<p>Task 1: Identifying immediate and long term needs of the individuals</p>	<p>Important points when considering immediate and long term needs and fears</p> <ul style="list-style-type: none">• Involve refugees themselves in identifying their needs• Particular groups have individual fears such as the threat of sexual harassment, rape etc.• Immediate needs such as the site layout to protect refugee women and girls. Nutritional needs are more important for some groups than others i.e. pregnant woman• Longer term needs may include information on legal rights, documentation and registration cards for assistance, information on each individual's refugee status, access to family reunification and tracing services, education and skills training or the provision of economic opportunities.• Specific health needs of different categories of people will vary considerably i.e. older people, pregnant women• Refugees have skills and such skills can be utilised to address needs
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	Immediate needs	Long-term needs	Fears
25 year old man - teacher.	Shelter, food, water, medical care for his daughter, psychological support for them both.	Education for his child. Grievance counselling. Alternative housing. Source of income.	What will happen to his daughter now that she has no mother?
15 year old girl.	Psychological support, food shelter, water.	Home, foster family, someone to look after her. Education. May need support for PTSD.	Child abuse risk high having to resort to prostitution, having to marry early.
50 year old woman - midwife.	Shelter, tracing service, psychological support, food shelter, water.	Tracing is also long term need. Obtain employment as midwife.	Are family members alive? What will she do?
12 year old boy - mentally-disabled.	Basic care and support Personal assistance, food shelter, water. Psychological support.	Home, rehabilitation, education, may have family/institution to trace	May harm others? Fear of abuse?
Pregnant woman in her thirties with 3 other children.	High nutritional requirements for herself and children. Tracing services. Medical care. Protection. Psychological support.	Home for her family. Employment as type setter or other. Education for children.	Fear of identity and repercussions because of her husband's role. Safe delivery of baby.
70 year old man.	Age-appropriate diet. Basic shelter, water. Psychological support.	Somewhere safe and peaceful to live his remaining years - contact with old friends. Housing. An income. Tracing of family.	He is a burden to others. He may not be able to travel far. Fear of dependency and loneliness.

Task 2: The role of gender analysis in needs identification	<p>A gender sensitive identification of both the immediate and long-term needs of refugees implies that those working in relief agencies continually remember that refugees are not a mass of 'miserable' people, but individuals who have had different life styles and histories, and now are all in a crisis situation. Refugees may be vulnerable but they are not helpless.</p> <p>A gender analysis can contribute to the participation of refugees in planning, can help analyse how needs change over time, to categorise needs into practical and strategic gender needs and to gain deeper insight into needs in general.</p> <p>This will ultimately help to ensure more effective people-centred disaster response measures.</p>
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Disaster Response

Case 2.1 Differences in refugees' immediate and long-term needs

Guide for facilitators

Objectives of case study 2.1

- To appreciate that refugees are individuals with different needs but all have the same basic rights to shelter, food, safety, dignity, self-sufficiency and self-determination.
- To emphasize that need and vulnerability are not always related to sex, but can be connected to age, health status, social status, race etc. and that they change over time.
- To appreciate the range of problems that refugees of various groups experience and to emphasise that effective programmes can be designed by addressing the underlying causes of such problems and by identifying/taking on board individual needs.
- To categorise needs into practical and strategic needs.

How to organize a training session around case study 2.1

Time: 2.5 hours

Instructions for facilitators:

- Display the following quotation on a flip chart or board and read it out aloud to the participants: *"When hundreds of refugees come flooding across the border, you don't think about whether they are men or women, girls or boys, you see a mass of miserable people who are suffering great loss and trauma and who are in dire need of shelter, food, water and medical care"*.
- Give participants time to think about the statement and consider to what extent they agree with it - *15 minutes*.
- Give each participant a copy of the case study and allow time to read through the individual refugee profiles in the text - *5-10 minutes*.
- Present the tasks at the end of the case where participants have to identify the immediate and the long term needs of each individual and the fears of each. Ask them to also consider the role of gender analysis in assessing the needs of refugees.
- Divide participants into small groups and give them time to discuss together the needs of the individuals in the profiles and their fears - *1 hour*.
- Invite each group to present their answers to the plenary group, depending on time, one group can present the needs and fears of one refugee profile - *5 minutes for each group*.
- Discuss all the needs that were put forward - *10 minutes*.

- Give time for participants to suggest in a plenary session what they learned from the exercise and how gender can play a role in their assessment of needs and fears. Explain 'practical' and 'strategic' gender needs.
- Sum up, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study for each participant and task sheet
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 2.1

Task I: Immediate, long-term needs and fears of each individual

Refugees are individuals

As is evident from the profiles in this case study, refugees have different stories, backgrounds, alliances and needs. For example, some require medical care, others have been subjected to extremely traumatic situations, some are alone, some disoriented, others have been separated from family etc.

The example of the 70-year-old man is a good illustration of how specific needs differ from one individual to the next. He will have different nutritional, health care and mobility needs due to being elderly. In many societies, the majority of the elderly tend to be women because women live longer than men. There is often an emphasis on supplies for women among the elderly rather than men. In this case study, the 70-year-old man may no longer be able to rely on the welfare of his family, and may feel he is a burden to his neighbours. He may not be able to travel far to collect his relief rations.

Children and adolescents also constitute high-risk groups in crisis situations, particularly when they are left to fend for themselves. The 15-year old girl in the case study is vulnerable emotionally, psychologically and physically. Not only has she suffered the trauma of losing her family but she may also be at risk of sexual exploitation (i.e. rape, prostitution). She is at a critical stage in her growth and development and has specific nutritional needs.

The pregnant woman in her 30s has particular nutritional and health care requirements as well as having 3 children to feed. Her immediate need may however be security, as she may face repercussions because her husband was a military officer.

Results from the discussions of others at a gender workshop are summarised in the chart below.

	Immediate needs	Long-term needs	Fears
25-year old man - teacher.	Shelter, food, water, medical care for his daughter, psychological support.	Education for his child.	What will happen to his daughter now that she has no mother? Can he bring up a child alone?
15-year old girl.	Psychological support, food shelter, water, someone to care for her.	Home, foster family, someone to look after her. Finish her education or learn a skill.	Risk of child abuse (although she may not be aware of this) having to resort to prostitution, having to marry early.
50-year old woman - midwife.	Shelter, tracing service, psychological support, food shelter, water.	Tracing is also a long term need She may wish to obtain. employment as midwife in the	Are her family dead? If so, what she will do? How will she cope alone without her husband? Who

		camp.	will she turn to?
12-year old boy. Mentally-disabled.	Basic care and support (May harm others?) Personal assistance, food shelter, water.	Home, rehabilitation.	Fear of abuse? Wants someone to hold on to.
Pregnant woman in her thirties with 3 other children.	Security, high nutritional requirements for herself and children. Looking after herself and her unborn baby.	A new start for her family (without husband?). Employment as type setter or other. Education for children.	Fear of identity and repercussions because of her husband. She will lose the unborn baby Giving birth in the camp? Where to go? Who can she trust? Can she survive without her husband?
70-year old man.	Special provisions for his diet as old. Basic shelter, water.	Somewhere safe and peaceful to live out his remaining years - contact with old friends.	He is a burden to others, he will not be able to travel far. He will die in this squalid place. He is not strong enough.

The examples above illustrate that each individual will have different immediate needs and different long term needs. General assumptions about vulnerability should not be made i.e. not all female-headed households are vulnerable. For example, the man with the small child and no wife may be very vulnerable, as he has not cared for her alone before.

It is important to note that the immediate and long term needs quoted here are only an estimate of what the immediate and long-term needs of certain types of refugees might be. In a real refugee situation, it is essential to involve the refugees themselves in identifying their own real needs and fears. All categories of refugees must be represented during the needs assessment process to obtain a comprehensive picture of the range of needs of the refugee population.

Task 2: The role of gender analysis in an assessment of refugee needs

a) What is a gender analysis

The term 'gender analysis' is used to describe the systematic approach to examining social and economic differences related to gender. Gender analysis is a deliberate effort to identify and understand the differential roles, relations, resources, benefits, constraints, needs, and interests of men and women, boys and girls in a given social context i.e. people being forced to leave their homes as a result of the recent clashes between government forces and guerrilla groups in this case study. Relief workers should avoid making assumptions based on their own perceptions and stereotypes of needs, roles, responsibilities, or inherent capabilities. Instead they should talk to different refugee groups to shape more appropriate responses. Refer to "before doing a gender analysis" in 1.1, Section 4 and "organizing focus group discussions-some tips" in 1.5, Section 4.

b) Gender analysis can contribute to the participation of refugees in planning

To plan refugee protection and assistance activities efficiently, refugee workers must analyse the social and economic roles of women, men, boys and girls in the refugee community and understand how these roles will affect and be affected by planned activities. As seen in Task 1, each refugee has different needs. A gender analysis can help in developing an appropriate response to the needs of the refugees.

A gender analysis also helps identify refugees' capacities such as the capacity/experiences of the 50-year old midwife in the case study. Refugee participation, including the involvement

of women, men and children, is an important factor in the success of any project. As there will be a variety of needs, this will be a complex task.

c) A gender analysis can help to categorise needs into practical and strategic needs, as well as analyse how needs change over time

Needs also change with the passage of time and anticipating future need is relevant to both immediate and longer-term effective programming. This is evident when we examine the short term and longer term needs of the individuals profiled in the case study. For example, it may be identified that men immediately require cash, and as a result may more readily receive access to employment opportunities by an assistance programme. Whereas women may not immediately gain access to employment in the camp and may be forced into prostitution to raise income to support their families.

A useful way to consider needs is to categorise them into practical and strategic needs (Moser, 1989). Practical needs are immediate and material. In comparison to men, women's practical needs are often identified as focusing on the domestic arena - shelter, clean water supply, food and health care. While practical interventions can address refugee women's practical needs, they may not change women's relative position in society.

Strategic interests are concerned with changing the position of women in society. Strategic needs are long-term and are related to equalising gender-based disparities in economic resources and participation in decision-making bodies. Addressing strategic interests for women may challenge the prevailing balance of power between men and women. On the other hand, for men, addressing strategic needs may highlight that men are more vulnerable as a result of losing their previous 'economic' or 'manly' role, and are disempowered by assistance and the loss of status etc. Men unlike women may not have social networks to provide support and cultural norms may prevent men speaking about their emotional experiences.

For example, increasing opportunities for female refugees to engage in income generation activities in the camp is a practical need in so far as money that is generated can buy things that are needed i.e. basic food stuffs so that the family does not starve. Being a source of income can also increase a woman's bargaining power with male members of the household therefore addressing a strategic need.

Sometimes however, the way we address women's practical needs can actually impede efforts to meet their strategic needs. If, for example, men are the vehicles for passing on information to the female members of the household about female refugee entitlements, we disempower women by reinforcing patterns which attribute ownership of information and the power to make decisions about when, where and how to disseminate it - to men. *Refer to "planning to emphasize practical and strategic needs" in 5.1., Section 4.*

d) A gender analysis implies participatory approaches resulting in deeper insight into needs

In order to gain an insight into what both women and men perceive their practical and strategic gender needs to be, different categories of refugees will have to be consulted using participatory methods (*Refer to Tools 5.1 and 5.2, Section 4*). They should be asked about their immediate and basic needs related to inadequacies in their current living conditions. For example, what they need in terms of food, accommodation, income, employment, health care etc. They can also be asked about their more long term needs. For example, how can their needs related to documentation, status, employment and finding relatives be met?

A first consideration is whether camp staff are trained to identify both short-term 'practical' and long term 'strategic' needs. It is necessary to ensure that the needs identified are fed into activities that the National Society is involved in. Sometimes there is a concern that too much

information that cannot be analysed will be collected during a needs assessment. Care should be taken that all information is relevant. Existing programme activities can also be analysed to determine whether the practical gender needs that they are answering will contribute to addressing longer term needs.

Other organizations and how they approach the assessment of needs

Needs assessment from the World Food Programme

The World Food Programme (WFP) outlines 3 distinct phases in needs assessments:

1. Preliminary enquiries and rapid reconnaissance - based on anecdotal information using resources such as local officials, journalists, religious leaders, NGOs, commercial organizations, combined with fly-over or drive-through surveys
2. The initial rapid assessment - covers the need for food supplies, target groups, appropriate strategies, logistics...
3. Detailed assessment - covers the same as the rapid assessment but in more depth focusing on areas where concrete action is feasible, uses a logistician, social scientists and epidemiologists. Affected people should be able to participate fully in this assessment.

UNHCR framework that attempts to develop refugee profiles

The United Nations High Commissioner for Refugees (UNHCR) framework is called People Oriented Planning or POP for short. The framework looks at the refugee context and refugee profiles, the activities of women and men and their use and control of resources both before and after a crisis. UNHCR also has guidelines on the protection of refugee women.

Inter-Agency Standing Committee

The Inter-Agency Standing Committee (IASC) has produced summary guidelines and a checklist for integrating gender analysis into needs assessment to help enhance the analysis of the impact of an emergency situation by identifying more precisely how various sections of the community have been affected by and are responding to the crisis. Guidelines are included for health services, water and sanitation services, shelter and livelihood needs, education and violence.

The guidelines are available on <http://www.reliefweb.int/library/GHARkit/5Guidelines.htm>

Disaster Response

Case 2.2 - The 'tyranny of the urgent' in emergencies

Introduction

The phrase the "tyranny of the urgent" has been used to illustrate how gender concerns are often overlooked in disaster response or dismissed as irrelevant. Conditions that result in a differential impact of relief assistance on men in comparison to women can be linked to factors such as who an assessment team meets with and subsequently who they report on.

Men and women are often subject to different constraints which are shaped by their social, physical and biological differences. In some cultural contexts men that are not relatives will not have the access to women that is needed to assess the impact of the disaster on women.

An assessment team that aims to do its best for the community as a whole will not be as effective in determining individual needs as one that emphasizes an analysis of the situation of women. Consequently, disaster response activities may not adequately reach both men and women. For instance, "people" receive clothing that is inappropriate (wrong type or size) or women receive farm tools that are typically used by men.

Having information about the situation of both men and women and their needs is essential to those assessing and responding to disasters. This implies that in many contexts Field Assessment Teams (FACT) should also include female staff that are familiar with the local conditions and speak the local language. On the other hand, if male team members can meet with local women, it must be ensured that women's opinions are also heard. FACT teams need to be familiar with some of the potential gender-related issues in advance of their intervention.

Disaster Response

Case 2.2 - The 'tyranny of the urgent' in emergencies

Case Study Handout

A major earthquake has struck in the north western region of a country located in Central Asia. The country is classified as a conflict area, and therefore the International Committee of the Red Cross (ICRC) is the lead agency. However, as this is a natural disaster, it has been decided that the Federation will take the lead in responding to the earthquake.

You are part of a 5 person FACT¹ team, which has been deployed to a town close to the epicentre. There are four men and one woman on the team. You arrive 3 days after the earthquake, and find widespread destruction in the town, and even though you have not had access to other areas, it is fair to presume that there is a need to launch a major relief operation.

As you plan the assessment together with your colleagues you realise that it will not be possible for you to access the women in the households during your assessment. According to cultural traditions, men from outside the family will not be allowed into the households. The female member of the FACT team would be able to enter the households, but as she does not speak the local dialect, she will not be able to interview the women. None of the female country staff in the Federation Delegation are allowed by their families to go to the field on their own. Furthermore, ICRC security rules do not allow for expatriate women to go out on their own.

You contact the delegation in the capital city and strike lucky. There is an expatriate woman who has lived in the country for 15 years who speaks the local dialect fluently and who would be able to join your assessment team. However, she is currently on holiday in a nearby country, and it will take her 8-10 days to get to the town near the epicentre.

You discuss this in the team, and you are divided. Two of you think that there is a need to move quickly and that an assessment report and a draft appeal must be submitted to Geneva within two days in order to get relief to the area as quickly

¹ FACT = Field Assessment and Co-ordination Team

as possible. The rest of you think that the input of the women is essential for a complete picture of the affected population's situation, and that you must postpone sending an assessment report and draft appeal to Geneva.

Your task

1. How would you balance the urgency for a quick response against the need to include the input of the women in the assessment? List your group's points.
2. How do you think the assistance to the population would change if the FACT team were able to access the female population?

Disaster Response

Case 2.2 - The tyranny of the urgent

Summary Learning Points

<p>Task 1: How to balance the urgency for a quick response against the need to include the input of the women in the assessment</p>	<ul style="list-style-type: none"> • Disaster responses can change gender roles sometimes increasing the workload for one group making their situation worse, or making things better for another group. Disaster response mechanisms must take both men and women's physical, psychological, social and economic vulnerabilities and capacities into account. • If the effects of the earthquake are not assessed and documented for both men and women, response efforts will not answer everyone's needs. The same needs assessment tools should be used separately with women and men and the two sets of results compared. • If the expatriate woman is required and cannot arrive in time, the team should continue to look for an alternative person who could interview the local women. It might be possible to find a local solution through careful sensitisation of the community's families to the importance of using female interviewers. The mobility of women might be enhanced if a male relative were able to act as a chaperone on field visits to households in the disaster zone and travel for free. Similarly, groups of women could be interviewed in shelters by an all-female interviewing team ensuring that no women were alone during needs assessment interviews. • The Team should ask the National Society for other solutions.
<p>Task 2: How the assistance to the population would change if the FACT team would be able to access the female population</p>	<ul style="list-style-type: none"> • It would depend on the skills of the female team member. She should be able to examine the situation of women survivors in relation to men, whilst also paying attention to women's specific needs. • The female team member should focus on women's capacities rather than only vulnerabilities. • The disaster may impact differently on women as their activities may take place in different locations and at different times of the day to those of men i.e. women tend the home and garden whilst men attend to livestock in the fields. • Men and women's physical environment and the activities that they engage in may have been affected in different ways because of their different roles (e.g. women-kitchen gardens and poultry, men-livestock) • More information will be gathered about how to substitute local food items in the response. More priority may be given to different non-food needs such as water for cooking, bathing and

	<p>washing than before. Sanitary, medical needs and clothing requirements will be different for women.</p> <ul style="list-style-type: none">• It may be recognised that there are opportunity costs for women or ethnic groups collecting and carrying aid.• The relationships that women have with local organizations and social groups will be different to those that men have. It may emerge that women do not know how to approach such organizations for help. The disaster response may no longer rely on existing structures of resource distribution, and realise that those who were already marginalized or excluded will continue to be marginalized in their access to relief unless the resource distribution channels are changed.
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Disaster Response

Case 2.2 - The tyranny of the urgent

Guide for facilitators

Objectives of case study 2.2

- To discuss the issue of what to do when female staff and volunteers are not available to take part in the needs assessment and male staff and volunteers are not able, for cultural reasons, to meet with the local female population.
- To consider how assistance to a population changes if assessment teams can access the female population.
- To describe what types of skills a male or female assessment team member requires in order to view a situation through a 'gender lens'.

How to organize a training session around case study 2.2

Time: 2.5 - 3 hours

- Warm-up activity 2 from the Gender Training Section "Untitled newspaper articles" works well as an introduction - *20 minutes*
- Write the phrase "tyranny of the urgent" on a board and ask participants what they think it means with respect to disasters, and whether they have heard that phrase before - *10 minutes*
- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the case study each and give them time to read it - *5 minutes*
- Present the tasks at the end of the case: how to balance the urgency for a quick response to the earthquake and the need to include the input of the woman in the assessment; how the assistance to the population would change if the FACT team could talk to the female population.
- Divide participants into small groups and give them time to discuss together - *one hour*.
- Invite each group to present their answers to the plenary group - *30 minutes*
- Discuss all the various needs that were put forward - *10 minutes*
- Give time for participants to suggest in a plenary session what they learned from the exercise - *10 minutes*
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of case study 2.2 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 2.2

*Using the phrase **Tyranny of the Urgent** with respect to disaster response could relate to the domination/insistence on a course of action because of immediate pressing needs and because of no time to respond to anything except such pressing needs and a blindness towards other needs.*

Task I: How to balance the urgency for a quick response to the earthquake against the need to include the input of women in the assessment

a) How disasters have different effects on men and women

Both male and female survivors of the earthquake will have experienced the loss of relatives and be devastated by the disaster. Nevertheless, men and women react differently to and are affected differently by disasters such as the earthquake in this case study. Differences between men and women can be physical, psychological, social and economic. Men and women have different domestic and public responsibilities which influences the way they react to and experience the earthquake. As men and women have different gender roles in their day-to-day lives, they have different perceptions of what they need in order to regain their sense of normality.

Disasters can accentuate existing gender differences or social inequalities. If the effects of the disaster are not documented for both men and women, some needs might not be reflected in response efforts. Relief and responses can change gender roles and can sometimes increase the workload for some groups making their situation worse; by ignoring their basic needs or alternatively, by improving the situation for another group thus creating a disparity i.e. by providing utensils and supplies to individuals that previously had very little.

Earthquakes have short-term, as well as long-term impacts, both of which must be addressed by disaster response. Both the short-term and the long-term impact must be examined for both men and women. It is necessary to talk to both men and women to clarify what the potential linkages are between short-term relief and long-term outcomes.

When certain groups' particular needs, concerns and their potential for contribution are overlooked (often women's) during disaster assessment, the International Federation of Red Cross and Red Crescent Societies is not adhering to its principle of humanity, to its commitment to prevent and alleviate human suffering..

b) Assessment techniques should also assess women and compare

In this case it is not possible for the male assessment team members to access women disaster victims. Just because the existing team cannot listen to and include women, they should not ignore at least 50% of the stakeholders. It cannot be assumed that the men affected by the earthquake will be able to adequately represent the needs of their female relatives, or will even be asked to. Female-headed households will be ignored, and because this is a conflict country, there may be many female-headed households.

In addition to disaggregating data on the beneficiary population (according to sex, ethnicity, age, refugees, IDPs, religion etc.), beneficiary needs should be ranked in order of importance. As many different categories of people within the beneficiary community should be consulted in as short a time as possible. It is important to avoid interviewing only the most visible and vocal in the community in an attempt to save time and in the misguided belief that they can speak for everyone i.e. men from the dominant ethnic group.

If the assessment team is seeking to minimise top down disaster response interventions, focusing instead on helping men and women regain control over their own lives, then women will also have to be also consulted. It is imperative that the same needs assessment tools be used with women separately and their results compared with those of men. A female team member who speaks the local dialect will be able to access women and document their vulnerabilities and needs as well as their roles, responsibilities and capacities. Thus, every effort should be made to speed up the arrival of the expatriate woman, who speaks the local dialect. If the expatriate woman cannot arrive in time, the team should continue to search for other women that could meet with the local women.

c) Consider other ways to involve local women in FACT

Given the urgent need for a response/appeal, perhaps a group of local female staff in the Federation Delegation could interview women as a group (rather than going to the field on their own). This possibility should be explored in full with emphasis on how to facilitate local female staff whose families do not allow them to go to the field on their own. The Assessment Team may first have to convince the female staff and their relatives why they urgently need them to assess the situation for women. The Team needs to explain that existing gender roles may mean that some of women's needs may be overlooked if there are no women to speak the local dialect in order to interview local women directly about their needs. The Team should meet with the male relatives first and clearly outline exactly what the female staff would be doing if they were able to contribute to the needs assessment - and explaining their movements at all times. The team members could invite and also pay for male relatives to come with the women and wait outside during the assessment process. This would probably mean commissioning extra vehicles because it would not be culturally acceptable for both men and women to ride in the same vehicle.

If women from the earthquake zone are already sharing temporary shelters because their homes have been destroyed or because of fear of aftershocks, they could be easier to target for interview by local female staff and volunteers. Female staff would have less far to travel and the interviewees would already be part of an identifiable group and not alone.

The disaster preparedness unit of the National Society should have predicted a situation like this occurring and may have some emergency measures in place. For example, they may have a list of potential key female informants who could be contacted, or dependable and easily-reached women in the community who could be approached by a group of female local staff from the Delegation. An informal network of women may also exist.

Task 2: How assistance to the population would change if the FACT team were able to access the female population

a) The skills of the female team member

Even if a woman who spoke the local dialect were able to join the Assessment Team and she had access to the female population, the quality and appropriateness of the assistance would still depend on how skilled she was in applying participatory methods in identifying needs, vulnerabilities and capacities.

It would be important that she had good gender analysis skills and did not view the situation of women in the post-earthquake phase in isolation from their relationship with men. In other words, it is not enough to just address women's specific and immediate practical needs (food, security, health care etc.) but to examine assistance to women in the wider social context of the prevailing power dynamic between women and men. In this case study women and men tend to be segregated which in itself has implications.

For example, if the staff of an institution providing services to beneficiaries are men, a female representative of a female-headed household in the earthquake-affected area might be reluctant to avail herself of the services on offer despite her being entitled to them.

The timing of relief activities also needs to suit both men and women and an important consideration is that men and women's daily routines may differ.

Furthermore, if men are going to leave the home in order to collect relief assistance, women may be left alone at home with children, which may have security implications.

In conclusion, although the FACT team can assess the female population using female team members who can talk to women separately, the assessment needs to focus less on women's needs per se but assess them against the backdrop of the community's prevailing gender relations.

b) The female team member would have to also focus on women's capacities rather than just their vulnerabilities

It is also important that the focus is not limited to viewing women as victims or as a vulnerable group (e.g. female headed households, lactating mothers and pregnant women). Although women, on the whole, may be more vulnerable to the effects of disasters, they must be consulted about what they think is the appropriate response and this should be included in the assessment report. Local women know their own situation best, even if they articulate it in a different way. They may require separate shelters for aftershocks, washing facilities, and they will be better placed to explain their children's needs. Women bring resources with them to disaster response and have their own coping mechanisms. For instance, they may already be using their knowledge of the environment to locate food and be aware of the nutritional value of some local food crops not normally cultivated.

Women may have separate savings (even if small amounts). Women sometimes invest in jewellery that they may be willing to sell in order to cope financially during the disaster. Their husbands may have invested in animals as savings. The women may be interested in microfinance arrangements in the long term to replenish their savings. A gender sensitive assessment would not only address the practical needs but also seek to strengthen men and women's capacities and coping strategies.

c) Some gender related differences that may come to light by having access to the female population

Physical environment

Women's physical environment and the activities that they engage in will have been affected in different ways to men. This is because men and women's experiences of the human activities that now take place are different due to gender roles. For example, men may be more concerned about livestock, and women worried about poultry losses and kitchen gardens being destroyed. Livestock breeds and draught animals should be discussed with both men and women. Even though women tend to stay in the household more than men, it should not be assumed that they are not involved in agriculture.

Food needs

Food needs and habits are often the women's domain, although it may be the men that go to the market. The female assessment team may be able to determine food taboos that may affect women, how food is shared within families/groups, as well as the gender disaggregated calorie intake deficit among the affected population. The assessment team can discuss possibilities for substituting local food items in the response. Both women and men should be consulted about the types of crops and varieties that should be part of the

relief response. Both should be consulted about tools and other agricultural implements required for a quick recovery.

The availability and accessibility of cooking fuels such as firewood will be very important for women as they may be those mainly responsible for collecting fuel. Women will be able to identify the domestic items they most need, such as water cans, pot and pans, storage containers, stoves, etc. Relief food items may require more preparation time than previously staple foods (e.g. soaking beans for a longer period, boiling time of staples).

Non-food items

In terms of non-food needs, women may be responsible for water for cooking, bathing and washing. If water supplies are destroyed women may prioritise water for keeping children clean using leftover water for laundry (as well as consumption). Women and men will have different sanitary and medical needs. Women may be more comfortable discussing their sanitary and medical needs with a female assessment team member.

Women may urgently require clothing to ensure that they continue to respect their culture in terms of covering themselves. They may be unable to meet with anyone until they have obtained clothing adequate for their sense of modesty. Blankets may also be required.

Relations with relief organizations

The relationships that women have with local organizations and social groups will differ to those of men. Men have a much greater representation in the public sphere, meaning they tend to have the monopoly in terms of political decision-making processes and in holding local positions of power.

Women may have had little previous contact with administrative organizations prior to the earthquake and may not know how to approach such organizations for help, particularly if they have lost male relatives in the earthquake. They may not know how to register. Likewise, some ethnic groups may not be able to register because of security reasons. There may be opportunity costs for women, ethnic groups etc. collecting and carrying aid. Kinship and lineage groups will be important for both men and women in all their social dealings.

Other gender specific roles

Women will be able to relate how the earthquake has changed their routines/use of time and how they are currently coping (at this stage without the appeal). It is also important to recognise women's role as carers and to provide them with the extra support to continue looking after elderly relatives and so on.

Other points that may be raised

Why comparison between men and women is often excluded

The tyranny of the urgent usually takes over following a disaster and the input of women in the assessment stage is excluded. A comparison of men and women's needs is then rarely followed up. The integration of gender analysis in disaster response interventions is often judged to have been slow to get off the ground as a result of a number of factors (adopted from Drew, 2000), including:

- The lack of understanding of the central relevance of gender analysis to disaster responses.
- Short-term responses, which inhibit the application of good practice regarding gender differences from one situation to another.

- Time pressures in general - no time to listen. Often disaster responses focus on targeting the entire population of a disaster-affected area and there is little time to address disaggregated needs.
- Perceptions that the imperative of a fast response rules out “time-consuming and additional” gender analysis.
- A relative lack of information on how ‘gender’ influences experiences during and following disasters. This is in comparison to gender-related concerns in other areas such as healthcare, agriculture, gender and micro-finance. To date, much of the literature relating to gender issues and disaster response focus on gender issues and conflict or gender issues and population movement. Less has been documented on gender impacts and the use of gender analysis in sudden on-set, natural disasters such as earthquakes. However, following Hurricane Mitch in Central America, the gender-related consequences were documented.
- Organizational norms are slow to change and integrate gender perspectives into their emergency relief and disaster response operations. A narrow disaster response view concentrates only on the physical, which although extremely important, ignores the social realities including gender concerns. The focus is too often on information-collection during a disaster response and not on how to collect it, meaning it is “results” rather than “process” oriented.

Refer to the CD-Rom which provides link to “Gender Analysis in the Consolidated Appeals Process” taken from Inter Agency Standing Committee toolkit.

Disaster Response

Case 2.3 - Convincing the relief coordinator to include gender

Introduction

Gender blindness is an obstacle to effective disaster response activities. There are always individuals within organizations who resist change and for whom introducing something 'new' such as gender analysis is deemed threatening.

Such opposition can prevent others from moving forward and being efficient in their work. The task in this case study is to raise awareness of how gender considerations can help to improve the quality of an operation and suggest ways of overcoming any hindrances to integrating gender in disaster response.

Strategies and approaches that support the case for including gender should be well thought-out and developed in advance in order to be effective. However, in any argument used to convince others about the relevance of gender, it is essential to highlight that gender is about both men and women, not just women. We need clear examples of the ways in which gender analysis and gender sensitive information can improve the response to beneficiaries' needs. For instance, unless we understand men and women's formal and informal work patterns which imply different demands on men and women's time at different periods of the day, we cannot plan disaster preparedness activities that fit in with existing schedules.

Disaster assessment techniques and analysis that looks at both men and women will give a fuller picture of the given situation. A gender analysis can help us ensure that we are sensitive to both men and women's needs and issues.

Disaster Response

Case 2.3 - Convincing the relief coordinator to include gender

Case Study Handout

Terrible floods have swept across central and eastern Europe. One country in particular has been very badly affected. At the height of the floods, many villages in the east of the country seemed to virtually disappear leaving only rooftops and chimneys in view.

Shock has turned to despair as flood waters have retreated only to reveal the scale of the devastation. Numerous farmers face ruin and farm workers are jobless.

Many of the rural population used to supplement their income with low-paid office jobs in the city. They are worried about how they will make ends meet on the limited income from office jobs. At worst, some businesses in the city are no longer able to function which has resulted in some individuals losing their secondary source of income too.

In one village people had just two hours to evacuate by boat, after trying to move livestock to higher ground. They left with only a couple of bags each and the clothes they were wearing. Crops that had been ripening on village farmland were destroyed. Homes are in ruin, submerged under water and mud.

The National Society is coordinating the distribution of food, water and other relief to stricken communities, along with disinfectant, brooms, shovels and other cleaning equipment. Red Cross emergency stocks have been supplemented by a generous public response to Red Cross appeals.

A Regional Disaster Response Team (RDRT) has arrived to work with members of the Participating National Society (PNS). It is not yet known how many people will need assistance after the large-scale devastation. A member of the assessment team has experience of integrating gender into disaster assessment. However, she cannot convince the Relief Coordinator and the rest of the RDRT that it is relevant to their work - "Gender is not a problem in Europe!" she is told.

Your Task

You are members of the Regional Disaster Response Team. Half of you believe gender analysis in disaster response is irrelevant, that gender is an issue in parts of Africa and Asia but not here where the political system has always advocated that "men and women are equal."

The rest of you in the team hold the opposite view i.e. that there are imbalances to be addressed and that you cannot assume that the situation of both men and women is equal. You believe that it is essential to approach assessment from a gender perspective to have effective programming.

Under the direction of the facilitator you will be asked to role play a meeting of the Regional Disaster Response Team on the relevance of adopting a gender approach to your assessment activities.

Disaster Response

Case 2.3 Convincing the relief coordinator to include gender

Summary Learning Points

<p>Analyse why people are against the inclusion of gender</p>	<p>Is it because they do not know how to do it? Are afraid of failing? Are not willing? Why do they think gender is not an important issue?</p> <p>Better communication between the coordination team and beneficiaries will illustrate why gender is an important issue - ask whether they have thought about the different needs of beneficiaries and victims of the floods?</p>
<p>State where the gender mandate comes from and use the International Federation's Gender Policy</p>	<p>The mandate comes from the humanitarian mandate of the International Federation - to prevent and alleviate human suffering without discrimination. Gender equality ensures that there is no sex-based discrimination in the allocation of resources or benefits, or in access to services.</p> <p>Use the Federation's Gender Policy - Give details on how the policy was developed - by many National Societies from all over the world.</p>
<p>Be positive about how gender awareness improves the response to the flooding</p>	<p>Clearly highlight that gender has the potential to enrich the National Societies work or improve service delivery to those affected by the flood. Give examples.</p>
<p>Highlight how gender roles affect disaster response</p>	<p>In the temporary shelters, women will have increased duties. They will be caring for families and the elderly with fewer facilities than normal, in addition to tasks related to cleaning up in the community and perhaps other jobs for payment. Men will also need to be involved in the cleaning up process.</p> <p>However, pressure to keep any paid jobs they have in nearby towns may mean they are not available.</p>
<p>Highlight how a gender analysis avoids assumptions</p>	<p>Do we really know about how people are surviving and what they need? Who are we hoping to help?</p> <p>Better disaggregation of beneficiaries means a better quality of relief response.</p>
<p>Explain that including a gender analysis does not have to be complicated</p>	<p>Explain very simply what doing a gender analysis entails.</p>

<p>Develop counter arguments to those that will probably be raised against the inclusion of gender</p>	<ul style="list-style-type: none">• Have statistics on the situation in the country regarding gender differences in access to work, resources, rights etc.• Collect examples from nearby countries about increases in domestic violence following a disaster such as this one.• Include arguments that show what happens if you ignore gender differences.• Check whether the country has any gender-related policies that can be used.
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Disaster Response

Case 2.3 Convincing the relief coordinator to include gender

Guide for facilitators

Objectives of case study 2.3

- To raise awareness of how approaching programme activities from a gender perspective from the very beginning of a disaster response operation can help to improve the quality of the response to the disaster.
- To analyse and categorize the reasons why individuals are against the incorporation of gender issues in the response to a disaster, to choose and develop counter arguments and to debate all viewpoints through a role play.
- To give participants the opportunity to understand or even feel empathy with other people's viewpoints on gender issues in disaster response.

How to organize a training session around case study 2.3

Time: 2.5 hours

- Give participants time to read through Case Study Handout to familiarize themselves with the information in the case study text/brief outline of accompanying task.
- Explain to participants that the task takes the form of a role play in which they are going to be asked to act out roles in a situation which will help them get a feel for some of the common opinions of field workers about the relevancy (or not) of approaching assessment activities from a gender perspective.
- Introduce the roles and explain the task. Roles can be written on card and distributed (one set per group) or presented together on a board or chart for all to see.

The roles are:

- 1 x Relief Coordinator who is responsible for chairing the meeting (against incorporating gender into the flood response)
- 4 x Member of the Regional Disaster Response Team (2 are for the inclusion of a gender analysis, 2 are against)
- 2 x National Society volunteers (unsure/ambivalent - think pro-gender approach may meet with resistance in the community)
- 1 x Observer

- Divide participants into appropriately-sized groups (5-8 people). There can be two or three role play groups “performing” at the same time. Locate groups at a sufficient distance from one another so one group’s discussion does not interfere with another’s.
- The roles can be distributed arbitrarily by the facilitator or self-chosen by the participants within the role-play groups.
- Allow individual participants time to think about their roles and the arguments they want to use in the meeting before allowing the role play to start. At this point, the group could split into subgroups according to shared opinion in order to consolidate common positions/arguments. As facilitator you can circulate amongst the groups feeding in certain points where necessary:
 1. Encourage all role players to give concrete examples to illustrate their arguments.
 2. Remind those who argue for a gender sensitive approach to think about gender sensitive data-collection during needs assessment (how and why). Get them to reflect on how this data can contribute to designing well-targeted needs and capacity-based programmes (10-15 minutes).
- Signal the beginning of the role play by inviting role players to introduce themselves to the observer.
- Once underway, manage the time and intervene if necessary. Allow 20-30 minutes.
- Bring role play to a close.
- Ask observers to feedback on how the role play evolved and to comment on the process and outcome.
- Ask role players themselves to add to this feedback.
- As a group, consider how the role play and the issues raised relate to their own work experiences.
- Summarize, ensuring the case study’s objectives/points in the debriefing notes have been covered.

Materials:

- A copy of the case study for each participant and a set of role cards per group
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 2.3

a) Analyse why people are against the inclusion of gender

A useful first step is to analyse the reasons why particular people may be against using a gender analysis in a disaster response situation. Perhaps it is because they do not know the benefits of doing a gender analysis or simply do not know how to do such a thing. Perhaps they are afraid of not being able to integrate gender or of failing to do so adequately. Maybe, they are simply not willing to implement gender related issues into disaster response.

b) Give concrete examples

Give concrete examples of how Regional Disaster Response Teams (RDRT) have made assumptions about gender issues in previous disaster situations. Consider how a disaster can place new demands on people’s time (e.g. having to travel further for safe drinking water) and how this impacts differently on men and women’s vulnerabilities and capacities.

Outline why the family (in different social and ethnic situations), and the roles and responsibilities of men and women within it, should also be understood. Give examples of how 'poverty' affects women and men differently in the post disaster phase and that this difference needs to be fully understood for it to be addressed effectively.

For example, the lack of employment and the urgent need for cash can lead women to engage in prostitution because they have no other choice, whereas men may be more likely to get work in short term relief clean-up operations. Explain how gender differences exist in the perception of social and physical vulnerability to the floods and the perception of risk. Women tend to suffer greater levels of vulnerability, often related to their unequal social and economic positions, while men tend to take greater risks. More men than women die in situations like floods, because of their involvement in search and rescue activities and men's higher levels of risk tolerance (Delaney & Schrader, 2000).

Stress that gender has the potential to enrich the National Society's work or improve service delivery to those affected by the flood. Underline examples from other National Societies where this has been the case. Have information and statistics on regional trends at hand. There is a list of sources for gender-related data and statistics at the end of Section 3.

Use efficiency and equity examples rather than equality arguments. For example - argue that disaster response can be more efficient when we are more inclusive of women because we can ensure that food is actually reaching the elderly and children, as it is women who are caring for them. Equity arguments should centre on how the incorporation of gender analysis during disaster response planning activities ensures programmes are fair, meeting specific needs of both, men and women.

c) Highlight how gender roles affect disaster response

During the emergency and rehabilitation phases, men and women exhibit different coping strategies and routinely prioritise different types of needs. The role that women play in society is still largely under-estimated in many contexts. Try to get those who hold the view that gender analysis is irrelevant to list the roles of women and men currently affected by the floods. In the temporary shelters, women will have the "triple duty" of looking after their families, feeding them, shouldering most of the burden of looking after the elderly (in this case study many elderly people seem to have been affected and require assistance); organizing things for the community (including looking after people with no family, communal cooking); and productive work (often in the informal economy).

Whose responsibility will it be for the clean up operation? Who normally uses brooms, disinfectant and clean-up materials? It was also mentioned in the case study that many people left their home quickly. This implies they probably left without cooking utensils, clothes and other items that tend to come under women's domestic roles and responsibilities.

In general, the majority of men return to their traditional role of waged work outside the home in the post disaster phase. Ask participants if they think this would be the case in the country profiled in the case study. The case study mentions that many businesses have closed. Argue that in this situation poverty within the family will now be a heavy and difficult burden to all family members.

The first types of jobs that are lost following disasters are usually the most menial where women predominate, pushing women to enter the informal economy. Women in these positions have little social or legal protection and can be subject to severe abuse and exploitation (for instance, working on the streets as street vendors).

d) Highlight how a gender analysis avoids assumptions

In many countries, the family is considered to be the key point of reference in responding to disasters. Yet, how much is known about family survival strategies? What is the relationship between access to resources from relief agencies and who benefits - do we hold the assumption that if relief is targeted at men, it will reach all members of the family? Highlight also that the assumption should not be made that farmers are men. Agricultural losses due to a disaster usually hit small producers the hardest - are these women or men? Female farmers tend to have less access to credit and agricultural extension services than men and it therefore takes them longer to recover.

The gender composition of the population tends to change following a disaster such as these floods. The number of female-headed households typically increases. Are we assuming the population still has the same balance of men/women?

Disasters often change gender roles and responsibilities. Are we making assumptions about who does what? Outline why the consideration of gender and the flood disaster should not be limited to an analysis of women's roles alone, but should also include an examination of the relationships between men and women. For instance, the rehabilitation phase can create new gendered vulnerabilities including increased sexual violence against women and increased levels of aggression in men.

e) Encourage better communication with affected groups

If your colleagues state that gender is not an important issue, then you can argue that there may not be at present a good flow of communication between the National Society and beneficiaries. Ask the members of the Regional Disaster Response Team (RDRT) how they think the disaster affected different socio-economic groups. Advocate that if you want to understand how important gender issues are, it would be important to encourage more communication between beneficiaries and the National Society and let the people most affected themselves highlight the gender issues.

f) Explain that including a gender analysis does not have to be complicated

Sometimes colleagues may feel awkward or unconfident in terms of their abilities to incorporate a gender perspective in their work because their skills are more 'technical' in nature. Those trying to convince them of the importance of gender in disaster relief should be sensitive to the possibility that their colleagues might feel this way. Explain what gender is in a very simple way, outlining some information-gathering techniques that can be used to do a gender analysis. *Refer to "Gender roles analysis tools", Part 3, Section 4.*

g) Use the International Federation's Gender Policy

Quote the International Federation's Gender Policy - explain where it came from and why it is important. *See Annex 1 for Gender Policy.*

Bear in mind that the rationale for integrating a gender perspective into the activities of the International Federation of Red Cross and Red Crescent Societies lies in the Red Cross and Red Crescent humanitarian mandate - to prevent and alleviate human suffering without discrimination. Gender equality ensures that there is no sex-based discrimination in the allocation of resources or benefits, or in access to services. Each National Society is responsible for assessing the implications of its policies and decisions for men and women, thus ensuring that all its activities are gender sensitive.

h) Other arguments that may be raised against the inclusion of gender

It is also useful to think in advance about all the types of statements and arguments your colleagues will come up with. Often, resistance to gender analysis will be as a result of not fully understanding but at other times, it will be a deliberate attempt to keep gender off the agenda for reasons such as a belief that gender relates to "women taking over all

management jobs". Be proactive and plan responses to typical arguments that you might hear. Some examples are included below:

- *"There is no discrimination against women in this country"* - provide proof of gender related differences, with statistics from the UN Human Development Report, country reports from the World Bank, the UNDP etc.
- *"There may be gender-related issues, but it's really not relevant on a large scale"* - ask why not, and give examples of resources being controlled by men, of increases in violence after disaster due to frustration etc.
- *"Women do not want to come forward to get relief from us, they prefer their men to do this"* - Ask whether this is really the case? Explain reasons behind why women do not come forward for disaster relief.
- *"Gender and gender analysis are imposed by feminists and inappropriate to our culture"* - Explain that gender analysis helps us improve the quality of our existing work. More information on the relevance of gender issues in the work of the International Federation is available in Section 3.

i) Finally, if all else fails, use arguments that apply pressure. . .

- Compose an argument based on..."what if we don't do it?"..... Stress that if the National Society ignores gender issues, it will not be adequately responding to the needs of all its beneficiaries
- Use arguments around keeping up with trends, innovation.... by ignoring gender issues they may appear outdated to partners outside National Societies etc.
- Explain that the global literature on disasters documents the relevance of gender and argues for the inclusion of gender considerations in all phases of disaster management. Gender is so often "on the agenda" everywhere nowadays and disaster response units all over the world are now committed to expanding their understanding, knowledge and skills to make positive changes in this area across the world.
- Check whether the country in question has signed the Beijing platform for Action that came from the 1995 Fourth World Conference on Women, and if so, outline that it is in fact government policy to be gender sensitive. Information on the Beijing Conference is available on <http://www.un.org/womenwatch/daw/beijing/platform/>
- Ask the relief coordinator to think about what is in it for them professionally? What the National Society will get out of women's and other marginalized social groups' increased participation, for example improvements in the technical quality of work and increased social impact.

j) ...and be persistent...

Should, after using all the above arguments, the relief coordinator continue to be simply unwilling to include a gender analysis as part of the assessment, you can ask again why not, ask him/her if he always is reluctant to experiment with new ways and why he/she has such a reluctance to change his/her mind.

The relief coordinator might "say" he/she will deal with gender-related differences but in reality keeps stalling and does not give the go ahead to include gender as a variable in needs assessment. If this is the case, use repetition i.e. exploit every opportunity to reiterate the importance of considering gender-related differences in needs assessments and continue to illustrate your point with examples of differences in men and women's needs and interests, vulnerabilities and capacities in the wake of the recent floods.

Disaster Response

Case 2.4 - Gender sensitivity in food relief distribution

Introduction

Before a food relief programme can be implemented, questions need to be asked about who is most in need of food, who (men or women) distributes the food, who receives the food and who controls the food. Answers to these questions provide disaggregated data on beneficiaries which can help ensure that food distribution is gender sensitive and effective in reaching the most vulnerable.

A major question is whether the involvement of women should be formally systematised in procedures. Experience shows that in the hands of women, food is far more likely to reach the mouths of children, supporting the argument for giving food directly to women.

For some agencies involved in relief distribution such as the World Food Programme, this implies the use of quotas with a certain percentage of women being targeted. Such a quota system implies relief is distributed to women or that a certain percentage of relief distributors are expected to be women. Likewise, quotas for the participation of specific numbers of women can be proposed for community food management committees.

There are various opinions about quotas. Where there is an obvious disparity in access to relief assistance, using quotas may be a useful strategy for redressing the balance. However, quotas are not necessarily the only solution to mainstreaming gender in relief operations.

Disaster Response

Case 2.4 – Gender sensitivity in food relief distribution

Case Study Handout

A country in the Caucasus now faces a severe cereal deficit due to a drought that has devastated crops and pasture. The World Food Programme (WFP) plans to provide 65,772 tons of food (wheat flour, pulses and vegetable oil) to 696,000 drought-affected victims, including 362,000 women and girls in 6 regions of the country for a period of 8 months.

WFP will be working with the International Federation of the Red Cross (IFRC), World Vision (WVI) and Save the Children (SC/US) as implementing partners for relief food distribution.

There is a WFP directive to involve women in the programme as follows:

Communities at village level will be requested to nominate 1 or 2 women to make up a team of 3 to assist with food parcel distribution at village level.

WFP insists that at least 50 percent of the monitors and distributors of the implementing partners are women. This will also be the target for WFP in recruitment of staff.

WFP also stipulates that the food parcels will be received by the women of the community. Ration cards will be issued in the name of the household's female representative and she will sign for all the food parcels destined for the members of her household/family. Records will be kept under her name. Efforts will be made to distribute the food as close to the households as possible so women do not have to travel long distances to the distribution points.

A sub-committee within the Village Councils will be formed to manage food-related issues, with at least 50 percent of the committee being made up of women.

This will be the first time that a WFP Emergency Operation (EMOP) related to drought has been undertaken in this country. Therefore, prior to its implementation, WFP and its implementing partners will carry out sensitization

campaigns in all the affected regions. This will involve informing leaders (at government and community level) about the criteria chosen for the selection of beneficiaries, entitlements and the frequency and modalities of the food distribution. Publicity, through the distribution of pamphlets, will ensure that communities are aware of their entitlements thereby reducing the chances of abuse.

The Village Councils will be responsible for making sure that the criteria to be applied are fully explained and understood. They will also be required to prepare lists of local beneficiaries i.e. to identify households whose primary source of income (crop production/livestock) has been directly hit by the effects of the drought and vulnerable households (destitute rural households headed by elderly people, female-headed households with young children and pregnant and nursing women without family support) who face additional hardship due to the drought.

Your Task

What are the arguments for and against positive discrimination in favour of women as recipients? Brainstorm your group's ideas and record them on paper.

How do you expect the target community to react to this positive discrimination in favour of women as recipients? List the reactions you would expect from different groups in the community.

As a representative of the implementing partners, how would you introduce such a quota system? (including how you would present it to the beneficiary population/community)

Do you think that the International Federation of Red Cross/Red Crescent Societies (National Society and Federation co-ordinated programmes) should adopt such a directive or policy commitment i.e. one that ensured a minimum of 30-50 percent involvement of women in all Red Cross and Red Crescent activities? List some reasons why or why not.

Disaster Response

Case 2.4 - Gender sensitivity in relief food distribution

Summary Learning Points

<p>Task 1: Arguments in favour of quotas for women</p>	<ul style="list-style-type: none"> ▪ Women are mainly responsible for feeding their families, particularly young children. ▪ Women are less likely to sell on the food relief than men. ▪ Many different types of households exist and assumptions must not be made about types of households - second wives and their children may lose out. ▪ Food may be used as a weapon of control over women if they do not receive it themselves.
<p>Arguments against positive discrimination in favour of women</p>	<ul style="list-style-type: none"> ▪ Quotas only give the impression of progress towards equality in distributions. ▪ Resistance from community, particularly patriarchal communities. ▪ Women are physically weaker and more vulnerable to attack if they have food. ▪ Husbands may resent the new power their wives now have (already feeling disempowered by having to accept help) and be more prone to violence against them. ▪ Implementing partners may not think it is a good idea and may not be on board. ▪ Positive discrimination has not always been shown to work.
<p>Task 2: Reaction from target community</p>	<ul style="list-style-type: none"> ▪ Anticipating the reaction by men to women targeted by the programmes is helpful, so that unexpected consequences do not occur. Awareness-raising about the campaign can then take place.
<p>Task 3: How to introduce such a quota system</p>	<ul style="list-style-type: none"> ▪ Be aware that food aid needs may be changing and gender roles analysis will help to define who requires more energy and calories. ▪ Obtain mutual agreement from all stakeholders in conjunction with awareness-raising aimed at changing attitudes. ▪ Develop a course of action for implementing the quotas with a specific target, timetable, measures etc. ▪ Monitor the progress of the quota system.

Disaster Response

Case 2.4 - Gender sensitivity in food relief distribution

Guide for facilitators

Objectives of case study 2.4

- To critically examine the cycle of relief distribution to beneficiaries and question who actually gets what in terms of relief items
- To consider the value of specifically targeting women for relief assistance as a way of ensuring that operationally, food is allocated and distributed directly to women.
- To point towards the importance of encouraging the participation of women at all levels of the relief project cycle to ensure that the programme is effective in reaching **both** female and male beneficiaries

How to organize a training session around case study 2.4

Time: 2.5 hours

Instructions for facilitators:

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the first part of the case study each and give them time to familiarise themselves with the case - *5 minutes*.
- Present the tasks for discussion.
- Divide participants into small groups and give them time to discuss the three issues - *50 minutes*.
- Invite each group to present its solutions/answers to the plenary group - *5 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest what they learned from the exercise and what might be relevant to their own working environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of case study 2.4 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 2.4

Task I: Arguments in favour of positive discrimination towards women or quotas

a) Those in favour of positive discrimination who target women in food distributions use some of the following arguments

Women's role

Often, but not exclusively, it is women who are responsible for food management, involved in budgeting, shopping for food, cooking and preparing meals, and feeding children. Operations that register heads of households or community leaders as beneficiaries can result in food not immediately getting to the intended target, or sometimes not at all.

Manipulation of the system

It has been illustrated in various countries, for example among Ugandan refugees (Voutira, 1995), that men may sometimes manipulate the system, resulting in food being disbursed in their name for other uses. Examples have been documented of men selling the contents of food parcels for cigarettes and alcohol, selling food parcels in markets or using the food parcels to supply the armed forces.

Diversity of households

Although men and women do not live in isolation from each other, relief assistance cannot be planned on the assumption that household decisions are based on a generic model of sharing and distribution. Many different types of households exist, and after a disaster, households are broken up and divided. Polygamous marriages can have adverse nutritional impacts on secondary wives and their children.

Use of food as control

The dynamics of relations between women and men vary from culture to culture. It may be the case that men may use food parcels as a means of reinforcing their control over women, which is disempowering for women. When men collect food parcels, women may not only lose access to food, but their influence over food management too - an area where they may previously have had control. On the whole, controlling women's access to food has negative implications for women's health and nutrition.

b) Arguments against positive discrimination in favour of women

Some feel that quotas for women in food relief is unnecessary, even unhelpful, advocating that positive discrimination is often unachievable and only gives the impression of progress regarding equality in distribution. There is often a distraction from the real issues that need to be addressed. Some arguments against positive discrimination in favour of women are outlined below.

Resistance amongst the community

If an approach targeting women has never been previously experienced and the community is patriarchal in nature, there will probably be some resistance. Hence, some kind of awareness-raising campaign in the community prior to the implementation of a quota system

will be necessary to sensitise the target group to the value of quotas and involvement of women.

Women may be attacked

There may be an increased risk to women's safety if they receive supplies of food as they are more vulnerable to physical attacks than men. Likewise, women may be victimised because of resentment harboured by men who have already lost authority and responsibility. This may trigger violence against women.

Resistance amongst implementing partners

There may be some reticence amongst implementing partners for having to make an effort to include a certain proportion of women. Field staff may consider it time-consuming and logistically complicated. If a quota system is to be put in place, it has to be clearly explained to field staff and partners that in the long run the objective is to make the programme more efficient at reaching its female beneficiaries. Implementing partners need to be aware of the importance of addressing the needs of both women and men. Partner organizations should be selected on the basis of being aware of the link between gender issues and effective relief interventions. Operational guidelines for implementing partners should be flexible in adapting to specific cultural contexts. They should also be aware of the dynamics of relations between beneficiaries. Implementing partners also require the skills to monitor the food relief activities.

Quotas for women in distribution may also mean that there is a quota of women in implementing partners and National Society teams (for example adequate women on ERU and FACT teams). This would ensure women are present in the target community during food distribution to assess and monitor the equity of the distribution.

Positive discrimination does not always work

Using women to distribute food aid does not always mean that equalities in access to food are guaranteed. A deeper understanding of the way society apportions roles and responsibilities is needed. In the 1980s when women-only distribution systems were introduced by UNICEF in the Khmer refugee camps on the Thai-Cambodia border, only women and girls over eight years old were allocated rations. However, some families tried to fool the system by disguising boys as girls.

Task 2: Reaction from target community

Before introducing a quota system, anticipating the reaction by men to women-targeted programmes can help ensure that unintended consequences do not occur. Reactions may vary - surprise, incomprehension, misunderstanding, anger, anxiety, complacency etc.

Reactions will vary depending on the social context and how 'patriarchal' the community appears to be. Patriarchy refers to a society dominated by males, where female voices, views, and perspectives are rarely found in public. Care must be taken to minimise resistance among men and powerful groups in the community if women are to be specifically targeted. Implementing partners must be aware of the reasons behind the targeted campaign and agree fully.

Task 3: How to introduce a quota system

a) Be aware that food aid needs may be changing

Before introducing a quota system, it is necessary to determine the changing priority needs of the beneficiaries of a relief programme. For instance, who expends more energy and requires more calories and actually consumes more calories is a complicated issue and

cannot be easily determined. Sometimes a major change in the types of activities undertaken by women occurs as the result of a change of circumstances i.e. during a drought women will have to travel further to obtain a source of fuel or water than before. Hence, women may now be more active than men due to the circumstances and thus require more calories to maintain a good level of nutrition.

A gender analysis can yield information about the activities of men and women. The term 'gender analysis' is used to describe a systematic approach to examining factors related to gender. It involves a deliberate effort to identify and understand the different roles, relations, situations, resources, benefits, constraints, needs, and interests of men and women in a given situation. It involves wearing a 'gender lens' in order to see issues from the perspectives of women and men, rather than only men. In this case it could help programme staff to systematically ask questions about the best way to organize food relief distribution.

Refer to "information requirements and gender analysis" tools, Section 4.

b) Obtain agreement between all stakeholders

Quotas for women in relief programmes will be most effective if commonly approved of by the target community, implementing partners and village councils. They should be used in conjunction with awareness-raising initiatives aimed at changing attitudes.

c) Develop an action plan for implementing the quotas which outlines the:

- Specific numeric objectives concerning the target group covered by the relief programme.
- Specific measures to redress the discrimination in access to food relief among different stakeholders.
- A timetable to attain objectives and set and apply measures.
- Supervisory measures to monitor progress, assess difficulties and make adjustments.

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3. Health & Gender

Why does gender matter in health work?

Infectious diseases kill 13,000,000 people every year. The combined effects of HIV/AIDS, tuberculosis, malaria, and water and sanitation-related diseases cause more deaths and destroy more livelihoods than natural disasters and conflicts put together. Poverty, the lack of information and access to services are the main causes.

In many countries there is unequal access to health services for men and women. Although it is the role of government to ensure that its health system meets the needs of its entire population, the National Societies make a contribution by helping communities reduce their vulnerability to disease.

How can the National Societies make the contribution to combating these diseases in a gender sensitive way? Biological differences between men and women can influence the nature of the health problems they suffer from i.e. men develop prostate cancer whereas women can have complications during childbirth. However, other gender-related issues are cultural. For instance, women are disproportionately affected by harmful traditional practices (FGM, early marriage and early child bearing). In a given society, men and women perceive their own health differently. Men are more likely to suffer schizophrenia or commit suicide (even if more women attempt it). Women are more likely than men to report symptoms of mental distress - anxiety, depression. A major question is whether these differences are based on how men and women are socialised or if the reason is biological.

To be gender sensitive, we need to adopt a comprehensive approach to health care and not look at health problems in isolation or focus on either men or women alone. If we look at women's health problems in isolation and fail to include the influences of her cultural and family setting, some important information may be missed. An example of this is the under-estimation of the extent to which a woman's relationship with others can affect her reproductive health. Those providing health care services need to be aware of gender differences to ensure that distinct needs, interests, and priorities can be addressed and incorporated into the design of the health care programme.

The case studies in the health section

3.1 Who to target for HIV/AIDS training?	3.2 Gender sensitive community health programme	3.3 Support for post-traumatic stress disorder	3.4 Indicators for stigma reduction towards HIV/AIDS
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This section explores gender sensitive approaches to health issues.

The first case study considers who to prioritise in an HIV/AIDS prevention campaign, raising the issue of the link between the power relation between men and women and the spread of HIV/AIDS infection.

The second case study looks at community health programmes and how to move beyond the preoccupation with numbers of female and male health care providers to being truly gender sensitive in the provision of meaningful primary health care services.

The third case study examines the overwhelming need in many refugee populations for some form of counselling following exposure to traumatic events. The case study raises issues around the complexities of trying to ensure that the counsellors working with male and female clients within the beneficiary population are the same sex as the clients.

The fourth case study examines gender sensitive planning for a project that has the goal of reducing the stigmas and discrimination associated with HIV/AIDS. The use of the “engendered log frame” is considered in this case.

Health

Case 3.1 - Who to target in HIV/AIDS prevention training?

Introduction

Both women and men are vulnerable to HIV/AIDS. Women in particular, are often unable to protect themselves from the risks associated with HIV/AIDS infection because they are less able to negotiate safe sex.

Health programmes focusing on HIV/AIDS prevention in the community require a holistic approach. Such programmes will have difficulties in reaching their objectives if the focus is on one sex in isolation from the other i.e. a focus on women only with little emphasis on men or on the power relations between men and women. Concentrating on women means that men and the relations between men and women in terms of sexual behaviour tend to get overlooked.

Regardless of which sex has the higher incidence of HIV positive adults, change cannot occur without both men and women's involvement. Not everyone has the luxury of being able to make decisions about their fertility and about ways of preventing HIV/AIDS infection. Power relations between men and women influence decisions about the positive changes needed to reduce the number of HIV/AIDS cases amongst men and women in the community. A large effort should be made to involve men and encourage full respect for women's physical and sexual integrity.

Health programmes that focus on HIV/AIDS prevention in the community should promote services which disseminate messages that endorse mutual respect between men and women and advocate that men and women have equal access to information and education about the disease.

Health

Case 3.1- Who to target in HIV/AIDS prevention training?

Case Study Handout

The National Society has just launched a new health programme focusing on HIV/AIDS prevention in the community. As part of this programme the National Society wishes to develop community-based training activities to raise awareness about the risk of infection and to stress the importance of protection measures such as the use of condoms and monogamy. The National Society's Health Programme Coordinator has decided to place a particular emphasis on educating women as they represent almost 60 percent of HIV positive adults in the country. The training sessions will be conducted by Red Cross volunteers (both men and women).

The culture of the community insists that in most spheres of activity men and women are segregated. Women's movement is generally restricted to the home and immediate surroundings. Literacy is high although girls do not generally have access to schooling beyond the age of 10 or 11. Polygamy is widely-practised. For religious reasons the use of contraceptives of any sort (condoms included) is not allowed.

Your task

- How are gender roles and relations connected with HIV/AIDS infection?
- Do you agree with the decision to target women for training? If yes, why? If no, why not?
- How would you organize community-based activities to raise awareness about the risk of infection in a gender sensitive manner? (i.e. taking into account the social differences between men and women).

Health

Case 3.1 - Who to target?

Summary Learning Points

<p>Task 1: How gender roles and relations are connected with HIV/AIDS infection</p>	<ul style="list-style-type: none"> • Negotiating safe sex is a gender related issue. • The unequal social status of women means that they often lack the ability to negotiate safe sexual encounters placing them at higher risk of contracting HIV. • Women are not always empowered to discuss the use of protection or the existence of other sexual partners. • Men are often under pressure to act in a ‘manly’ way involving risky sexual behaviour. • HIV/AIDS increases the workload of older women through caring for their sick children and grandchildren.
<p>Task 2: Do you agree with the decision to target women for training?</p>	<ul style="list-style-type: none"> • Targeting women does not necessarily address men’s vulnerability and behaviour and women’s decision-making capacity regarding safe sex. • Information for one group of people is not enough; they may still not be able to adopt safe sex practices. • There is also a need to engage men in health issues and the prevention of sexually transmitted diseases. • Age is also an important factor when deciding which men and women to target. It may be more meaningful to look at youth as a target group (both male and female) rather than mature adult women or men.
<p>Task 3: How would you organize community-based activities to raise awareness about the risk of infection in a gender sensitive manner?</p>	<ul style="list-style-type: none"> • In designing an HIV/AIDS prevention programme, questions should be asked about who makes decisions about sex? How can women negotiate sexual relations; do they have the power to insist on the use of condoms? • Include men in training or have separate training for men’s groups. • Ensure that men’s behaviour and attitudes are explored as changes here would be more likely to bring about positive change and reduce the number of HIV/AIDS cases amongst men and women in the community as a whole. • Include different groups from the community such as popular leaders, religious leaders, mid-wives etc. • A training programme should be sensitive to cultural issues. Avoid importing your own values on monogamy or safe sex practices. • Have both male and female trainers. • Consider whether the location and timing of training suits both men <u>and</u> women.

Health

Case 3.1 - Who to target?

Guide for facilitators

Objectives of case study 3.1

- To explain and clarify how gender roles and relations refer to men and women and how gender roles and relations are connected with HIV/AIDS infection.
- To highlight the difficulties in targeting one group over another in community based training activities which raise awareness about the risk of HIV/AIDS infection, particularly because of the power dynamic between man and women in society.
- To consider and identify the best way to organize community-based training activities to raise awareness about the risk of infection.

How to organize a training session around case study 3.1

Time: 2.5 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the case study each and give them time to familiarise themselves with the case details - *5 minutes*.
- Present the tasks: how gender roles and relations are connected with HIV/AIDS infection; the difficulties in emphasising one group over another in HIV/AIDS awareness training; and how to organize community-based training activities to raise awareness.
- Divide participants into small groups and give them time to discuss the tasks - *55 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the possible solutions that were put forward - *10 minutes*.
- Give time for participants to suggest in a plenary session what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study 3.1 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 3.1

Task I: How gender roles and relations are connected with HIV/AIDS infection

a) Gender and HIV/AIDS infection

Everyone in a community is affected by HIV/AIDS whether directly or indirectly, biologically or socially. "Gender" affects both male and female vulnerability to infection. Gender roles determine sexual activities and risky behaviour. Unsafe sex means that many women and men will die as a result. Negotiating safe sex is a gender-related issue. The unequal social status of women versus men means that they often lack the ability to negotiate safe sexual encounters placing them at a higher risk of contracting HIV.

To understand the nature of the spread of HIV/AIDS and develop a new health programme focusing on HIV/AIDS prevention in the community it is necessary to understand the context of the given society, in particular the patriarchal¹ nature of the family, education, the media, religion, economic organizations, etc. and their influence on sexual behaviour and on what men and women should or should not do.

b) Cultural expectations of 'manliness'

The traditional stereotype of what 'real men' do in a society leads them to take risks increasing their likelihood of contracting the virus. For example men are expected to be physically strong, dominant, daring and virile. Such social norms mean that men must engage in behaviour such as having more than one sexual partner, exercising authority over women, sometimes forcing sex on unwilling partners (AAWH, 2000). Men are often pressured to be sexually experienced at an early age in order to prove their masculinity. This often involves visiting sex workers and/or having more than one sexual partner throughout their lives, placing them and their partners at risk of HIV and other sexually transmitted diseases (UNAIDS, 1999). Men may also be conditioned to view condoms as "unmanly".

Any health programme focusing on HIV/AIDS prevention in the community must take into account cultural expectations of manliness. This entails understanding what men are trying to prove and why. Such expectations of manliness are often shared by women.

c) Women and their vulnerability to HIV/AIDS

Gender inequities relating to the unequal distribution of power and both economic and social resources are also connected to the spread of the HIV/AIDS infection. For example women are often forced or manipulated into providing sexual favours or being engaged in "survival sex", where sex is used in exchange for resources.

Women often cannot control with whom or under what circumstances they have sex and are not always empowered to discuss the use of protection or the existence of other sexual partners. Women may have less access to sex-related health information and services. Economically vulnerable women are less likely to terminate a potentially dangerous relationship, and in desperate circumstances, women may exchange sex for money, food or other favours. Women are the majority of rape victims, a direct risk factor for HIV infection. Armed forces personnel of all types have a rate of HIV infection between 2 to 5 times higher than the general population, and women and girls may, or may be forced, to ally themselves with the army, offering sex in exchange for money or protection. The risk of HIV transmission is increased during periods of crisis and disaster and risk is high when forced migration, or internal displacement takes place. Women who are trafficked are prone to the same kind of

¹ Patriarchal refers to a society dominated by males - female voices, views, and perspectives are rarely found.

exposure to HIV as commercial sex workers. Women are also at a disadvantage when it comes to having access to information about HIV prevention.

d) Gender roles of survivors

Apart from the link between gender and HIV infection, the fact that 60 percent of HIV positive adults in the case study are women has far-reaching consequences for women whether infected or not. Research confirms that it is mostly older women who care for sick relatives suffering from AIDS, such as their adult daughters. For example, a survey in one district of Zimbabwe found that the carers of the sick were without exception older women, sometimes assisted by younger female relatives. Subsequently these older women became the sole providers for their grandchildren - granddaughters in particular (ILO 2000). Thus, AIDS increases the workload of older women.

Task 2: The decision to target women for training

a) Failure to ask why there is a higher percentage of women infected

Targeting women for a HIV/AIDS prevention programme only gives temporary relief and may only concentrate on decreasing the infection rate on a short term basis at a particular time rather than dealing with long-term structural problems, women's subordinate position and their lack of opportunity to make choices about their sexual and reproductive health.

Examining gender relations with respect to HIV/AIDS infection rates implies looking beyond the numbers of women and men who are infected to examining the reasons behind why there are higher infections for certain groups. Women's roles in relation to those of men should therefore be examined.

b) Information is not enough

Training programmes developed to combat the HIV/AIDS pandemic cannot be based on the assumption that individuals, when provided with accurate information through training, will adopt safe sex practices and not become infected with HIV. Information is certainly part of any prevention strategy, but it is not enough. This is particularly true if women tend not to have a say in who they have sex with and under what circumstances. As mentioned above, male dominance is often maintained through sexual coercion or violence.

Just because women comprise 60 percent of HIV/AIDS cases it does not mean we should focus on women in isolation to men and neglect issues around the relations between the sexes. There is also a need to engage men in health issues and the prevention of sexually transmitted diseases. In this particular case study, what we know about the culture would imply that the balance of power is with the men of the community and that it is more likely to be the men not the women who make decisions about practising safe sex, the use of condoms and number of sexual partners. Targeting men's behaviour and attitudes may be more likely to bring about positive change and reduce the overall incidence of HIV/AIDS infection.

c) Targeting women will ignore age factors

Age should also be taken into account when considering who should be targeted for HIV/AIDS prevention training. In general, considerable attention should be paid to unmarried and sexually-active young men, (and depending on the culture - female youth), who tend to engage in sexual activities that expose them to high risks. They need to be educated at an early age on responsible behaviour with regard to HIV/AIDS.

Sometimes training is only provided to women and girls of specific ages. For example, young girls may not have access to health information because they are unmarried or because sex before marriage is not discussed and girls are expected to be virgins when they marry.

However, in some situations young girls are the most vulnerable and very likely to become HIV positive when they actually marry because their husbands are already infected. In actual fact, marriage becomes a very high-risk activity for them.

Likewise, young adolescent males may be at high risk of HIV/AIDS infection because they are encouraged to visit sex workers for their first sexual experience. This may be an unintentional consequence of restricting women's movements in the community and girls being kept at home. Young men may be unaware of health risks associated with sexually-transmitted diseases likely to be obtained via sex workers. Age is a very important consideration for community-based training on HIV/AIDS prevention. There is little point in sensitising the parents of young men and women when the young people themselves are already engaging in risky behaviour.

Task 3: How would you organize community-based activities to raise awareness about the risk of infection in a gender- sensitive manner?

a) Including men in training

Male attitudes towards preventive measures are crucial to the success of a health education programme on HIV/AIDS. Therefore, community-based training has to target men and boys as well as women and girls.

b) A training programme should be sensitive to cultural issues

A training programme should highlight the harmful practices that increase women's risk to infection during intercourse. Examples of this are female genital mutilation and the practice of 'dry' sex. If these practices exist, they should be addressed as part of a health education programme. Distributing condoms to women does not mean that they themselves will wish to use them, or ensure that their partner does. There are many religious objections or cultural myths surrounding the use of condoms and the belief that outsiders wish to reduce the size of the population.

National Society staff should be careful when discussing cultural practices in community-based training activities. They should also ensure that they do not import their values on monogamy and be aware that first wives can welcome polygamous situations if second wives decrease their work load or relieve the pressure to have sex with their husbands.

c) Include different groups in the community

It is important to ensure the participation of male and female leaders or opinion makers in the community regarding the new health programme. Key people in the community should be consulted, such as mid-wives, religious leaders, chiefs/elders, popular individuals (who may lead public opinion) and other local opinion-makers. For instance, if religious leaders are not consulted, they might choose to boycott the training programme, believing that the programme interferes with religious and cultural practices.

d) Methodology of the training

If both male and female trainers from the community are identified to help plan and deliver the training, the programme may respond more effectively to the needs of different categories of men and women. These trainers could later become health focal points. For the programme to be successful in reaching men and women, separate training sessions may need to be organized with female trainers for the women and male trainers for the men.

In any case, all trainers should receive gender awareness training so that they are fully involved in the dissemination of appropriate HIV/AIDS information and preventative health messages. All trainees should display sensitivity to those infected with HIV.

e) Consider the location of training

Given that women have restricted freedom in their movement in this community, health programme services are not easily accessible to women. It might be more appropriate for young women to receive training at home or in the home of a female friend, relative or neighbour. The timing of the training sessions should fit in with both men and women's respective routines and working arrangements. *Refer to Task 2, Case Study 1.2 - "Views of Female Volunteers".*

Health

Case 3.2 – Gender sensitive community health programmes

Introduction

Men and women play different roles in society and they have different health care needs. A gender perspective helps to ensure that men and women's specific health care needs, vulnerabilities and capacities are addressed in the broader context of their culture, age, ethnicity, race and religion.

Increasingly, National Societies support volunteers to provide health services within the community. Male and female volunteers provide both practical and emotional support, helping to bridge the gap between formal institution-based services and the informal health care activities that exist at the household and family level.

While it is important to ensure an appropriate gender balance among volunteers, it is more important that gender issues are considered in the actual provision of health care services and that a gender perspective is included in all training courses for health staff and volunteers. This implies that an effort is made by volunteers and staff to understand how the roles, responsibilities, needs, interests and capacities of both men and women are related to an individual's health. As a result, the focus is on the social context of beneficiaries as well as their actual health problems.

Health

Case 3.2 – Gender sensitive community health programmes

Case Study Handout

The health department of the National Society is responsible for ensuring that quality primary health care services are delivered to the most vulnerable in the community. The department has facilitated a number of primary health care services in rural provinces over the last ten years. These programmes have covered water and sanitation, tuberculosis prevention, malaria prevention and maternal & child health. Both male and female volunteers are involved in providing these services. The health department staff feel that because they have both male and female volunteers they have successfully incorporated "gender" into their health care delivery programmes.

Funding has been mobilized to support a number of new community-based primary health care activities with various contacts and partners in provinces throughout the country. Following discussions with the Federation and Participating National Society (PNS) in the country, the National Society aims to streamline its many health projects through the adoption of a strategic approach to health. As part of this proposed strategic approach to health, senior managers in the National Society have requested that gender be included in discussions about programme planning and reflected in organizational structures.

The health department has decided that a breakdown of the numbers of male and female volunteers will probably be enough. The department also hopes to produce figures on the number of male and female beneficiaries of the different health care activities throughout the various provinces.

Your task

- Do you think that the number of male and the number of female volunteers reflects gender-sensitivity in primary health care provision? Why or why not?
- How would you raise awareness within the National Society of the importance of having a gender sensitive approach to the provision of primary health care services?

Health

Case 3.2 – Gender sensitive community health programmes

Summary Learning Points

<p>Task 1: Whether the number of male and the number of female volunteers reflects gender sensitivity in primary health care. Why or why not?</p>	<p>The number of male and female volunteers does not necessarily reflect gender sensitivity in primary health care. It is important to look at the health care services that the volunteers are providing and assess whether these services are being delivered in a gender sensitive way.</p>
<p>Task 2: How would you raise awareness within the National Society of the importance of having a gender sensitive approach to the provision of PHC services?</p>	<p>Through training or sensitization activities of key health care staff and volunteers:</p> <ul style="list-style-type: none"> • Explain the link between gender analysis and gender balance by stressing that although high numbers of female volunteers are involved in the provision of primary health care services to female beneficiaries, this doesn't automatically mean that PHC services as a whole are being delivered in a gender sensitive way. • Go on to emphasize that a gender sensitive approach does not mean looking at the needs of only female beneficiaries but those of men too. Underline the importance of ensuring that both men and women's health-related needs are seen in the broader context of their gender relations. • Point out however, that there may be situations where specific programmes for either men or women are necessary and appropriate. For example, the training of female birth attendants or the provision of mother and child health care services. • Highlight the value of gender analysis in helping to identify individual beneficiary need in order to improve overall programme effectiveness. • Provide examples of gender analysis tools and encourage needs assessment (i.e. gender analysis) activities to be carried out in a participatory way.

Health

Case 3.2 – Gender sensitive community health programmes

Guide for facilitators

Objectives of case study 3.2

- To emphasise the value of adopting a gender perspective as a way of ensuring an effective primary health care programme as opposed to concentrating only on the ratio of female and male volunteers (gender-balance).
- To look at awareness raising within the health department of the National Society on the value of having a gender sensitive approach to the delivery of primary health care services.
- To consider the role of conducting a gender analysis of beneficiary groups in the process of adopting a gender sensitive approach to the delivery of primary health care services.

How to organize a training session around case study 3.2

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the case study handout and give them time to familiarise themselves with the case by reading through - *5 minutes*.
- Divide participants into small groups and give them time to discuss the tasks - *30 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest in a plenary session what they learned from the exercise and what might be relevant to their own working environment.
- Summarise, ensuring the case study's main learning points have been covered.

Time: 1.5 hours

Materials:

- A copy of case study 3.2 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 3.2

Task 1: Whether the numbers of male and female volunteers reflect gender sensitivity in primary health care - why or why not?

It is extremely important to have the involvement of female volunteers in the provision and planning of primary health care services. One reason is that women in many cultures prefer to be attended by female health carers. In some countries women are not allowed to receive health care from men. Women and men are responsible for different tasks in the community that impact significantly upon the health of the community such as drawing water, cooking and monitoring personal hygiene within a family.

The implementation of a quota system to ensure a specific ratio of female volunteers to male volunteers is often seen as a good way of addressing gender issues and also women's specific needs. However, the ratio of male and female volunteers does not automatically reflect gender-sensitivity. In this case study, the National Society needs to have a clear understanding of the relative values of having a balanced representation of male and female volunteers versus the provision of services that respond to specific needs of female and male beneficiaries.

Integrating a gender perspective into health care services requires initiatives to raise awareness amongst National Society staff and volunteers of the value of assessing beneficiaries' needs and capacities in a gender sensitive way.

"Gender" and "women" are not interchangeable terms. "Gender" refers to the norms and expectations attributed to men and women in different societies, the ways these shape relations between women and men, and the allocation of rights, roles and resources, in this case, with respect to health. Incorporating a gender perspective is an analytical task for the health department. It requires an assessment of the way in which gender (among other factors such as age, ethnicity, educational level) contributes to shaping a particular health trend, or issues around a health problem. For example, gender roles dictate that women often have the responsibility of being primary health care providers for their families. However, they may not always have the necessary knowledge to do this. Gender norms may mean in some communities that women wash at dusk in a communal water source, leaving women more vulnerable to mosquitoes and subsequently infection with malaria.

In terms of planning primary health programmes, the behaviour of men and women in the community contributes directly to health status of the community. The role of women as the primary carers in the household and the role of men as those most likely to attend community meetings about communal water and sanitation facilities needs to be considered and programmes planned accordingly i.e. whilst women may be responsible for maintaining the water supply in the household, men may be responsible for deciding where to site communal water points. Targeting the appropriate group through being aware of gender roles is important to the success of the projects.

Rather than concentrating solely on the numbers of male and female volunteers, the focus should be on the work of the National Society's volunteers. Looking at the work of the health department from a gender analysis viewpoint will have a significant impact on the way in which core services are provided to beneficiaries as it can highlight issues of inequality which could otherwise go unnoticed. For example, in a country in Asia, it was noted that women from a certain ethnic group were not presenting themselves for vaccinations because when the vaccinations were being carried out, they were busy planting upland rice. These women

stayed in the uplands for a couple of months and were simply unable to come to the clinic. In another country, young men suffering from a viral infection failed to approach clinics for medical help, as they had been socialised to believe that men do not get sick.

Task 2: Importance of having a gender sensitive approach to the provision of primary health care services

a) Explain the link between gender analysis and gender balance

Increasing the number of female volunteers is of course an important issue in health care. However, it is also important to point out to the health department that achieving equal numbers of male and female volunteers is not the only objective of gender mainstreaming. Therefore, in addition to promoting a good balance of male and female volunteers, it is also important to promote gender analysis skills amongst all volunteers. Without gender analysis skills a complete and multi-dimensional picture of beneficiary needs and how best to address them cannot be achieved.

A gender approach to PHC programming involves researching initiatives to promote the health of newborns, children, and adolescents, to foster good sexual and reproductive health, to prevent HIV transmission for both women and men, to identify ways of ensuring everyone in the community can obtain access to treatment, care and support, and to reduce mortality and morbidity especially among poor or marginalized groups.

b) Emphasise that a gender-based approach does not mean women are not specially targeted

Adopting a gender approach does not mean that you stop targeting women specifically. It is necessary to specifically target women by:

- 1) Focusing on the major concerns associated with pregnancy and childbirth;
- 2) Focusing on specific services that have a high impact on women's health;
- 3) Ensuring health facilities remain open at hours convenient for working women, thereby improving their access to services;
- 4) Designing health centres in a manner which ensures sufficient privacy for female patients;
- 5) Instituting measures to prevent and treat violence against women, through community awareness, legal counselling and domiciliary services, and trained staff (domestic violence brings its own major health problems, which are starting to be tackled in health projects) (ADB, 1997).

c) Ensure women's health related problems are seen in relation to men

Rather than dealing with women's health problems only through women-specific projects, women must be seen in relation to men and their social context. For instance, some women are reluctant to take even the minimum dosage of medicine required as treatment, preferring instead to hold on to it should other members of their family be in need (namely male members).

d) Highlight how a gender analysis can help locate those in need

Adopting a gender-based approach helps to expose any 'invisible' discrimination against women (and men) in their access to PHC. In real terms, this may mean resources have to be targeted at those who are invisibly discriminated against such as particular ethnic groups. The approach would focus on the social, economic, political and cultural forces that impact differently on men and women's health and their confidence in accessing primary health care services.

e) Stress efficient ways of doing gender analysis

It is also important to stress that including gender issues and conducting a gender analysis does not have to be an extra burden if it is automatically integrated into stage one of the project planning cycle. Conducting a gender analysis during the planning of primary health care programmes would mean that in the long run, health care is more responsive to beneficiary needs. *Refer to “before doing a gender analysis” in 1.1, Section 4 and “what to analyse when conducting a gender analysis?” in 1.2., Section 4.*

f) Encourage community-based participatory approaches

Emphasise that participatory methods are both good practice and essential if wanting to ensure a gender sensitive way of working. Volunteers should be trained in how to work in a participatory way, ensuring that both women and men are involved in identifying the reasons for some of their specific health-related problems (i.e. hygiene-related issues). For instance both men and women in the community should be involved in an analysis of their situation regarding occupational health, first aid, HIV, infectious diseases (such as malaria, measles, polio, TB), water and sanitation issues because they may have different perspectives on the problems to outsiders and can suggest their own solutions. This leads communities to being involved and responsible for the generation and dissemination of standards for prevention, treatment, care, support, and their role in promoting healthy lifestyles that can reduce risk factors.

Health

Case 3.3 - Support for post-traumatic stress disorder

Introduction

Conflicts exacerbate levels of violence and sexual harassment meaning women and girls are particularly vulnerable to rape. Rape has been used as a weapon of war to degrade and debilitate communities. Rape, as a physical, personal and social attack, results in the loss of self-worth and can result in an individual's marginalisation from the community and the complication of unwanted pregnancies and diseases. Female victims of sexual violence may need gynaecological assistance in addition to counselling.

Men also experience trauma and violence during conflict and need time and help to recover from such events. Men may find it more difficult to express their feelings and are generally less likely to make use of counselling services if available. This can lead to men bottling up their feelings which in turn can result in the trauma being manifested in other ways i.e. through aggression or depression.

Mechanisms for addressing trauma created by violence include counselling and legal and medical support, etc. The overwhelming need for counselling in many refugee populations makes it very expensive and often such services are not available.

Health

Case 3.3 - Support for post-traumatic stress disorder

Case Study Handout

The context is an African National Society's health care centre attached to a refugee camp. The centre is staffed by two expatriate doctors (one male and one female) and a nurse (male). In addition, the National Society runs an ambulance service to and from the camp and has released two of its staff to act as interpreters.

The members of the health team have observed that a number of female patients are showing signs of post-traumatic stress disorder (PTSD) such as chronic fatigue, insomnia, backache etc. Registration documents indicate that many women have lost family members and have witnessed and experienced a number of traumatic events. The number of women requesting help in terminating unwanted pregnancies, despite a deep-seated cultural taboo regarding abortion, suggests that these pregnancies have occurred as a result of rape by soldiers during the conflict which caused the refugees to flee.

Male patients are also showing signs of PTSD including sleeping/eating disorders, hyper-alertness, mysterious pains, and depression. Fewer men use the health clinic than women. The health team suspects that a number of factors are at play here: there are fewer men than women in the refugee camp; the macho culture often acts to discourage men from appealing for help with emotional and psychological problems and from openly discussing their feelings; there is lack of knowledge and awareness of PTSD amongst the refugee community in general.

In a weekly team meeting the health care team discuss the need for additional members of staff to meet the demand for psychological support. The existing team members already have an onerous workload and do not feel they have the specialist training needed to provide psychological support service themselves. To meet the psychological support needs of both men and women, the existing health care team would like to have two counsellors appointed, one man and one woman. Ideally these counsellors would also spend some of their time working with National Society volunteers to raise-awareness amongst refugees of PTSD and the availability of confidential and professional psychological support.

The health care team raises these issues with the visiting Head of Regional Delegation who is generally supportive of their request. However, he is not convinced that it is necessary to employ two new members of staff and he is not sure he could attract funding for more than one new team member.

Your task

1. How do men and women react differently to trauma? Do the social roles of men and women affect their reactions to trauma?
2. Discuss in your group whether you would recommend the appointment of a man or a woman? What arguments could the National Society health team use to try and convince the head of the Federation's Regional Delegation to support two counsellors? List these arguments.
3. Discuss in your group how you would proceed if there was only enough funding for one post (either a man or a woman). Make a note of the solutions you come up with.

Health

Case study 3.3 - Support for post-traumatic stress disorder

Summary Learning Points

<p>Task 1: How do men and women react differently to trauma?</p>	<p>Both men and women experience post-traumatic stress disorder (PTSD) following traumatic events. How this syndrome manifests itself however, depends on various factors - some of which are based on gender differences. Women may have experienced gender-specific forms of abuse, such as rape. As a result a woman's self-esteem might be affected in addition to suffering unwanted pregnancies and the risk of contracting a sexually transmitted disease.</p> <p>Men suffer from PTSD too. They can feel disempowered and depressed etc. If left untreated, men can continue to bottle up these negative feelings to a point at which they explode. One outcome of this is an increase in domestic violence.</p> <p>Both men and women will feel bursts of anger, rage or intense irritability, but women may have been socialised to be less aggressive or violent as men. Other reactions for men (& women if culturally appropriate) can involve increased consumption of drugs and alcohol.</p>
<p>Task 2: Whether to recommend a male or female counsellor and what arguments to use to convince the head of Federation's Regional Delegation to support two counsellors.</p>	<p>Funding restrictions mean that two counsellors, one of each sex, probably cannot be recruited. A female counsellor may be the best option for women who have been raped. The argument for hiring a female counsellor is strengthened by the fact that there appear to be more women in the refugee camp than men. Men's trauma goes unaddressed, and may mean the situation gets worse in terms of suppressed feelings and pent-up aggression. The ethnicity of the counsellor may also be important.</p> <p>Suggested arguments for hiring 2 counsellors:</p> <ul style="list-style-type: none"> • Trauma touches men and women alike and an attempt should be made to address everyone's counselling needs. • Give examples of reactions when one sex is left untreated or different ethnic groups are excluded. • Outline the disadvantages of having only a male counsellor or a female one compared to the advantages of having both. • Explain worries that female refugees will have with male counsellors and vice versa. • Illustrate the potential for conflicts in the camp if male trauma is not dealt with and the fact that men are often left out of

	<p>counselling.</p> <ul style="list-style-type: none"> • Outline how the well-being of the camp as a whole if there is access to both male and female counsellors.
<p>Task 3: Other solutions if there is only enough funding for one post (either a man or a woman)</p>	<ul style="list-style-type: none"> • Indicate clearly that the female counsellor hired should be sensitive to both men and women. Emphasize that men and women should be equally encouraged to use the services. • Women's self-help groups could be organized. • Discussion groups could also be arranged for men. • Refugees could be trained in basic counselling skills. • Money and special time allocated for cultural activities, such as initiation rites or burial services.

Health

Case study 3.3 - Support for post-traumatic stress disorder

Guide for facilitators

Objectives of case study 3.3

- To demonstrate that men and women experience traumatic events differently, react in different ways to such events and have different support mechanisms to overcome trauma.
- To discuss whether and why men and women may require psychological counselling from someone of the same sex.
- To consider the relationship between funding issues and commitments to gender sensitive programming and develop arguments around the need to have both male and female counsellors.

How to organize a training session around case study 3.3

Time: 2.5 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the case study each and give them time to familiarise themselves with the case - *5 minutes*.
- Present the tasks for discussion: how gender plays a role in reactions to trauma, the options available to the National Society in terms of obtaining counsellors, and whether they would recommend the appointment of a man or a woman.
- Divide participants into small groups and give them time to discuss and answer the 2 questions - *45 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *5 minutes for each group*.
- Discuss all the possible solutions that were put forward - *10 minutes*.
- Give time for participants to suggest in a plenary session what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study 3.3 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes for case study 3.3

Task I: The role gender plays in reactions to trauma

a) What is PTSD?

Both men and women experience post-traumatic stress disorder (PTSD). PTSD is an anxiety disorder that can occur when people experience or witness a traumatic event in which they feel overwhelming helplessness or find themselves under threat of death or injury. The symptoms of PTSD include mentally re-living the traumatic event through flashbacks; trying to avoid anything that would remind a client/patient of the trauma; becoming emotionally numb; experiencing difficulties in sleeping and concentrating; and being easily alarmed or startled. Keeping personal routines in place such as regular meal times can reduce PTSD symptoms. When men and women are completely dislocated from their normal place of residence and located in a refugee camp, symptoms of PTSD can be worsened. Refugees may feel that their life has no sense of order.

PTSD can affect people of any age, culture or sex. Not all people who experience trauma require treatment. Many are able to recover with the help of family and friends. However, if the event was especially severe as in this case study, both male and female survivors may need professional help to restore their mental health, particularly if the symptoms of PTSD do not improve or disappear within the weeks following the traumatic event. If the symptoms are left untreated, PTSD can become a chronic disabling disorder.

b) The role gender plays in reactions to trauma

Men and women, girls and boys do not necessarily react in the same way to traumatic events. Women experience gender-specific forms of abuse for which they require a different response. Violence against women and girls includes physical, sexual, psychological, and economic abuse. Violence against women is often *gender-based violence* because it evolves in part from women's subordinate status in society. Many cultures have beliefs, norms, and social institutions that legitimise and therefore perpetuate violence against women. The same acts that would be punished if directed at an employer, a neighbour, or an acquaintance often go unchallenged when men direct them at women, especially within the family.

Many women consider the psychological consequences of abuse to be even more serious than its physical effects. The experience of abuse often erodes women's self-esteem and puts them at greater risk of a variety of mental health problems, including depression, post-traumatic stress disorder, and suicide. In this case study it is suggested that the women have been raped by soldiers during the conflict that made them flee. Rape, which is an assault on a person's physical, personal, and social being, can result in the loss of self-esteem, as well as leading to the complications of unwanted pregnancies and the high risk of being infected with sexually-transmitted diseases.

Factors that influence individual vulnerability to the threat of abuse include sex, age, ethnicity, caste, religion, geographic location etc.

Men that have been wounded in conflict, who have lost limbs, become deformed and witnessed massacres - also require counselling. If left untreated, stress and trauma may intensify in the months or years after the event. Macho culture is an impediment to men making use of health services. Traditionally, men are not expected to ask for help with personal problems and do not go to the doctor (conversely, women's psychological health needs are often trivialised and women are made to feel that they are being 'hysterical'). More effort in general is needed to sensitise the population to men's psychological support needs. The failure to address trauma in men may result in men bottling up their feelings and an increase in domestic violence in the long run. Both men and women may experience bursts

of anger, rage or intense irritability, but women may have been socialised not to be as aggressive or violent as men. Other reactions for men involve increased consumption of drugs and alcohol. If socially acceptable for women, they can also resort to such stress-relieving strategies.

Task 2: Whether to recommend a male or female counsellor

a) Funding restrictions

The National Society has a lack of money and therefore a lack of staff and this influences the programme's ability in the refugee centre to deliver its services in a gender sensitive way. Funding is probably not available for counsellors of both sexes to be recruited. Thus, it may be useful to look at the overall number of potential users of the counselling service and decide whether the need is greater for one sex. In this case it is women - so, opt for a female counsellor. However, be clear that this might mean the programme was making or was seen to be making a commitment to prioritise women.

b) Same sex counsellor is best option

It is not easy to decide whether a male or female counsellor should be hired if only one position is available. It is generally recommended that personnel of the same sex should provide medical and counselling care because in many cultural contexts people that require counselling will not approach someone of the opposite sex. In fact in this case study, the traumatic events experienced by women determine the nature of the psychological support that will be provided i.e. female counsellors for female rape victims. Ironically, the widespread occurrence of rape during conflict situations may make it easier to discuss this taboo subject more openly with other female victims, as more women have been affected by this act of violence. The argument for hiring a female counsellor is strengthened by the fact that there appear to be more women in the refugee camp than men.

However, the ethnicity of the counsellor may also be an important consideration. If the conflict is ethnic-based, people will simply not trust someone from a rival ethnic group.

On the other hand, men's trauma often goes unaddressed - more so than women's. It may be decided that men's need is greater and that the lack of treatment for men may mean that the situation gets worse for everyone in terms of suppressed feelings and aggression. Sometimes men will not take a female counsellor seriously, or they may be embarrassed to talk about their problems with a woman. These issues should be weighed up and discussed when making recommendations.

c) Ideal candidate - sensitive to both men and women

If limited to one appointment, a female counsellor who is experienced in treating both men and women suffering from PTSD in refugee situations and is aware of the different psychological support needs of women and men would be the best compromise. It could be argued that if the counsellor is experienced in treating both men and women suffering from PTSD in refugee situations it really does not matter whether a man or a woman does the job. However, in this case, it does - as some of the women are victims of rape.

If only one counsellor is appointed, the programme would have to make it clear through sensitisation activities in the camp that men and women are equally encouraged to use the services of this counsellor and be explicit that the counsellor is experienced in dealing with both men and women and their different needs. In order to get both men and women to attend counselling, it should be clearly explained that the counsellor can help victims understand their reaction to trauma, and help them manage the distress associated with their memories. It will have to be accepted that there will still be refugees who will not want to approach the counsellor because he or she is of the opposite sex.

d) Arguments to convince the head of the Federation's Regional Delegation to support two counsellors.

- Everyone who is exposed to the traumatic events is affected by it in some way.
- Explain the importance of accommodating both male and female differences in perception of psychological health.
- Give examples of reactions when one sex is left untreated or different ethnic groups excluded.
- Outline the disadvantages of having only a male counsellor or a female one compared to the advantages of having both.
- Explain that the situation in the refugee camp may be further complicated unless both men and women are treated.
- Use arguments around the ethical need to provide counselling.
- Explain worries that female refugees may have about giving personal information to a male counsellor, or information about themselves being kept in clinical records (also information on abortions).
- Illustrate the potential for conflicts in the camp if male trauma is not dealt with, both between male / female partners and between members of different groups (particularly if there are different ethnic groups). If counselling is available such conflicts may be brought to the surface and worked through to a point where the difficulties or differences are resolved or at least recognized and/or accepted.
- Explain how the professional services of a qualified male and female counsellor may greatly improve the running of the camp and contribute to the process of reconciliation.

Task 3: Other solutions

If the lack of funding means it is impossible to recruit both a male and a female counsellor, other options will have to be considered.

Perhaps informal meeting points could be arranged where women's self-help groups could be brought together to give women the opportunity to cope better with their traumatic experience. Discussion groups could also be arranged for men, although it maybe harder to get men to attend and if they do attend, more difficult to get them to discuss their emotions.

Another way forward is to look at options for training refugees themselves in basic counselling skills. It may be more cost effective in the long term to train volunteer counsellors (men and women) from within the refugee community.

If there is room for cultural activities, such as initiation rites or burial ceremonies, these should be encouraged as they contribute to the improvement of the overall morale and self-esteem. Cultural activities may contribute to rebuilding identities, also among men. So, if there is not enough money to pay for two counsellors, some money could be made available for supporting rituals or cultural events.

Health

Case 3.4 - Indicators for stigma reduction towards HIV/AIDS

Introduction

The enormous stigma associated with HIV is often a result of ignorance and fear. The discrimination associated with HIV/AIDS sometimes affects women disproportionately. For example, in many areas, women may be blamed for transmitting infection to their newborns or to men through sex work.

However, women are often unaware of their partner's infection status or risky behaviour patterns and therefore might not realize that they need to use protection during sex. Furthermore, women may feel unable to negotiate safer sex practices or protest against sexual coercion and physical violence because they are dependent on their partners and fear abandonment.

Planning activities for a gender sensitive response to HIV/AIDS implies an understanding of the social context in which the programme is operating and the different situations of men and women.

Developing gender sensitive indicators means that you can measure the results in a gender sensitive way and for men and women separately. An example of this is measuring improvement in access to information about safe sex for men and/or women. Another example is measuring the degree to which different stakeholders recognize that gender relations affect the ability of women to negotiate safe sex.

Health

Case 3.4 - Indicators for stigma reduction towards HIV/AIDS

Case Study Handout

A National Society is developing a programme on HIV/AIDS entitled "*Reducing Household Vulnerability to HIV/AIDS and Other Infectious Diseases*". The National Society is working on the objectives it wants to achieve within a 5-year time frame and is developing a monitoring and evaluation framework to reflect activity both in terms of quantity and quality.

For this purpose the National Society's is generating a "logical framework" that identifies the objective, results and activities of the programmes. This analysis tool also outlines which indicators to use to measure programme effectiveness and what the risks and assumptions are. This framework also gives a clear breakdown of the relevant roles and responsibility of all parties concerned in the implementation of the programme. Monitoring is to be a management tool for the National Society and it wishes to identify suitable indicators, reporting and feedback mechanisms. Indicators are very important to the National Society because they enable milestones to be set that can be directly compared to the overall objectives of the Federation's Strategy 2010.

Some of the expected results in the programme are as follows:

Expected result 1: A communications/advocacy campaign focusing on reducing stigma and discrimination of those living with HIV/AIDS will have been designed by the end of year X.

Expected result 2: A community-based campaign involving different local stakeholders focusing on prevention of HIV/AIDS infection is in place by year X.

Expected result 3: X number of home-based care projects providing support to people living with HIV/AIDS will have been set up.

Expected result 4: Guidelines for HIV/AIDS in the workplace that ensures prevention, care, treatment and support for staff and volunteers will have been developed.

Your task

Focusing on expected result 1 above:

- Outline in brief how your group believes HIV-related stigma and discrimination remains a barrier to fighting HIV/AIDS.
- How can a communications/advocacy campaign focusing on reducing stigma and discrimination be designed to take into account gender roles and relations?
- Can you develop some gender sensitive indicators that measure expected result 1?

Health

Case 3.4 - Indicators for stigma reduction towards HIV/AIDS

Summary Learning Points

<p>Task 1: How does HIV-related stigma and discrimination remain a barrier to fighting HIV/AIDS?</p>	<p>Men and women do not know they are HIV-positive and are afraid to be tested because of the stigma attached to the disease. Fear of discrimination may prevent men and women from seeking treatment for AIDS or from acknowledging their HIV status publicly.</p>
<p>Task 2: Taking gender roles and relations into account in a communications campaign focusing on reducing stigma and discrimination.</p>	<ul style="list-style-type: none"> • Labelling specific groups, such as sex workers or men having sex with men as being responsible for HIV infection can be stigmatizing - better to emphasize risky behaviour in general terms. • The campaign could highlight gender stereotypes and unequal power relations in negotiating safe sex. • Link with national campaigns, other community-based programmes. • Involve stakeholders, including women - local government, religious leaders, mid-wives, celebrities, etc. in efforts to reduce stigma, perhaps asking them to reveal how they contracted the virus.
<p>Task 3: Develop some gender sensitive indicators that measure expected result 1: A communications / advocacy campaign focusing on reducing stigma and discrimination has been designed by the end of year X.</p>	<ul style="list-style-type: none"> • An indicator should specify the object or subject broken down by sex, the quantity and or quality, the place (where) and time (by when). • The basic criteria for selecting appropriate indicators are to ensure that they are SMART. • Indicators should be ethical; useful; and scientifically robust. • Both quantitative and qualitative indicators can be specified. • Results indicators should tell the programme if it achieved the results that it set out to achieve i.e. the coverage of the campaign, the quality of the message, the number of beneficiaries reached during or after the programme, the outcome of the campaign in terms of changes in knowledge, attitude, behaviour and practice. This involves a comparison between the present and the past situation in order to determine to what extent the results have been achieved.

Health

Case 3.4 - Indicators for stigma reduction towards HIV/AIDS

Guide for facilitators

Objectives of case study 3.4

- To discuss how HIV/AIDS related stigma and discrimination remains a barrier to fighting HIV/AIDS.
- To consider how to develop indicators for a community-based campaign involving different local stakeholders to reduce vulnerability to HIV/AIDS.
- To introduce the 'engendered log frame' and examine some gender sensitive project proposal checklists.

How to organize a training session around case study 3.4

Time: 3 hours

- Ask a participant to outline on a flip chart the stages in planning programmes-15 minutes. Ask him/her to also list the titles used in project documents.
- Introduce the programme idea presented in the text of the case study.
- Explain that participants are going to discuss HIV/AIDS related stigma and discrimination; think about how a communication campaign can reduce stigma and develop indicators for the outputs of such a campaign.
- Give the participants a copy of the case study each and give them time to familiarise themselves with it - 5 minutes.
- Divide participants into small groups and give them time to discuss and undertake the tasks - 1 hour.
- Invite each group to present their answers to the plenary group - 15 minutes for each group.
- Discuss all the possible solutions that were put forward - 10 minutes.
- Present each participant with a copy of the 'engendered log frame' and go through it together with the participants - 20 minutes.
- Give time for participants to discuss further what they have learned from the exercise and what might be relevant to future programme development - 10 minutes.

- Distribute handouts of the “Checklist for incorporating gender into the project planning process” available in 5.5 of Section 4 on Tools and Checklists. You can also distribute resources such as The World Bank’s checklist on essential services for expanded women’s health which you can find on the internet <http://www.worldbank.org/gender/resources/health.htm>
- Explain that these are only examples. The National Societies should perhaps develop their own checklist or even better, integrate gender concerns into other checklists they already have.
- Summarise, ensuring the case study’s objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study 3.4 for each participant and copies of the “engendered log frame” available in Section 4 on Tools and Checklists. Copies of existing gender-sensitive checklists would also be useful.
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group.

Debriefing notes on case study 3.4

Task 1: How does HIV-related stigma and discrimination remain a barrier to fighting HIV/AIDS?

In many communities men and women do not know they are HIV-positive and are afraid to be tested because of the stigma attached to the disease. Fear of discrimination may prevent men and women from seeking treatment for AIDS or from acknowledging their HIV status publicly (Anderson, 2002). Men and women with, or suspected of having HIV may be turned away from health care services, denied housing and employment, shunned by their friends and colleagues, turned down for insurance coverage etc. In some cases, they may be evicted from their homes by their families, divorced by their spouses, and suffer physical violence or even murder (Anderson, 2002).

If HIV/AIDS cannot be openly discussed and recognised in some countries, strategies for fighting it cannot be developed. For example, UNAIDS has documented that in Uganda there was evidence of openness in discussions about HIV and an acceptance of HIV in health care settings and workplaces resulting in people with HIV being responded to more positively, and an effective national strategy against the disease being developed.

Task 2: Taking gender roles and relations into account in a communication campaign focusing on reducing stigma and discrimination to HIV/AIDS

a) Gender roles and risky behaviour

It is important that the campaign emphasises behaviours that are particularly risky and factors that make people particularly vulnerable, rather than focusing on specific groups, such as sex workers or men having sex with men as being responsible for HIV infection. Those planning the campaign must be aware of how certain groups are blamed for the disease such as sex workers. The labelling of certain groups can be stigmatizing. Women may be blamed for transmitting infection to their newborns or to men through sex work. Poverty may push women into unprotected commercial sex to provide for their families. If

women's status in society is already low, it can mean they will suffer double doses of discrimination, resulting from fear of HIV together with the reinforcement of already existing discrimination. The campaign could focus on how individuals can recognise risky behaviour.

b) Unequal gender and power relations

Although knowledge and awareness can help counterbalance ignorance about HIV infection, this is not enough to prevent infection. Unequal gender-relations leave women especially vulnerable in the face of the epidemic. The campaign could highlight problems that are related to gender-based norms and values that are embedded in society. For example, condom promotion is an essential part of any prevention programme. The acceptance of condom use, as with other behavioural changes, will need to be viewed as a long-term project. Bad habits can be firmly entrenched and difficult to change for economic reasons - i.e. the sex worker who gets paid more for unprotected sex.

Likewise, women's inability to negotiate safe sex with their husbands or partners illustrates women's weaker role in society. The campaign could highlight how men can discriminate against women leaving them totally vulnerable to HIV infection. An emphasis in the campaign could be that the improved status of women impacts positively on the well-being of society as a whole. Additionally the campaign could also focus on skills associated with sexual negotiation.

The community-based campaign should take account of gender stereotypes and unequal power relations. Whether or not this can be done, will depend on the openness of the community to discuss issues related to sex.

c) Integrate with national campaigns

The communication campaign focusing on reduced stigma and discrimination will be most effective if integrated with other national campaigns, other community-based programmes and the overall impact of all these initiatives can be monitored together.

A comprehensive and effective communication campaign will need to involve input from various stakeholders in the community such as religious leaders, women's NGOs, men's social clubs, educators, medical practitioners etc. A word of warning however, as past experience has shown that religious leaders can sometimes give inconsistent messages about people with HIV, blaming them for an overall downturn in morality.

Local government should also be involved in creating enforceable laws to protect people with HIV. Celebrities and popular figures in society such as footballers or musicians could also have a strong positive impact, particularly if they are HIV-positive and willing to reveal this to the public. Addressing discrimination and stigma to HIV/AIDS will need to address the social taboos about sexuality that prevent open discussion.

Task 3: Develop some gender sensitive indicators that measure expected results

a) Gender-sensitive programme/project

A gender sensitive project is made up of a coherent set of activities all of which are necessary to achieve results in a given timeframe and with a certain budget, whilst paying attention to the different gender roles and responsibilities of women and men. In this case, reduced household vulnerability to HIV/AIDS and other infectious diseases is the overall goal. Project activities should complement each other so that their combined results lead to the achievement of the project objective leading to the goal.

Mainstreaming a gender perspective in projects is the process of assessing the implications for men and women of all planned actions in the project, making women's as well as men's concerns and experiences integral dimensions in the design, implementation, monitoring and evaluation of the project. When gender is not mainstreamed, women may be ignored or it may be wrongly assumed that activities to reduce household vulnerability to HIV/AIDS will automatically reach everyone in the household. Alternatively, women may be treated as a separate category instead of constituting a significant percentage of the population. This can lead to the assumption that 'women' are a homogenous 'add-on' social group.

Care must be taken in the language used in project documents to ensure that beneficiaries are also seen as men and women, and that their age profiles and ethnicity are taken into account. If not, there is a danger that certain groups will be left out, or that gender differences will not be taken into account. If gender concerns are not addressed in the project activities, some groups will be undeservedly harmed or left out.

It is recommended that sex-specific language should be used for gender integration in projects. Rather than using the word "people", both masculine and feminine pronouns more clearly indicate that both men and women are included. This makes the point that women should also be reached. Be specific i.e. HIV drug-abusing male patients, pregnant teenage girls etc...

b) Indicators for the results

Indicators will be used to monitor and evaluate whether and to what degree the goal, objective and results have been achieved. An indicator should specify the object or subject broken down by sex, the quantity and or quality, the place (where) and time (by when). In this case we are concentrating on developing indicators for the results of the project. "Results" imply there is a recipient or beneficiary, rather than "output" which is defined as a product of the activities undertaken in the project.

The most essential point when designing indicators is to ensure that they are SMART:

Specific and clear so that all women and men can use the indicators

Measurable for the subject and objective about which you want to collect information

Available - information can be obtained without going to a great deal of trouble to collect it

Realistic and sensitive to cultural differences and changes can be measured over time

Time-oriented and cost-effective, and can be found within the budget

According to UNFPA, the following are characteristics of good indicators for health:

Ethical: attempts to obtain the information should be ethically acceptable to individuals as well as the community and should not encroach upon the personal life and privacy of the persons concerned.

Useful: the indicator should be of immediate use to the programmes for which it has been obtained.

Scientifically robust: the indicators should be scientifically rigorous. If it fails to tell us accurately what we are looking for, then it is useless.

Gender-neutral and gender-blind indicators typically try to measure variables such as 'the number of people reached', and 'the number and types of communication channels used'.

Gender-sensitive indicators point out changes in gender relations in society over time and place. They are therefore useful for measuring changes in the status of women and men over time and place or to measure whether the campaign focus has reached both women and men and what has been the effect.

c) Who defines the indicators?

If both female and male beneficiaries are involved in defining the indicators for the communication campaign to reduce stigma and discrimination, it is more likely that the programme will be able to measure whether both women and men's real response is addressed. Data that has been collected about discriminatory attitudes to HIV/AIDS during the planning stage of the programme is also useful for developing gender sensitive indicators.

d) Both quantitative and qualitative indicators can be specified

Quantitative indicators are measurable and subject to mathematical calculation. They allow cross analysis. They may be simple to understand and easy to compare. For example, they can measure a decrease in mortality due to HIV/AIDS infection. However, care must be taken to ensure that the indicators do not detract from the events they are describing. For instance a decrease in the infection rate will tell you very little about whose infection rate has decreased.

Qualitative indicators are not measurable in quantity, but allow a qualitative assessment of level and status. They are not always comparable. They are locally and subjectively specific. They can be defined in this case as people's judgement and perceptions about those infected with HIV/AIDS. These indicators are typically obtained from less formal sources, such as interviews, attitude surveys, participatory rural appraisals, participant observations.

Sources of verification are sources that tell us whether we have attained the indicators or not. Sources could include health records available from clinics, questionnaires and survey, monthly reports, activity diaries, supervisory reports, focus group discussions, interviews with health care providers, interviews with both men and women in the community on their attitudes to those infected with HIV/AIDS etc.

e) Some examples of results indicators

Results indicators should tell the programme if it achieved the results that it set out to achieve, i.e. the coverage of the campaign, the quality of the message, the number of beneficiaries reached during or after the programme, the result of the campaign in terms of changes in knowledge, attitude, behaviour and practice. Results indicators require a comparison between the present and the past situation in order to determine to what extent the results have been achieved.

It is important to determine the gender impact of the campaign so that all outputs/results indicators should be disaggregated by sex, and if possible, also by age, ethnicity and socio-economic status.

Result 1: A communications / advocacy campaign focusing on reducing stigma and discrimination will have been designed by the end of year X.

Indicator: Gender stereotypes, norms, attitudes and practices as key influences on HIV risk behaviours will have been listed and published in an information leaflet and distributed to all households in the areas.

Indicator: By the end of year X, 1000 girls and 1000 boys from the local high schools will be able to recall or recite the slogan from the campaign, as verified by visits to schools and questioning both boys and girls.

Indicator: In the next two years, 10 local radio shows will have discussed the stigma associated with HIV/AIDS and had phone-in discussions on the matter, involving both male and female callers.

Indicator: By year X there will have been a 30% reduction in the number of women contracting HIV through marriage because of stigma and a reluctance on the part of both partners (particularly men) about being open about their HIV status prior to marriage. This will be verified through reports from health clinics on how HIV infection was transmitted.

Indicator: Both men and women infected with HIV/AIDS will use focus groups to express increased confidence about their lives in the community because there has been a decrease in stigma associated with being HIV positive.

Indicator: The number of boys and girls staying at home from school that are HIV infected will have decreased from XX no. as measured by the attendance roles at school. (The baseline data will have given a figure for how many children stay at home for this reason).

Possible points that it will be necessary to cover

a) Engendering the log frame

The Logical Framework planning matrix is often used as a project planning tool. The log frame describes in an operational way and in matrix form the most important aspects of a project. The log frame provides a way of checking whether the project has been well designed and whether it facilitates monitoring and evaluation. 'Engendering the log frame' involves identifying and accounting for gender in planning, monitoring and evaluating of projects. This process questions who actually participates in projects and why. It leads us to question whether the needs of both men and women are known and/or are being responded to.

Sometimes a project may have to focus on certain groups of women or men as a separate group. It also helps determine whether beneficiaries share the same or opposing agendas? It also helps assess whether beneficiaries had an input into monitoring and evaluating the project. The process requires that both women/men's needs are included in determining goals and objectives, that sex disaggregated data is identified and used in indicators and that gender roles and relations through the use of participatory methods are identified. It also emphasises that beneficiaries are not passive recipients but bring resources to a project through their time, knowledge and existing capacities. *Refer to the "engendered log frame" tool in 5.3, Section 4.*

b) Gender-sensitive goal

In order for a project to be gender sensitive throughout there should have already been a gender sensitive goal. For example, the goal of this project could be changed to "the vulnerability of women, men, girls and boys at the household level to HIV/AIDS and other infectious diseases will be reduced".

c) Project objective

The objective will state the specific end point resulting from one or more activities, such as the improved situation from the point of view of the project beneficiaries. The objective sets out what the project intends to achieve, therefore a gender sensitive project objective is vital.

"2000 boys and 2000 girls will have been reached by the community-based campaign to reduce household vulnerability through a school education programme"

“In the next two years 5,000 young male construction workers working on X infrastructure project will be aware of risky sexual behaviour that leads to HIV infection”

d) The expected results

Results are the benefits that the beneficiaries will receive due to the implementation of the project activities. The beneficiary should be defined. The results and the activities will together lead to the project objective being achieved.

Examples are included in the case study:

“A communications / advocacy campaign focusing on reducing stigma and discrimination will have been designed by the end of year X”

“A community-based campaign involving different local stakeholders focusing on the prevention of HIV/AIDS infection will be in place by year X”

“X number of home-based care projects providing support to people living with HIV/AIDS will have been set up”

“Guidelines for HIV/AIDS in the workplace that ensures prevention, care, treatment and support for staff and volunteers will have been developed”

However some of these are not very gender-specific as to whom the beneficiaries are - we could rephrase them as:

“A communications / advocacy campaign aimed at key leaders in the community, health clinics, men, women, boys and girls from the two main ethnic groups, focusing on reducing stigma and discrimination, will have been designed by the end of year X”

“A community based campaign involving different local stakeholders including women’s NGOs, men’s labour clubs, sex workers, focusing on prevention of HIV/AIDS infection will be in place by year X”

“X number of home based care projects providing support to both women and men living with HIV/AIDS and their carers will have been set up”

“Guidelines for both men and women for HIV/AIDS in the workplace that ensures prevention, care, treatment and support for staff and volunteers will have been developed”

“Each household, including female-headed households, will have received a copy of the information leaflet on HIV/AIDS infection.

e) Activities

Activities refer to the things that need to be done in order to achieve the expected results. An activity is composed of a number of concrete tasks, all of which target the same objective. It must be specified when the activity will take place, how long it will take and whether adequate resources are available for the activity, (CEDPA 1994). Sometimes specific activities are required to encourage women to participate in a project.

Activities should be planned taking into account factors that may limit acceptance of the project, including issues around culture. This would be when there are activities that may change traditions etc. Socio-cultural and gender-related beliefs and practices may limit the acceptance of project activities, if there is a perception that traditional roles will change.

A gender sensitive activity can be defined as one which can:

“Identify for both women and men their existing knowledge of how HIV/AIDS is contracted”

“Identify and document the reasons for the stigma associated with HIV/AIDS infection and who that stigma is targeted at”

f) Use of guidelines or checklists

Gender-sensitive guidelines or checklists can and should be developed by the National Society to help in the preparation of all project proposals. A short gender checklist with some factors that should be taken into account in the project planning process is included in the International Federation’s PPP Handbook. The section 4 of the training pack contains other useful tools, including a checklist from UNDP.

Other guidelines can be used, such as ‘Practices for Gender Integration in Organizations and Programs’ from the InterAction Community, which includes a handy checklist for gender integration in programme management and gives examples from the field. This can be found on the internet: <http://www.interaction.org/caw/gender/index.html>

References Health Section

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- UNAIDS Information on UNAIDS is available on the internet:
<http://www.unaids.org/about/index.html>
- UNFPA A Manual on Gender-Sensitive Indicators for Reproductive Health Programmes in India. Internet address:
<http://www.unicef.org/programme/lifeskills/reference/India/pdfs/39MGSI.pdf>
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- World Bank Checklist of essential and expanded services for women's health. Available on Internet: <http://www.worldbank.org/gender/resources/health.htm>

Other guidelines and resources

Various UN agencies have developed guidelines and best practices on a number of themes related to health care issues. For example, WHO, UNICEF, UNFPA, UNHCR and UNFPA state that women and adolescent refugees have the fundamental human right to receive the reproductive health service they need. They also recommend that reproductive health activities and services be implemented in full and integrated into existing relevant primary health care, community or protection services.

4. Principles and Values & Gender

Why does gender matter in the promotion of Red Cross/Red Crescent principles and values?

The Red Cross and Red Crescent Movement supports the individual and community values that encourage respect for other human beings and fosters a willingness to work together to find solutions to community problems. The seven Fundamental Principles of the International Red Cross and Red Crescent Movement are; humanity, impartiality, neutrality, independence, voluntary service, unity and universality. The Red Cross and Red Crescent aim is to influence the behaviour of the people they work with, through a better understanding of humanitarian values.

The rationale for integrating a gender perspective into the activities of the International Federation of Red Cross and Red Crescent Societies lies in the Movement's humanitarian mandate - to prevent and alleviate human suffering without discrimination. Gender equity ensures that there is no sex-based discrimination in the allocation of resources or benefits, or in access to services. A Gender Policy establishes guidelines for the Federation and individual National Societies to ensure that the needs of both men and women, whether as beneficiaries or participants, are taken into account in all types of Red Cross/Red Crescent activity.

It is essential that all Red Cross/Red Crescent volunteers and staff have a clear understanding of the values on which the Red Cross and Red Crescent Movement is based so that these values can be reflected in programmes. The four case studies in this section provide an opportunity for Red Cross/Red Crescent volunteers and staff (in National Societies, in Delegations and at the Federation's Secretariat) to re-evaluate these principles and values from a gender perspective and then integrate this perspective into their everyday work.

The case studies in the principles and values section

4.1 Cultural norms and Red Cross/Red Crescent principles	4.2 Female circumcision- where do we stand?	4.3 Sexual exploitation	4.4 Working directly with women when it is culturally difficult to do so
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The first case study examines cultural eating habits in a refugee camp and questions whether the Red Cross/Red Crescent should intervene when women's health is negatively affected by cultural norms. The Red Cross and Red Crescent Movement values its ability to deliver services in a neutral and impartial way. Placing value judgements on the cultural practices of a programme's target community could undermine these principles and impede service delivery. This does not however, exclude culturally-sensitive activities to raise awareness of how cultural norms can sometimes endanger the well-being of individuals within the community.

The second case study considers the controversial and difficult question of female circumcision. The subject is explored through a role play and questions centre on whether the Red Cross and Red Crescent should adopt an advocacy role or not.

The third case study deals with the area of sexual exploitation and sexual abuse, reviewing what action (immediate and preventive) should be taken in instances of allegations of sexual exploitation or abuse.

The final case study concentrates on the unique position of the Red Cross and Red Crescent Societies in being able to work directly with women when it is often culturally difficult to do so. This case study explores the relative values of programmes which advocate for change in cultural norms that promote inequality between men and women versus activities which concentrate on responding to women's practical health care needs.

Principles and Values

Case 4.1 - Cultural norms and the fundamental principles of the Red Cross/Red Crescent Movement

Introduction

The principle of *impartiality* states that the Movement makes no discrimination on the basis of nationality, race, religious beliefs, class or political opinions. It further states that the Movement is guided solely by needs in its endeavours to relieve suffering of individuals, giving priority to the most urgent cases of suffering and distress. The principle of *neutrality* ensures that the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

The first objective of food aid in a relief effort is to supply a ration of sufficient quality and quantity to secure a reasonable nutritional status for each individual beneficiary. Food relief should satisfy immediate basic food requirements and prevent the deterioration of nutritional status by providing an appropriate source of nutrients and calories.

The rationale for the Red Cross and Red Crescent being aware of gender issues is try to ensure equal access for men and women to services it provides. The organization should not try to change existing norms, except if a specific norm clearly affects the impact of the assistance in a given circumstance. In such a circumstance, staff and volunteers have a responsibility to try to find solutions, without getting too involved in discussions or attempting to change existing norms. Whether or not to challenge the gender norms that appear to discriminate against women in food relief is a complex issue and should be handled with great sensitivity.

Principles and Values

Case 4.1 - Cultural norms and the fundamental principles of the Red Cross/Red Crescent Movement

Case Study Handout

A recent survey has indicated that the nutritional status of the women and young children in the refugee community is very low. In response, a supplementary feeding programme has been established, involving the distribution of additional dry rations to households with individuals most at risk, mainly pregnant and lactating women and children under five.

As a community in exile, the refugee population's cultural traditions and beliefs have become even more firmly entrenched. Great respect is shown by women towards men and the tradition is such that food (cooked only by women) is served first to the men. Children are fed second. Women, given their subordinate position, eat last, consuming whatever remains of the meal.

The result of this tradition is that much of the supplementary food designated by the feeding programme for the women and children is ending up on the men's plates.

Your task

1. How do the Red Cross/Red Crescent principles of impartiality and neutrality shape the response of the National Society/Federation Delegation's staff and volunteers to the low nutritional status of the women and young children in the refugee community?
2. Given the situation in the refugee camp, should the Red Cross/Red Crescent intervene? And if yes, how could they do so? If no, why not?

Principles and Values

Case study 4.1 - Cultural norms and fundamental principles of Red Cross/Red Crescent Movement

Summary Learning Points

<p>Task 1: How do the principles of impartiality and neutrality shape staff / volunteer responses to the low nutritional status of women and young children in the refugee community?</p>	<p>People are socialized to accept that men require larger helpings regardless of the change in situation and it is difficult and complicated to try to change such cultural practices.</p> <p>The principles of impartiality and neutrality imply that the Red Cross /Red Crescent Movement may not, at any time, interfere in cultural practices. At the same time, the Movement's humanitarian mandate is to prevent and alleviate human suffering without discrimination. The case study illustrates that cultural eating practices can be detrimental to women's health and nutritional status, leaving women and young children vulnerable when there is not enough food to go around. In this particular case the Red Cross and Red Crescent must try to find strategies that redress the situation of women's low nutritional status without overtly attacking cultural habits.</p> <p>The design of the food distribution system requires a thorough understanding of the differences that exist from one family/household unit to the other within the refugee community.</p>
<p>Task 2: Given the situation in the refugee camp, should the Red Cross/Red Crescent intervene? And if so, how can they do so?</p>	<p>Any approach would have to respect cultural norms and men's need for self-respect and dignity without sacrificing the food needs of the household. Attempting to ask women to put themselves first may mean that men lose the respect that is ascribed to them within the household, so alternative ways of overcoming power relations within the household need to be found. Suggested practical ways of overcoming women's nutritional problems:</p> <ul style="list-style-type: none"> ▪ Use participatory gender analysis tools to illustrate energy requirements; ▪ Implement a wet feeding programme; ▪ Ensure all food is suitable and hence consumed; ▪ Get women to participate in the distribution process; ▪ Ensure all relief workers are aware of the situation and are culturally-sensitive.

Principles and Values

Case study 4.1 - Cultural norms and fundamental principles of Red Cross/Red Crescent Movement

Guide for facilitators

Objectives of case study 4.1

- To discuss gender issues within the framework of the Fundamental Principles and to look at 'gender' in terms of changing cultural norms.
- To reflect on how it might be appropriate to address gender issues when there are strong cultural norms in place.

How to organize a training session around case study 4.1

Time: 2 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the Case Study Handout each and give them time to familiarise themselves with the case - *5 minutes*.
- Present the 2 tasks for discussion in small groups. How the Red Cross/Red Crescent principles of impartiality and neutrality shape their response to the low nutritional status of the women and young children in the refugee community; and whether the Red Cross/Red Crescent should intervene, and if so, how could they do so?
- Divide participants into small groups and give them time to discuss the 2 tasks - *45 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest in a plenary session what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group.

Debriefing notes for case study 4.1

Task I: How do the Red Cross/Red Crescent principles of impartiality and neutrality shape the response to the low nutritional status of the women and young children in the refugee community?

a) Impartiality and neutrality

Food is often allocated to women because it is assumed that they can then control how it is used within the 'family'. Relief agencies believe that allocating food to women will increase the effectiveness of food aid because of women's role as producer and their role in food preparation. The culture and values that justify the differential distribution of food amongst family members reflect beliefs about the relative needs and contributions of different members of the household (Kabeer, 1994 in Voutira). People are socialised to accept that men require larger helpings regardless of changes in circumstances and it is difficult and complicated to try to change such cultural beliefs. Even if food is distributed directly to women rather than men, it will not automatically follow that women give larger portions to themselves and smaller to men. Hence, targeting women with food would not necessarily guarantee that women themselves would eat more, although it might mean that children would.

In this case, it is not important whether the food is allocated to women or not, the major issue is how much of the food women actually consume. The way the food is currently consumed has a particularly detrimental effect on women's and/or children's health. Malnutrition can be the base cause of major diseases and abnormalities and can lead to amenorrhoea. If women fall ill there can be a considerable impact on the rest of the family, young infants being particularly at risk.

One of the seven fundamental principles of the Red Cross and Red Crescent Movement is impartiality which states that the Movement "endeavours to relieve the suffering of individuals guided solely by their needs and to give priority to the most urgent cases of distress". In this case study, it is evident that the nutritional status of the women and young children is low and that these categories of beneficiaries should be a priority target for food relief.

The principle of neutrality ensures that the Red Cross and Red Crescent Movement may not engage at any time in controversies of a political, racial, religious or ideological nature. Although it can be argued that the way food is allocated is cultural, at the same time the Movement's humanitarian mandate is to prevent and alleviate human suffering without discrimination. If the refugee women themselves are discriminating in favour of men perhaps the food distribution programme needs to look at alternative strategies for ensuring food reaches and is consumed by women - i.e. wet feeding programmes/soup kitchens.

b) Going beyond the household

The way a household is organized and composed will have a direct bearing on the general and relief needs of different members of the household. It is not enough to take the household as a unit with 'one head', instead it is necessary to know about the make up of the whole household, the power relations and hierarchies. There is often a wide discrepancy between the standard view of the family and who is in actual fact dependant on whom. For example, a female-headed household that includes several grown-up sons is less vulnerable to certain predicaments than a household headed by a man with small children but no wife (Voutira, 1995). However if the cultural norm dictates that women eat last as in this case study, a household with fewer adult males will mean that women get more or better rations.

Relief workers must go beyond viewing the household per se but break it down into its constituent parts to identify the specific needs of specific individuals within it. The social relations that exist between members of the household have to be considered in advance to avoid food distribution programmes perpetuating patterns of differential impact on male/female beneficiaries.

Task 2: Whether the Red Cross/Red Crescent should intervene - And if yes, how could they do so?

a) Practical ways of overcoming women's nutritional problems

Whilst the main emphasis of this case study is on whether or not to interfere in gender norms which have a detrimental effect on women's health, some practical solutions to the problem of women's access to appropriate nutrition can be offered. Any approach would have to respect cultural norms and men's need for self-respect and dignity without jeopardising the food needs of the household. Attempting to ask women to put themselves first may imply that men lose the respect that is allocated to them within the household meaning alternative ways of overcoming power relations within the household should be found.

b) Use participatory gender analysis tools to illustrate energy requirements

One suggestion is to use participatory approaches within the refugee camp to explore women's nutritional status and consult with both men and women to determine their views on how best to approach the situation.

When discussing ration levels for men and women, there is a tendency to fail to take into account the amount of activity required by women to fulfil their domestic roles in a refugee situation (Waldron 1988). A participatory rapid gender analysis of the daily tasks could perhaps help to explain to all concerned why women require more rations, and highlight, for both men and women, energy requirements according to roles/activities. Perhaps using tools such as the 24 hour clock as an illustration of the typical tasks of men and women on a given day would be constructive. *Refer to gender-sensitive mapping tools, Section 4 and the "24 hour clocks of men, women, boys and girls" in 3.1, Section 4.*

c) Implement a wet feeding programme

Another way forward might be the implementation of a wet feeding programme for women and children whereby the women have to present themselves at a soup kitchen to receive food. However, feeding centres are often not suggested, because women with more than one child will not have the time to queue and feeding centres are frequently perceived as places where children go to die and are therefore avoided by mothers (GTZ, 1996).

d) Ensure all food is used

Ensuring that all food rations are fully appropriate and culturally acceptable is important. This implies no wastage and food rations being considered palatable by the beneficiaries. As all rations will be similar in size and content, it is easier to avoid a situation where men get the "best bit".

It is also important to ensure that women have the means to prepare the food in the ration (Voutira, 1995).

e) Get women to participate in the distribution process

Another solution would be to have women participating in the distribution process. However, in this case it is doubtful that having direct control over distribution would improve women's overall nutritional status as it would appear that the food supply is generally inadequate.

UNHCR asserts that in general, food distribution is more likely to reach all refugees in an equitable way when the usual pre-refugee systems for food allocation are used. Often this means that women who are usually responsible for food in their families should be centrally involved in food distribution in refugee settings (UNHCR, 1994: 10). The main issue then is that more food relief is required to ensure there is enough to go around.

f) Ensure all relief workers are culturally-sensitive

All relief workers would require some type of sensitisation to ensure that they were aware of the cultural context in which they were working, their expected neutrality and impartiality, and the particular situation regarding the low nutritional status of women and children.

g) Working with partners

It is useful to reflect on the practices of other organizations involved in relief. The World Food Programme for example, uses gender advocacy as a condition in its programmes. For example, they made funds to Afghanistan dependent on the inclusion of men and women. However, such an approach may not be relevant or acceptable for the Red Cross and Red Crescent unless WFP was the leading agency in the food relief operation.

Principles and Values

Case 4.2 - Female circumcision - where do we stand?

Introduction

Harmful traditional practices are broadly described as practices that have harmful effects upon the health and well-being of women, men and children and have usually evolved from long-standing cultural traditions. For women and girls, examples of harmful traditional practices include female genital mutilation (FGM), nutritional taboos, early marriage and closely-spaced pregnancies.

FGM is often considered to be the most harmful of these traditions and is often seen as priority issue which demands eradication through social and educational interventions. FGM or female circumcision, is the term used to describe the traditional practice of the partial or a complete removal of the external female genitalia. FGM can lead to serious health problems for women, girls and new-borns. It also restricts female sexual satisfaction.

Principles and Values

Case 4.2 - Female circumcision - where do we stand?

Case Study Handout

The National Society has an established community-based health care programme that focuses on mother and child health and the dissemination of primary health care messages (nutrition, protecting against diseases such as malaria, reproductive health issues).

The tradition of female circumcision is still being practised in the rural areas where the National Society is providing a primary health care service. In urban areas, however, where access to health education and school/college attendance is much higher (for both girls and boys) the practice has been more or less abandoned.

Circumcision is traditionally performed on girls of all ages, with some regional variations. In some cases it takes place just before marriage, in others, when the female child is still only a few days old. The excision, which can involve the removal of part or all of the female genitalia, is carried out by a recognised circumciser i.e. the community selects mature women in their middle years who are respected by the community. The cutting tools used range from pieces of broken glass to razor blades and thorns. Anaesthetics are rarely used although plant extracts and other mixtures of other naturally occurring substances are often applied to control the bleeding and heal the resulting wounds. The lack of sterile equipment and anaesthetics means the process can cause great pain and lead to serious infections of the urino-genital system. In some cases girls are literally deformed and yet it is only when menstruation commences or during childbirth that problems emerge.

Despite the fact that many of the girls and women have suffered both physically and mentally themselves from the practice, there is an overall tendency within the community to accept it as a rite of passage. For those who perform the circumcision, there are the incentives of a small fee and the feeling of having an important role in the community.

Your task

A donor is interested in channelling funding through the National Society's health care programme to advocate for the elimination of female circumcision.

In response, the Head of the Federation Delegation calls a meeting inviting key people in the National Society and beneficiary community to exchange their views on this sensitive issue.

You will be asked to role play this meeting in small groups. Each participant will be assigned a specific role and will be expected to address the issue of advocating for the elimination of female circumcision from the viewpoint of his/her particular character as outlined on the role card.

The Head of Delegation will chair the meeting and will ask all the participants to introduce themselves. However, you should not reveal your viewpoint until encouraged to do so. When you are asked for your opinion feel free to add to the role i.e. invent new dimensions. At this stage the Head of Delegation is neutral. Your task is to try and bring the Head of Delegation round to your way of thinking.

4.2 - Role Play: cut out each role & distribute

Head of Delegation

You are neutral. Your main task is to chair the meeting and ensure that everyone's views are heard. You may also find yourself having to defuse tension. On the basis of the views expressed today you will be advising the donor whether you will be accepting or rejecting the proposal. Be ready to respond accordingly when the facilitator asks if you have reached a conclusion or not and if so, what it is.

Start the meeting by introducing yourself and inviting the others to introduce themselves in turn. For your information the other roles include:

- * Senior Medical Officer (National Society)
- * Health Delegate (Federation Delegation)
- * Community Elder
- * Donor Representative
- * Member of the Community - parent of three daughters
- * Member of the Community - circumciser

Senior Medical Officer (National Society)

You know what the health risks are yet you do not support the campaign to persuade the community to abandon the practice of circumcision as you feel it's a community issue and too much part of the community's cultural traditions. However, you would support the provision of training circumcisers in the use of sterile equipment etc.

Health Delegate (Federation Delegation)

You personally feel that the practice of circumcision is barbaric although you would never say so. You are also aware that the health programme in general is under funded and would like to accept the donor's offer and channel the money into other activities. You wonder whether the donor would accept a different approach i.e. instead of a sensitisation campaign, you'd like to add a module on circumcision and associated health risks to the existing primary health care curriculum/training manual.

Community Elder

You are saddened by what you perceive to be yet another attempt to undermine your community's traditions. What right do Western donors have to sit in judgement on a practice that they don't understand. Circumcision is an important rite of passage and is purifying. You disagree that the process is mutilating and painful. You have never heard the community itself challenge the practice.

Donor Representative

You think the practice of female genital mutilation is an abuse of women's rights. You feel it is cruel and discriminatory. You can cite plenty of examples of women dying and being deformed as a result. You also know of other sensitisation campaigns that have had great success, in Senegal for example.

You freely quote the Convention on the Elimination of All Forms of Discrimination against Women and remind the National Society and community representatives that its government has signed this convention and that national legislation also includes provisions for the protection of women's rights. You mention too the fact that in the urban areas the practice has practically disappeared - this is progress!

Member of the Community - parent

A parent of three daughters, it is up to you how much of the following details you give.

Your eldest daughter nearly died last year after passing out after a particularly painful labour. The child was still born. A week after the delivery she started passing urine and faeces through her vagina. She was taken to the nearest health centre 50 kilometres away where the medical staff diagnosed a fistula, the result of a poorly performed circumcision prior to her marriage.

You are adamant that the practice should be abandoned. You are terrified that your other daughters will suffer in the same way.

Member of the community - circumciser

You have been carrying out circumcisions on girls for years. You reject the idea that the practice is painful and causes complications - you've never had a fatality. Besides, you were "excised" yourself at the age of 14 and can't see what all the fuss is about. You also enjoy the kudos that your role in the community brings you, not to mention the fee and other perks that come your way.

Principles and Values

Case study 4.2 - Female Circumcision - Where do we stand?

Summary Learning Points

Some issues to raise when debriefing participants of the role play

- Given the Red Cross/Red Crescent principle of neutrality which means the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature, the National Society should address female circumcision from a health point of view. Drawing attention to the serious health complications (physical and psychological) associated with FGM is an implicit way of raising awareness of a harmful traditional practice. The principle of impartiality, stating that the Movement is guided solely by needs also informs this approach.
- Strategies for dealing with FGM that have taken place in the past have included training and information campaigns, the training of trainers, mass media campaigns and networking with other institutions.
- If a campaign seems to indicate that there will be a ban on FGM, this could provoke a reaction whereby people might be encouraged to rush into circumcising their daughters.
- Typical training sessions on FGM include some or all of the following topics: the history of FGM; the religious position on FGM; health complications arising from FGM; psychological complications arising from FGM; economic costs of FGM; how FGM links in with HIV/AIDS; and the negative social impacts of FGM.
- Mass media campaigns have been successful in some countries in raising awareness of the harmful health effects of FGM.
- A recent trend in many countries is that FGM is now at least being discussed, whereas before it was a taboo subject.
- Establishing linkages with other organizations, including governmental institutions, is a promising way forward for the Red Cross/Red Crescent.

Principles and Values

Case study 4.2 - Female Circumcision - Where do we stand?

Guide for facilitators

Objectives of case study 4.2

- To discuss the controversial subject of female circumcision as a cultural norm in a neutral setting and which encourages reflection of the complexities of such an issue.
- To re-evaluate the role of advocacy and the role the Federation of the Red Cross and Red Crescent Societies plays in terms of gender-specific practices.
- To give participants the opportunity to reach an understanding of other people's viewpoints on female circumcision through enacting different roles in a neutral setting.

How to organize a training session around case study 4.2

Time: 2 hours

This case study deals with the sensitive issue of FGM. It will take place in the form of a role-play, where participants act out particular roles.

There are seven roles in total:

1. Head of Delegation
2. Senior Medical Officer (National Society)
3. Health Delegate (Federation Delegation)
4. Community Elder
5. Donor Representative
6. Member of the Community - parent of three daughters
7. Member of the Community - circumciser

- Assign roles/set up role play. Depending on the number of participants, there can be one, two or three simultaneous role play groups (of between 5-7 people) set up in different locations. Ensure there are also observers for each role play.
- Set the climate by introducing the case study and role play. Give the participants a copy of the case study each and give them time to familiarise themselves with the case - *5 minutes*.
- Allocate the roles and give each actor a copy of his role to read. Emphasise that they may get a role that they do not agree with but that the exercise is to examine a variety of points of view about the emotive issue of female circumcision - *10 minutes*.
- Give each role playing group some time to prepare - *20 minutes*.
- Introduce the role players to the observers.

- Ask participants to carry out the role play and monitor the time - *30 minutes*.
- After the role play thank the actors and ask them how they felt about the role play.
- Get observers' comments - ask how the situation relates to their own work situation and how they would approach the FGM issue in the Red Cross/Red Crescent - *20 minutes*.
- Summarise, ensuring the case study's objectives have been covered, as well as the main points in the facilitator's notes.

Materials:

- A copy of the case study for each participant
- A role card for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes for case study 4.2

One way to begin debriefing participants after the role play in this case study is to start with a discussion of what the group as a whole already knows about FGM (fact/anecdote/myth etc.). Issues will probably be raised about whether the practice is cultural or religious.

a) The health affects of FGM

The *senior medical officer from the National Society* and the *Health Delegate from the Federation* will probably outline the health affects of FGM. Some points that may be raised are that FGM is very common in many countries and is almost always a painful and terrifying experience. As well as being a traumatic and painful experience for young girls, female genital mutilation leads to several serious health complications. The most common of these include infection and septicaemia, which can result in death. Pain, urine retention, stress, and shock and damage to urethra or anus are also common health effects of FGM. Infectious and fatal diseases such as Hepatitis and HIV can also be transmitted though group circumcision ceremonies or through the use of unclean instruments. Long-term effects such as painful urination and urinary tract problems, bleeding, tetanus and many other infectious diseases are also common and can be fatal. Circumcision can affect women's ability to enjoy sex. Prolonged labour causes serious damage to new-borns, including brain damage and death. *The parent of the three daughters* will probably have referred to the suffering his daughters had to endure.

b) Where does the Red Cross/Red Crescent Movement stand?

Any action that has its roots in culture and that has been traditionally practised for several generations has an elaborate framework of reasoning and beliefs that support it. The *Community Elder* will probably raise points around the culture of the practice. This is why in the case study the *Head of Delegation* takes a neutral stance. Why should Red Cross and Red Crescent Societies be involved in this contentious cultural issue? Should National Societies advocate that the tradition represents an abuse of women's rights and is discriminatory?

As the principle of neutrality is central to the organization's mandate, raising awareness should be on the basis of health reasons alone - especially as these are plentiful and more than adequately support the elimination of FGM in their own right. The principles of impartiality, stating the Movement is guided by needs alone, also informs this approach.

c) Strategies for dealing with FGM

Many strategies have been put forward to address the harmful effects of female genital mutilation. Some include putting circumcision as a topic in primary health care training manuals or looking at ways of re-employing the women for whom performing circumcision provides an income and prestige i.e. training to become traditional birth attendants.

Several different approaches to changing popular opinion and educating the public to eradicate FGM have also taken place in many countries including training and information campaigns; training of trainers; mass media campaigns; and linkages with other institutions.

d) Training and information campaigns

Training and information campaigns are primarily designed to sensitise front line health workers and midwives. Traditional birth attendants are also often included. It has been found that some midwives discontinue the practice of FGM after specific training and information campaigns and others change the type of circumcision they perform to a milder form. These points can be raised with the *Member of the community - circumciser*.

On the other hand, sometimes midwives believe that such training and information campaigns indicate a strong push to ban FGM and to punish practitioners, therefore practitioners of FGM may be reluctant to answer truthfully about circumcisions they have performed. Such rumours have also encouraged people to rush into circumcising their daughters.

e) Training of trainers

A training of trainers' programme is designed to spread information and education about harmful traditional practices throughout communities using grassroots communication methods. Typical training sessions include some or all of the following topics: the history of FGM; the religious stance towards FGM; health complications arising from FGM; psychological complications arising from FGM; economic costs of FGM; how FGM links to HIV/AIDS; and negative social impacts of FGM.

f) Mass media campaigns

Television, radio, theatre, lectures, printed materials and public discussions are all channels for media messages on FGM, targeting various sectors of the population such as community leaders, midwives, religious leaders, doctors etc. Often the main objective of such campaigns is to raise awareness about the health effects of FGM. In many countries the radio is considered the most important vehicle for reaching rural populations. Radio programmes have provided a safe forum to broadcast discussions on the relationships between FGM and religion. Written materials are a popular medium for reaching younger people.

g) Linkages to other institutions

Establishing linkages with various bodies dealing with the FGM issue including governmental institutions, international and local NGOs and bilateral/multilateral agencies is another way forward. The purpose of networking is to disseminate FGM information and develop strategies for FGM eradication in as wide a variety of institutions as possible and to form coalitions on the subject.

h) Recent promising trends

A promising indicator of attitude change in some countries is that FGM is discussed more openly now in the media and is more widely discussed amongst women, men and young people. In the past the mere discussion of circumcision was very often taboo.

Data indicates a correlation between FGM, education and social class. The modern elite, are in some countries beginning to view FGM as '*shameful*' and '*backward*'. Nevertheless, this trend may cause some people to practice FGM in secret without ceremony. *The Donor*

should be aware of these points, if he is giving examples of other sensitisation campaigns that have had great success.

UNIFEM and FGM elimination in Senegal

In Senegal, a major drive to eliminate FGM was supported by UNIFEM and a number of other UN organizations. UNIFEM supported the development of a training kit on CEDAW principles to help empower women and the community to articulate the human rights issues around FGM. Participants in this advocacy effort included village elders, women, men, children and Muslim leaders. Forty-three villages pledged to abandon the practice as a result.

However, it should be noted that UNIFEM has a very different mandate to the Red Cross and Red Crescent Movement.

Information about CEDAW is available on the internet: www.un.org/womenwatch/daw/cedaw

Principles and Values

Case 4.3 - Sexual exploitation

Introduction

It is important that organizations have a culture which allows issues of sexual exploitation or abuse to be raised and addressed. Concerns need to be reported immediately, within days of the allegations at the very least. It is essential that all staff, volunteers and representatives reflect and ensure this culture of prevention and quick response to abuse within their organization. Managers have a specific responsibility to take immediate action once a concern is reported.

It is also necessary to have clear policies and procedures outlining what is unacceptable behaviour. The Code of Conduct for Staff of the Federation Secretariat provides such criteria and serves as a legal document. Nevertheless, even if policy and procedure documents exist, they need to be mainstreamed in daily operations to be effective.

Prevention is, in the longer term, the most effective way of minimising the sexual exploitation and abuse of people in vulnerable situations.

Principles and Values

Case 4.3 - Sexual exploitation

Case Study Handout

This case study concerns a refugee camp located in an Asian country. The refugees originate from a neighbouring country which they have fled because of an internal armed conflict.

The refugees have spent two years in the camp as the political solution to the conflict is still pending. The total number of refugees in the camp is 35,000. The camp is managed by the Red Cross/Red Crescent National Society (NS) in the host country. The camp is situated in a very remote part of the country, and external communication is difficult. 25 National Society staff members work in the camp, with 200 volunteers supporting them. Some of the volunteers come from the refugee population.

As technical support, the NS have 3 delegates from the Federation Secretariat working in the camp. One of the delegates is a relief delegate responsible for camp management another is a water and sanitation specialist and the third, a health professional. The delegates are all men.

All of the delegates, NS staff and volunteers have signed the Code of Conduct for staff and representatives.

One day, the Federation's Head of Delegation (HoD), who is located in the capital of the country, receives a call from the Secretary General of the NS. The Secretary General requests an urgent meeting regarding the refugee camp.

At the meeting the Secretary General informs the Federation Head that he has received a serious report from the refugee camp. The report alleges that sexual exploitation and/or the abuse of refugee girls/women in the camp has been taking place, and that a delegate and two NS volunteers are believed to be responsible. The report came from the NS staff member responsible for social welfare activities within the camp. She received the information through a social activity group for young refugee girls in the camp.

According to the report, one of the delegates is allegedly giving financial support to an unaccompanied refugee girl and providing her with housing outside the camp. The two volunteers named in the report are allegedly obtaining sexual favours connected with food distribution to the refugee community.

This is the first time that the HoD has heard of any such allegations, nor has he had any indication of the existence of such problems during previous visits to the camp.

The Secretary General of the NS is seeking advice and cooperation from the Federation's HoD on how to address the allegations. He views it as a very serious matter and wants to take immediate action.

Your task

1. How do you define '*sexual exploitation*' and '*sexual abuse*'?
2. If you were the Secretary General of the NS and/or the Federation's Head of Delegation, what action would you take? What kind of documentation would you use as support for taking action towards the delegate and the two volunteers?
3. What kind of preventive measures do you think could have been taken to prevent this type of situation occurring in the first place? Think of Human Resource initiatives.
4. What are the five most important preventive measures against sexual exploitation or abuse that you think an organization should implement when providing humanitarian assistance?

Principles and Values

Case Study 4.3 - Sexual exploitation

Summary Learning Points

<p>Task 1: Definition of sexual abuse & exploitation</p>	<p>“Sexual abuse” refers to “actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or coercive conditions”.</p> <p>“Sexual exploitation” refers to “any abuse of a position of vulnerability, differential power, or trust for sexual purposes; this includes profiting monetarily, socially or politically from the sexual exploitation of another.”</p>
<p>Task 2: The lessons learned about how to tackle sexual abuse & exploitation</p>	<p>It is important for managers to immediately determine the nature of the reported concern. If it is a suspected violation of the law it must be reported to the authorities. If substantiated as “only” a violation of the Code of Conduct, suspension of the alleged perpetrators during the time of the internal assessment should be undertaken.</p> <p>Consult/co-operate with human resources, legal departments and report to Risk Management and Audit department.</p> <p>Conduct an internal assessment/investigation to establish what has happened. Ensure survivors and witnesses are protected. Take written and signed statements. Terminate mission/employment if the alleged perpetrators are proven guilty. Compile a final report.</p>
<p>Task 3: Preventive actions from human resources point of view</p>	<ul style="list-style-type: none"> • Ensure a mainstreamed approach to prevention in Human Resources. Address the issue during recruitment and when obtaining references. Include in training, inductions and briefings. If needed, conduct specific training on the issue. • Ensure, as far as it is possible, a balance between men and women both as delegates and as volunteers. • Managers must ensure everyone is familiar with a Code of Conduct for staff if it exists. Clear reporting lines for staff and volunteers should be outlined. Also ensure there are Human Resource policies on sexual harassment etc. • And have clear instructions for those working in the field (in Delegations and National Societies) regarding disciplinary and grievance procedures related to sexual exploitation/abuse.
<p>Task 4: Preventive measures from a broad perspective</p>	<ul style="list-style-type: none"> • Conduct situation analysis/needs assessment to identify especially vulnerable groups such as unaccompanied children or single-headed families. • Co-operate with other humanitarian organizations such as jointly organizing specific training and exchanging ideas on good practice.

	<ul style="list-style-type: none">• Ensure that correct procedures are in place. See that the issue is covered in monitoring and evaluation exercises.• Provide accountability towards the refugees by keeping them informed about their rights and how they can forward complaints.• Ensure that the ways in which logistical procedures and the provision of security are organized within the camp facilitate rather than impede the protection of vulnerable groups from assault of a sexual nature.
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Principles and Values

Case Study 4.3 - Sexual exploitation

Guide for facilitators

Objectives of case study 4.3

- To understand why all staff and representatives of the Federation should be knowledgeable about the Code of Conduct for Staff, and recognize the significance of signing this Code.
- To understand the significance of having clear guidelines for reporting violations of the Code of Conduct for staff.
- To become familiar with the definitions of “sexual abuse” and “sexual exploitation”.
- To appreciate the value of taking preventive measures to minimize the risk of sexual exploitation or abuse.

How to organize a training session around case study 4.3

Time required: 3 hours

- Introduce the case study by explaining in a couple of sentences what it is about.
- Give the participants a copy of the Case Study Handout and give them time to familiarise themselves with the case - *5 minutes*.
- Present the tasks at the end of the case study - *10 minutes*.
- Divide participants into small groups and give them time to discuss the four tasks - *1 hour*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- If there are four groups, ask a specific group to be the main presenters for one of each of the four tasks. The groups not presenting on a specific point can add their own comments on the subject at the end of the presentation.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest what they learned from the exercise and what might be relevant to their own working environment.
- Summarise, ensuring the case study’s objectives have been covered, as well as the main learning points.
- Distribute the Code of Conduct for staff and other relevant materials.

Materials:

- A copy of the Case Study Handout for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 4.3

Task 1: Definition of sexual abuse and exploitation

The following definitions have been developed by the Inter Agency Standing Committee (IASC)

“sexual abuse” refers to “actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or coercive conditions”

“sexual exploitation” refers to “any abuse of a position of vulnerability, differential power, or trust for sexual purposes; this includes profiting monetarily, socially or politically from the sexual exploitation of another”

There is general recognition of the existing problem of sexual exploitation and abuse in humanitarian crises. The problem is broader and harder to define than initially assumed and, by its nature, is difficult to investigate.

Refer to the narrative report from the Inter Agency Standing Committee which is available on the CD-Rom version.

Task 2: What action should be taken? - Lessons learned about how to tackle sexual abuse & exploitation

Importance of clear guidelines on how to respond:

Depending on the nature of the reported concern, a number of options may exist from the moment at which the concern is first identified. A process of initial assessment is necessary in order to determine the details and nature of the reported concern.

It is possible that a concern:

- Diminishes when discussed with a manager or another member of staff;
- Can be addressed simply and directly and the cause of the concern removed;
- Relates to poor practice or professional misconduct, and may therefore be more appropriately dealt with by local management action or the organization's disciplinary procedures.

Where there are any suspicions or doubts remaining regarding the nature of the concern following initial assessment, the reporting procedure must be followed by involving the Human Resource Department, the Legal Department and sometimes also informing the Risk Management and Audit Department.

Beyond this initial assessment, decisions must be made on how the concern should be followed up, particularly in relation to external reporting. If there is a violation of applicable law, the case should be handed over to the local authorities, for example in the case of rape. In some cases, the laws in the country from which the person committing the crime originates can apply to offences committed by the national in another country. For example, if a delegate from Sweden sexually abuses a child in another country s/he can later on be prosecuted for that offence in Sweden.

In this case the indications are that there might be a violation of the Code of Conduct for Staff and Representatives, but not applicable laws. The information that something was wrong was picked up by a female NS staff member working in the camp. She had informed the refugee girls of their entitlements and they trusted her enough to relate the alleged abuse taking place.

The Secretary General and the Federation HoD should act immediately by taking the following steps:

- Suspend the delegate and the two volunteers and move them out of the operation. This is because the allegation has been judged as serious, which if substantiated will lead to the termination of their missions/contracts.
- Consult with the Human Resources and Legal Department in organizing an internal investigation.
- Notify the delegate and the volunteers in writing about the allegations towards them. Give them a fair amount of time to give their version of events.
- Conduct an investigation to establish what has happened. Make sure witnesses and potential survivors are protected (use this term instead of calling them victims which implies that they are without resources themselves, which may often be false).
- Ensure written and signed statements are obtained.
- If needed, use outside expertise to conduct interviews (i.e. with children).
- Be aware that according to the Code of Conduct a child is defined as someone below the age of 18 years of age, in line with the UN Convention on the Rights of the Child.
- If proven guilty the delegate and volunteers' contracts should be terminated and a clear note made in their files regarding their violation of the Code of Conduct.

Refer to "Standards for Investigation" and the "Code of Conduct for Staff" which are available as links in the CD-Rom version. The website of the Humanitarian Accountability Project: <http://www.hapgeneva.org> is also useful.

Task 3: Preventive human resource measures

a) Mainstreaming measures to prevent/reduce sexual misconduct

To be effective, measures to reduce sexual misconduct need to be integrated into the procedures and day-to-day work practices of the organization both in the field and at the Secretariat. It is imperative that all staff and representatives sign the Code of Conduct. Additionally, the issue of sexual exploitation and abuse should be integrated into Human Resource policies and practices:

- Recruitment - questions regarding abuse could be raised during interviews and references carefully screened for any allusions;
- Technical training, workshops or capacity building exercises - for example the organization's basic training and induction courses could include these issues as part of their programme, disaster management training could also include a session on the issue. It might also be appropriate to run specific training sessions on strategies for preventing/dealing with sexual exploitation and abuse;
- Briefings - for delegates going on mission;
- The signing of the Code of Conduct by all staff and representatives.

Refer to "Risk Management Checklist" from the Canadian Red Cross, included as Annex 5 and "Refugee Protection Training" from the Reach Out Project at www.reachout.ch

b) A balance between men and women

Ideally there should be a balance in the numbers of men and women working for the organization, including both National Society volunteers/staff and delegation staff (international and local). In this case study however, there was a majority of male volunteers working to deliver food and non-food items. If there had been more women, the frequency of men giving some women more food than stipulated and then at a later stage demanding sexual favours in return, could have been lower.

c) Code of Conduct and reporting of suspicions

It is the duty of the responsible manager to ensure that all staff are knowledgeable about the Code of Conduct for Staff and Representatives. It is also important that the manager ensures that all staff are familiar with procedures on reporting suspicions. Managers can follow up these issues during regular meetings with NS staff and volunteers and delegation staff working in the refugee camp.

Task 4: Preventive measures from a broad perspective

a) Situation analysis/assessment of needs

A situation analysis or assessment of needs can ensure that the organization identifies vulnerabilities to sexual exploitation and abuse. Such actions provide a basis for improved programme planning that minimises risk and opportunity for sexual exploitation and abuse. The use of sex and age-disaggregated data is a tool for such a task and could, for example, identify particularly vulnerable groups such as unaccompanied children and one-parent families. Special surveillance could then be carried out on these individuals.

b) Co-operation with other humanitarian organizations

Working together with other humanitarian organizations improves the quality and impact as well as encouraging the efficient use of resources. This could include sharing information and/or cooperation regarding specific preventative training, providing the same information to refugees and the sharing of good practice in general. *Refer to the Policy Statement from the Inter Agency Standing Committee, available on the CD-Rom version.*

c) Human resource procedures and monitoring

See information given above under Task 3. Issues around the risk of allegations regarding sexual exploitation and abuse should also be addressed in monitoring and evaluation activities.

d) Accountability towards the refugees

See the example of reporting under Task 2. It is important to ensure that the refugees are informed about their entitlements. The refugees also need to be informed about who they can go to go with a complaint. In this case, the allegations were voiced during a social activity for refugee girls being held in the camp. It is necessary to know how to support survivors of sexual abuse and exploitation and to know what type of support/assistance to offer them, when and how. Such services include the provision of counselling and health care including reproductive health.

e) Organization and security within the refugee camp

See Task 3 b) "Balance between women and men". Additional preventive measures can be taken when good logistical arrangements are made in advance. It might be constructive to locate sanitation facilities close to the living quarters in a refugee camp, and ensure that they are well lit and safe. Having reliable and sufficient security organized for those being provided with humanitarian assistance is vital. More specific examples can be found in the Sphere Handbook regarding minimum standards. This source is listed in the references at the end of this section.

Principles and Values

Case 4.4 - Working directly with women when it is culturally difficult to do so

Introduction

National Societies address the basic health care needs of numerous men, women and children, reducing their vulnerability and enhancing their health status.

Health needs tend to require immediate attention and health care services can save lives. Health care services also have the potential to improve individual quality of life.

While activities that address women's practical needs can make women's lives easier, they are unlikely to change gender inequalities. In fact, sometimes addressing practical needs may preserve and reinforce women's subordinate position. An example of this is the provision of credit for a women's income generation project which limits women to making traditional items for sale rather than providing them with training which could increase future earning capacities.

Other types of practical development interventions may reinforce women as the nurturers and care-givers, and men as the chief bread-winners. However, practical needs must be addressed before any other issues can be tackled.

Strategic needs are more long term and are related to status, decision-making, and education. Addressing strategic needs is more difficult because assumptions are often made about what these needs are and addressing them can challenge the prevailing balance of power between men and women. In some situations, addressing strategic needs involves changing political or religious thinking and structures.

A major question is whether responding to practical needs can provide a springboard for identifying and addressing strategic needs and how National Societies can deal with addressing women's strategic needs in an appropriate and sensitive way.

Principles and Values

Case 4.4 - Working directly with women when it is culturally difficult to do so

Case Study Handout

In country X women do not normally work outside their homes, with the exception of the health sector. The cultural context dictates that women should be tended by female health professionals (doctors/nurses etc.).

The Red Crescent Society runs some 48 health clinics with the support of the International Federation. The clinics are staffed by both female and male health workers. The Red Crescent is able to reach women and respond to their health needs, as well as those of men. Women and children under 5 comprise 80 percent of the total beneficiary group using these health clinics.

At these health care centres, training of trainers courses are given to midwives to enable them to train community-based traditional birth attendants (TBAs). These TBAs assist in deliveries, distribute delivery kits, register pregnant women and provide women with contraceptives.

The National Society's health programme also involves the use of first aid volunteers to mobilise women and children to have themselves vaccinated against various diseases. Female first aid volunteers are trained through their male relatives. Newly trained first aid volunteers are given a first aid bag and a manual. Female midwives and Mother and Child Healthcare (MCH) supervisors also take part in appropriate MCH refresher courses when they are offered.

Although the Red Crescent is working directly and indirectly with women and providing them with basic and practical health care skills, many other development agencies do not work in this country due to its difficult political situation.

Your task

1. Within your group, discuss the factors that enable the Red Crescent Society to continue to run programmes in Country X when other humanitarian aid agencies find it impossible to implement programmes in the context of a regime which does not grant basic freedom of movement and other rights for women.
2. Female first aid workers have been trained through their male relatives. Some might view this as perpetuating the pattern of inequality between men and women in the community. Alternatively, it could be viewed as a positive strategy for improving women's health status, which empowers women by increasing their knowledge of health issues and capacity to deliver care. What do you think? List your group's main points and opinions.

Principles and Values

Case study 4.4 - Working directly with women when it is culturally difficult to do so

Summary Learning Points

<p>Task 1: The ability of Red Cross and Red Crescent Societies to continue to provide humanitarian assistance in countries where other agencies opt out because the political regime compromises women's freedom of movement and other rights.</p>	<p>The National Society is already a known entity to the beneficiary population with its existing network of branches and community-based activities. Its staff and volunteers are local people who are likely to have an affinity with and an understanding of the beneficiary group's cultural heritage and the larger socio-political context. There is therefore already a built-in acceptance.</p> <p>As part of the Red Cross and Red Crescent Movement, the National Society in the case study acts in accordance with the Movement's seven Fundamental Principles. The National Society continues to be able to provide assistance because it is known to uphold the principles of <u>impartiality</u> and <u>neutrality</u>. National Society staff and volunteers carry out their work objectively regardless of their personal opinions of the political regime and the position of women.</p> <p>In many of the areas of the country where the case study is set, the Red Crescent clinics provide the only health care facilities for women. Many international NGOs choose not to provide assistance as a statement of disapproval of the regime and its attitude towards women. It is a difficult climate for the female staff of these organizations to function effectively in.</p>
<p>Task 2: Perpetuating the pattern of inequality and imbalance of power that exists between men and women in the community <u>or</u> a positive strategy for improving women's health status, which empowers women by increasing their knowledge of health issues and capacity to deliver care?</p>	<p>Although the first aid workers were trained through their male relatives, this was probably the only option. Some help is better than no help at all and the practical needs of women were addressed. This could also be seen in some way to be contributing to women's longer term strategic needs by providing them with skills and confidence.</p> <p>It would probably have been too difficult to work with women other than using the approach described in this case study. Advocacy of women's rights might have been viewed as subversive by the political regime and meant that the programme would not have been able to continue. This would also have undermined the Movement's principles of impartiality and neutrality.</p> <p>Regardless of the political situation and cultural norms, it is still very important to strive towards responding to men and women's strategic needs as well as their practical ones - even if the approach is implicit and progress very limited.</p>

Principles and Values

Case study 4.4 - Working directly with women when it is culturally difficult to do so

Guide for facilitators

Objectives of case study 4.4

For those working in National Societies:

- To examine the relevance of and discuss whether or not the National Society should continue to run programmes where the political situation is very difficult.
- To analyse and discuss how practical and strategic needs overlap, and whether in some instances it is better to be able to meet some practical needs rather than no needs at all.
- To reflect on whether the Federation of Red Cross and Red Crescent Societies can and should be involved in advocating for change in societies where gender inequality is the norm and women and girls are denied their basic rights to education and employment opportunities.

How to organize a training session around case study 4.4

Time: 2 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the case study each and give them time to familiarise themselves with the case by reading through - *5 minutes*.
- Present the questions for discussion, the relevance of the Red Cross and Red Crescent continuing to run programmes where other agencies find the situation for women difficult and the political situation difficult; and by doing so, whether the Red Cross and Red Crescent is perpetuating patterns of inequality or helping women?
- Divide participants into small groups and give them time to discuss the three issues - *50 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *5 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study for each participant. A copy of the seven fundamental principles of the Red Cross and Red Crescent Movement
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes

Task I: The relevance of Red Cross and Red Crescent Societies continuing to run programmes in countries where other agencies find it difficult

a) Unique position of the Red Cross and Red Crescent Movement

The fact that the International Federation of Red Cross and Red Crescent Societies is in a unique position to gain widespread access to countries in a variety of political circumstances is something to be celebrated. This is because of the Federation's strong network of National Societies which can operate at the grass-roots level and within a wide cultural context. It is also because of the guarantee that impartiality and neutrality will be adhered to in all Red Cross/Red Crescent activities.

In this case study the Red Crescent was able to provide essential basic health care to women. The fact that the National Society can benefit women in terms of improving their health status and for many, expand their skills base, demonstrates the added value of being part of an organization that is politically neutral.

The principle of neutrality implies that the Red Cross/Red Crescent Societies can benefit from the trust and confidence of all those they work with.

Neutrality also prohibits the Movement from engaging at any time in controversies of a political, racial, religious or ideological nature. Being neutral means that those working for the Red Crescent should never create or make worse any tension or conflict in the community.

If a dispensary run by a National Society also displays a religious affiliation in a country in which there is tension between the members of different faiths, many patients will no longer wish or dare to come for treatment. In other words, neutrality is a state of mind, an attitude that should guide every step taken by the Movement's components. Due to the nature of communication today, the violation of the principle of neutrality by one element of the Red Cross and Red Crescent Movement could easily affect the activities in other parts of the organization.

The Red Cross and Red Crescent Movement is independent. The National Societies, whilst being auxiliaries to the humanitarian services provided by their governments and subject to the laws of their respective countries, need to maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

b) Other development agencies and women's rights

National Societies have played an important role in maintaining a presence in countries where other agencies have found the political situation too difficult for their staff to work effectively. Red Cross and Red Crescent Societies have managed to keep providing

humanitarian assistance in countries where other agencies refuse to operate within the framework of a regime that they disapprove of.

Since the Fourth World Conference on Women in 1995, issues related to women's rights and gender equality have been on the agenda of many international development agencies, other relief organizations, and various governments around the world. In the late 1990s an increasing number of agencies made statements about gender and many endorsed gender and development policies, and plans of action. Some development agencies have given serious thought to factoring gender issues into the evaluation of a programme's suitability for funding and have refused to fund or work in particular countries unless critical issues relating to women's lives are addressed. For instance, they may require that everyone has access to education, and that women's personal status and political rights are equal to men.

There is also increasing international pressure for organizations providing humanitarian assistance to distance themselves from authoritarian regimes. Some refuse to work under particular dictatorships (although they may work under others). It could be argued that some humanitarian organizations are exercising their political power with respect to the resources they have and which group they decide to give it to. The provision of assistance can also be based on certain conditions being fulfilled.

c) Positive outcomes of continuing to work where other agencies do not

Many countries have high child mortality rates with a lot of children not making it to their fifth birthday. Helping to bring these rates down is a positive outcome for the Red Crescent. Mother and child health is a priority for many clinics for the National Society in this case study. Workshops are given to teach nurses about nutrition, growth monitoring, ante-natal care, family planning and midwifery skills. In a country with few NGOs and development agencies offering services, Red Crescent clinics are the only option for poor people. Private consultations are unaffordable for the majority of people in many countries. Hence the Red Crescent is responding to men and women's basic health care needs and this is very much appreciated by people in dire situations.

Task 2: Perpetuating patterns of inequality or helping women

a) Is some help better than no help?

In the case study, female first aid workers were trained through their male relatives. There is no right answer to this question as to whether this perpetuates the pattern of inequality and imbalance of power that exists between men and women in this society or if it improves women's health status, which empowers women by increasing their knowledge of health issues and capacity to deliver care.

If many other international NGOs and organizations choose not to operate inside country X then, very little, if any, kind of humanitarian assistance will be delivered to women at all. One could argue that they are therefore not helping women in any way, so the question is whether any strategy that reaches women is better than none at all?

b) Addressing practical health care needs or strategic needs

The National Society in this case study did not explicitly draw attention to women's inequality or overtly set out to address inequality. Instead it attempted to address women's practical health care needs. Whilst identifying women's practical health care needs is very important, defining measures to meet women's strategic gender needs is a completely different matter. Strategic needs arise from an analysis of women's subordination to men within the cultural context. Devising measures to meet strategic gender needs is extremely difficult because it requires addressing complex structures and ideologies. This may undermine the Red

Cross/Red Crescent's principles of neutrality and independence. *Refer to "planning to emphasise practical and strategic needs" in 5.1, Section 4.*

It can be argued that the Red Crescent would probably not have the capacity to bring about meaningful change in terms of radically altering the situation of women. Nor is it in the National Society's mandate. A pragmatic and tactical response took place, rather than an ideological and political one.

One of the problems in attempting to define women's strategic needs in country X, as in all contexts, is that women's own view of their real needs often differs to women's needs as perceived by humanitarian organizations. In other words, the Red Crescent Society's staff and volunteers may think they know what women's strategic needs are, but women themselves may define a different set of strategic needs and view their political regime in a different way. Not forgetting that different categories of women will hold different opinions about what their needs are.

c) Advocating for women's rights or impartiality

The Movement promotes the principles of impartiality and humanity. It therefore supports the view that everyone, regardless of sex, race, age, religious belief etc. should enjoy the same basic rights (i.e. have equal access to resources such as education and health care). However, in this case, it is important to tread carefully as the advocacy of women's rights could be viewed as being subversive and compromise the National Society's programmes.

In situations such as the one presented in this case study, the Federation can work with the National Society to identify relevant and acceptable strategies that reflect the Movement's principles and values. Perhaps it is more appropriate not to have a high-profile sensitisation campaign in such a country but to look for less explicit ways of improving the situation of women. This could happen overtly. For example, introducing a reproductive health project to address the need for family planning might enable women to have greater control over their reproductive lives and have a larger role in decision-making within the family.

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- Website of "Reach Out" - a refugee protection training project: <http://www.reachout.ch/>

Documents included on the CD-Rom

- Risk Management Checklist from the Canadian Red Cross;
- Federation Code of Conduct for Staff;
- "Standards For Investigation" - Federation's Risk Management & Audit Department;
- The Policy Statement from the Inter Agency Standing Committee;
- Narrative report from the Inter Agency Standing Committee;
- Plan of Action from the Inter Agency Standing Committee;
- "Prevention and Elimination of the Abuse of Power" - for Federation staff use.

- Child Protection Reporting & Investigations: Procedure and Guidance for Managers - from Save the Children;
- “Note on evidence in child protection investigations” - from Save the Children;
- The “Humanitarian Charter and Minimum Standards in Disaster Response” from the Sphere Project.

5. Gender Mainstreaming

Why should gender be mainstreamed?

Gender mainstreaming is a strategy for achieving the Federation's goal of ensuring that all Red Cross and Red Crescent activities, whether at National Society, Delegation or Secretariat level, benefit men and women equally and encourage the equal participation of men and women. Gender mainstreaming refers to the systematic integration of men and women's respective needs, interests and priorities in all the organization's policies and activities. This rejects the idea that gender is a separate issue and something to be tacked on as an afterthought. It implies that an organization incorporates gender concerns into every aspect of its work.

However, gender mainstreaming does not cancel out or counter the need for women-specific activities when required. An analysis of the situation of women in a particular setting and sex-disaggregated data are also required to support gender mainstreaming.

There is sometimes confusion about what gender mainstreaming means in real terms for staff in an organization and what the prerequisites are for making it happen. Management commitment and support for gender mainstreaming are essential. All staff and volunteers need to understand what gender awareness is and how it relates to their work. An organization's internal processes should be structured to facilitate a gender perspective in its day-to-day activities. An example of this is a system which insists on gender sensitivity in the planning and evaluation of projects. Whatever the subject area, programme planners need to be skilled in gender analysis and include a gender perspective in their work.

Another important issue is ensuring equal opportunities in the recruitment and working conditions of staff and volunteers. Ways to ensure this can include: attracting a diversity of applicants; using selection methods that attract both male and female staff; adopting gender sensitive language in induction and training of staff; including gender sensitivity in staff performance appraisal systems. One implication of this would be that all hiring managers were assessed against the level of equal opportunities in their teams and the inclusion of gender analysis in their service areas.

The case studies in the gender mainstreaming section

5.1 Choosing WID or GAD projects

5.2 A gender audit of an organization

5.3 Role of gender focal points

5.4 Volunteering and gender issues

The first case study outlines the differences between projects that concentrate on women in isolation to men, and projects that adopt a gender perspective. How both types of project contribute to a gender mainstreaming strategy is discussed.

The second case study looks at how to establish a baseline for gender mainstreaming in a National Society through conducting a gender audit/scan. What to assess in such an audit is considered, with some suggestions on how to gather the relevant information.

The third case study focuses on gender mainstreaming and the role of gender focal points within an organization. It looks particularly at how the role of a gender focal point should be used as a catalyst for gender mainstreaming, rather than expecting the focal points to be responsible for everything related to gender within the organization.

The final case study examines the composition of volunteer teams that undertake home visits to a refugee population in a western European city. The case study examines cultural perceptions of refugees towards both male and female volunteers and how this influences the make-up of home-visiting teams. This links in with the wider theme of how the promotion of gender balance among staff and volunteers can improve the quality of services.

Gender Mainstreaming

Case 5.1 - Choosing WID / GAD projects

Introduction

The term 'women in development' (WID) emerged in the early 1970s when it was argued that 'modernisation' was impacting differently on men and women. Instead of improving women's lives, some development projects appeared to be contributing to a deterioration in the position of women in relation to men. The WID approach focused on the integration of women into development projects.

In the 1980s the 'gender and development' (GAD) approach evolved as an alternative to the earlier WID-focus. The GAD approach acknowledged that development projects affect men and women differently because of men and women's different roles and responsibilities. Gender analysis began to be used as a systematic way of identifying the importance of gender in the designing of projects.

This case study examines the impact of different projects and relates to the type of approach taken in the project proposal. It is useful to anticipate at the project planning stage what the potential, long-term, gender-related effects will be of adopting either a WID or GAD approach. It is also interesting to reflect more generally on which kind of approach the Red Cross/Red Crescent wishes to promote in the programmes it provides to beneficiaries.

Gender Mainstreaming

Case 5.1- Choosing WID / GAD projects

Case Study Handout

Your task

A wealthy dignitary has bequeathed a sum of money to be used on programmes that promote women and address gender issues. You are on the committee responsible for evaluating the suitability of requests to make use of this funding. The fund is not exhaustive and there is only enough money to finance four projects.

1. Which of the following list of projects appear to be adopting a Gender and Development (GAD) approach, and which seem to have a Women in Development (WID) focus?
2. Which projects would you chose if you had enough funding to select 4 out of the 7?

(The list of projects can be found on the following two pages)

Participant Handout

Project A: Refuge for Battered Women

The purpose of the centre will be to enable disadvantaged women and women in particularly difficult circumstances to resolve their problems and enable them to function normally in society by helping them regain their self-worth and dignity through the provision of protective and rehabilitative services. This includes the provision of free accommodation in the centre, meals and basic necessities, counselling, medical services and livelihood skills development.

Project B: Gender Sensitisation Training

To run a series of workshops for staff from the branches to enhance gender awareness, identify strategies for integrating gender issues into all National Society programmes and activities, to create a network of gender contact persons at national and branch level and to co-ordinate initiatives and programmes on gender at national and branch level.

Project C: Mothers' Clubs

To set up a series of mother's clubs to be used as a forum for training women in child care, nutrition, personal hygiene, environmental sanitation, and first aid. Through this initiative the programme hopes to reduce women's vulnerability to disasters by developing their skills and capacity to deal with disasters.

Project D: Livelihood Project - Rearing Cows

To provide female beneficiaries with the opportunity to enhance their socio-economic status through developing their skills in livestock management. The programme intends to provide women with training in how to rear calves and look after heifers that are in calf. The hope is to provide some 130 female beneficiaries with livestock and the relevant training.

Project E: Training for Teenage Girls

To add to the existing education programme for women run by the women's department of the National Society by providing vocational courses for teenage girls. Courses will include first aid, typing and secretarial skills in Arabic and English, sewing, cooking and the art of decoration. It is hoped that this will enhance girls' prospects of finding employment as part of a drive to address social/family problems generated by poor education and low socio-economic status.

Project F: Reproductive Health Project

To address the reproductive health needs of women in an emergency situation. Specific objectives are to prevent and manage the consequences of sexual violence, to prevent HIV/AIDS transmission through the enforcement of universal precautions and the distribution of condoms and to ensure safe deliveries (training and distribution of delivery kits). This will enrich the existing Primary Health Care programme.

Project G: Membership Drive

To reinforce the National Society's commitment to women by increasing the number of female members. 12 district branches have been targeted for gender awareness activities with the objective of increasing women's involvement by 10 percent. The gender awareness activities will ensure that everyone understands why the National Society has this objective. Women's sub-committees will be established to monitor the situation.

Gender Mainstreaming

Case 5.1 - Choosing WID/GAD projects

Summary Learning Points

<p>Task 1: Which projects appear to be adopting a Gender and Development (GAD) approach, and which seem to have a Women in Development (WID) focus?</p>	<p>Project A: Refuge for Battered Women - WID focus Project B: Gender Sensitisation Training - GAD approach Project C: Mothers' Clubs - WID focus Project D: Livelihood Project - Rearing Cows - WID focus Project E: Training for Teenage Girls - WID focus Project F: Reproductive Health Project - WID focus Project G: Membership Drive - <i>GAD approach</i></p> <p>WID approaches tend to isolate women, treating women as a separate target group. Women are not viewed in terms of the dynamics of their relationship to men. WID projects therefore do not really address the issue of women's long term needs.</p> <p>Nevertheless, special projects for women may be appropriate if the local situation requires it and where cultural traditions do not allow men and women to work together. Projects focusing on women may also be relevant where the situation has changed due to a disaster - women have to adopt new roles and are now expected to do traditional 'male' tasks.</p> <p>Projects that adopt a GAD approach or attempt to mainstream gender ensure that women's needs are seen in relation to men, and try to ensure that a broader range of people are involved in finding 'solutions' to needs.</p> <p>Regardless of the project idea, the strategies to meet the project goals can be examined in terms of whether they attempt to address men and women's longer-term needs, or short-term needs.</p>
<p>Task 2: Criteria for choosing 4 projects out of the 7.</p>	<p>An important criterion is whether the needs are identified by men and women themselves. Projects developed along such lines tend to be more effective than projects developed by outsiders defining needs.</p> <p>Projects that try to engage men in understanding the needs of women are often recommended because many projects in the past have failed due to not focusing on men and on power relations between men and women.</p> <p>In general, when designing projects, care must be taken not to view women as a homogenous group. Instead, women as a whole should be broken down into different categories according to factors such as: high/low income; marital status; pregnant/ breast-feeding; ethnicity; age, etc.</p>

Gender Mainstreaming

Case 5.1 - Choosing WID/GAD projects

Guide for facilitators

Objectives of case study 5.1

- To distinguish between the approaches of Gender and Development (GAD) and Women in Development (WID) in relation to sample project ideas.
- To consider whether Red Cross/Red Crescent projects can or should manage to meet both women's practical and strategic needs i.e. meeting basic needs in a gender sensitive way and empowering women through programmes.
- To consider why projects sometimes do not turn out as planned and compare opinions on how to mainstream gender into projects.

How to organize a training session around case study 5.1

Time: 2.5 hours

- Write WID and GAD on a flip chart, ask participants what they think each acronym stands for or use warm-up activity "Matching Definitions " from Section 2.
- Give a brief overview of WID/GAD approaches.
- Introduce the case study by outlining that it contains a series of project ideas and we have to decide whether each project idea takes either a WID or a GAD approach.
- Give the participants a copy of the case study each and give them time to familiarise themselves with the case - *5 minutes*.
- In groups ask participants to discuss which projects appear to be adopting a GAD approach and which seem to have a WID focus. Ask them to prioritise 4 of the 7 projects for funding - *45 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *5 minutes for each group*.
- List the 4 most popular projects and discuss why they were so appealing - *15 minutes*.
- Give time for participants to suggest what they learned from the exercise and what might be relevant to their own working environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study 5.1 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 5.1

Task I: Which of the projects appears to be adopting a Gender and Development (GAD) approach, and which seem to have a Women in Development (WID) focus?

- | |
|---|
| <p>Project A: Refuge for Battered Women - WID focus</p> <p>Project B: Gender Sensitisation Training - GAD approach</p> <p>Project C: Mothers' Clubs - WID focus</p> <p>Project D: Livelihood Project - Rearing Cows - WID focus</p> <p>Project E: Training for Teenage Girls - WID focus</p> <p>Project F: Reproductive Health Project - WID focus</p> <p>Project G: Membership Drive - GAD approach</p> |
|---|

a) What is “Women in Development” (WID)?

“Women in Development” (WID) is an approach that emerged in the 1970s to deliberately target more development resources at women. Apart from helping to direct resources specifically at women the WID movement helped to raise awareness of the different needs, constraints and priorities of women.

Projects that adopt a WID approach are targeted at women and treat women as a separate and often homogeneous group. On the basis of the information given in the case study, Projects A, C, D, E and F could be considered WID projects.

As the Federation’s Gender Policy states, the primary task is to ensure gender sensitive programmes. However, National Societies and Federation Delegations may also make a deliberate decision to implement projects to assist special groups of men or women if local situations so require. Hence, it could be argued that projects A, C, D, E or F are in line with the Gender Policy of the Federation.

b) What is Gender and Development (GAD)?

Gender and Development (GAD) approaches emerged as a result of many WID projects failing to really address the situation of women in a more long term way. Gender refers to the social roles of both women and men and GAD approaches specifically acknowledge a distinction between the biological and social differences of men and women. GAD projects do not focus on women as an isolated group, but on the roles and needs of both men and women and how gender affects the distribution of resources amongst men and women.

Hence projects that adopt a GAD approach move away from addressing women's issues in isolation towards involving men in the search for solutions to women’s problems. Men can often constrain or enhance women's options and should therefore be involved in identifying

problems and solutions. GAD projects require inputs from both sides in order to effect the changes needed to achieve greater equality between women and men. Such a process might include examining both men and women's relations with institutions (such as the National Society or the government) and how their different relations with institutions affect the distribution of resources. A GAD approach also focuses on the structures and rules that mitigate against women and which lead to an unequal distribution of resources and power. Projects B and G would probably reflect a GAD approach.

c) What is gender mainstreaming?

More recently, mainstreaming gender into development projects has become the rhetoric of development planners, where women are integrated into mainstream projects rather than establishing separate women's projects.

Some project planners describe mainstreaming as addressing gender issues within existing development projects, where each project activity is adapted to take women and gender concerns on board. Other organizations consider gender mainstreaming to imply transforming the way things are done, so that inequality is no longer perpetuated through systems. Given the principles of impartiality and neutrality, National Societies strive for gender equality through projects that ensure there is no sex-based discrimination in the allocation of resources or benefits or in access to services. The Gender Policy of the Federation of Red Cross and Red Crescent Societies states that the goal is to ensure that all Red Cross and Red Crescent programmes benefit men and women equally, according to their different needs.

d) Practical and strategic needs

Projects are developed to respond to needs. As the Federation's Gender Policy states, there is a need for institutional procedures to treat the needs of boys, girls, men and women equally. A useful way of considering needs is to categorise them into practical and strategic needs (Moser, 1989). Practical needs are immediate and material. In comparison to men, women's practical needs are often identified as focusing on the domestic arena - shelter, clean water supply, food and health care. While practical interventions can address women's short-term needs, they may not change women's position in society in the longer term.

Strategic needs are concerned with changing the position of women in society. Strategic needs are long-term, related to unequal access to economic resources and participation in decision-making processes that affect people's lives. Addressing strategic interests for women may challenge the prevailing balance of power between men and women. Raising women's awareness of their legal status is an example of an action that addresses a strategic need. The consequence may be that a refugee woman can herself apply for residency independently of her husband or father.

Practical and strategic needs are linked. However, a focus only on addressing practical needs may sometimes reinforce inequitable divisions of labour. For example, projects that only facilitate training for women in traditional areas such as secretarial skills and typing reinforce her role as subordinate to men in business.

Emphasising practical and strategic needs in planning means that a project is analysed or the activities reviewed in relation to the roles of women and men and according to whether the gender needs being responded to are practical or strategic. This methodology can highlight the shortcomings in the way projects are designed and can be a useful activity to show that all projects, regardless of their project objectives, have a gender implication whether such a gender implication is explicit or implicit.

Task 2: Criteria for choosing 4 projects for funding

A mainstreaming strategy does not rule out funding for specific projects for women (or for men), as long as they do not unintentionally add to women's work load without significant compensation. Historically, people have opted for gender mainstreaming as a reaction to a sustained period of women being excluded or disadvantaged in relation to resources and decision-making. Past imbalances do need to be redressed and effort made in order to focus on women's situations and women's views. However, it is increasingly recognised that focus must also be on men as well as women, and the relations between men and women in order for real and meaningful mainstreaming of gender concerns to occur.

As outlined previously, planned projects can also be categorised and analysed according to whether or not they adopt a WID or a GAD approach. Projects however, do not necessarily 'fit' neatly into being either a WID or a GAD project. Questions can be asked as to whether the project will mainstream women into existing processes and whether they are responding to practical or strategic needs. It is difficult to provide a comprehensive assessment of the approach outlined in the project summaries based on the limited amount of information they provide. For instance, a seemingly WID focused project may be a component of a larger project. Gender mainstreaming strategies still call for women-specific projects when there is a need, and these projects are also very important for National Society beneficiaries.

Often, if a project is adopting a WID approach, it may seek to answer women's short term needs rather than address her position in society. Thus, projects can be examined in terms of whether they attempt to address men's and women's longer-term needs, or short-term needs. Whether the needs are identified by men and women themselves is another important question. Projects developed as a result of men and women themselves identifying their own needs are more effective than projects developed by outsiders defining needs. Points about each of the project ideas are included below:

Project A: The refuge for battered women does not in itself address the problem of violence against women although it definitely strives to meet the practical needs of women suffering from domestic violence. It may give temporary relief but will not automatically be able to address the deeply embedded reasons behind the impulse some men have to lash out at women or why some men consider women inferior to men. The project might like to extend its remit to consider launching an awareness campaign on violence against women. However, if the case study had provided more details on the project, there might be evidence to illustrate exactly which types of power dynamics in relations between men and women are relevant (i.e. result in women/wives being battered and need to be stopped).

Project B: Projects that focus on sensitisation and training will have a potentially wider audience and longer term impact, hopefully ensuring that gender concerns are taken into account. In the Federation's Gender Policy it is specifically recommended that strategies are designed for capacity building in gender mainstreaming as part of institutional development programmes, with a special attention being given to staff training on gender analysis skills.

Project C: The overall goal may be for more efficient processes, such as the project related to mothers' clubs implies. This project appears to be related to increasing mothers' efficiency rather than related to men and women sharing decision-making powers with respect to nutrition, personal hygiene, environmental sanitation etc.

Project D: There are many examples of income generation projects that have failed to generate significant income as women are already 'involved' in multiple tasks, of which some are income-generating. In Project D, the livelihood project for rearing cows can actually increase demands on women without increasing access to resources. In the livestock project, questions would need to be asked about resources for calf rearing such as access to

land, bulls for fertilisation and who would decide how and when the livestock would be sold etc.. Women are often already 'over-burdened' in terms of their roles within the household and they increase their share of work in the household when they undertake additional income-generating activities. Often, income generation projects reinforce the existing gender division of labour and add to women's productive burden, whilst doing nothing to reduce the burden of their other tasks.

Project E: Women's issues need to be tackled in an integrated manner, not in isolation. Targeting teenage girls in Project E seems to concentrate on first aid, typing and secretarial skills, sewing and cooking which may tend to over emphasise the traditional role that women perform and does not present women with new skills for employment opportunities in a rapidly changing world.

Project F: It is necessary to remember that women's reproductive health needs change over time. Even women of similar ages also differ in their reproductive health needs. When designing projects, care must be taken not to categorise women as one homogenous group, but consider the variables of high/low income, marital status, pregnant/breast-feeding, ethnicity, age etc. Projects should not attempt to 'lump' women together.

Project G: Projects that try to engage men in understanding the needs of women are often recommended because many projects in the past have failed to focus on men and on power relations between men and women. Concentrating on women means that men, their roles and the relations between men and women tend to get overlooked. Project G attempts to involve men, by explaining to both men and women why increasing the number of female members is a priority for the National Society.

Gender Mainstreaming

Case 5.2 - A gender audit of an organization

Introduction

A gender audit signals management commitment to gender mainstreaming and should help to achieve a consensus amongst all staff and volunteers on why gender mainstreaming is important for the National Society, what it means, and which challenges need to be addressed.

Before conducting a gender audit/scan, the main objective of the exercise must be clearly outlined. For example, whether it is to assess all current services and establish a baseline on gender mainstreaming or to concentrate more on the promotion of organizational learning at the individual and team level on how to incorporate a gender perspective in all programmes and procedures.

Gender Mainstreaming

Case 5.2 - A gender audit of an organization

Case Study Handout

A National Society has decided to endorse its policy commitment to gender mainstreaming. Although many of the programmes are women-specific (i.e. the mother and child health care programmes), the National Society wishes to ensure that a gender perspective is incorporated into all the services it provides. This means ensuring men and women's needs are treated equally and that both men and women are given an equal opportunity to participate (beneficiaries and staff/volunteers).

As a first step, the National Society has decided to audit all its current services from a gender perspective and establish a set of criteria for measuring the degree to which gender is being mainstreamed in existing programmes. In an initial meeting of key programme managers to discuss how to proceed, there was disagreement over which criteria to work with first. Some felt that a good indicator of gender-mainstreaming would be statistics indicating the numbers of male and female beneficiaries using the National Society's services (for example, in disaster response programmes).

However, as someone else in the meeting pointed out, data has never been broken down according to sex before and only rough estimates exist of the male/female composition of beneficiary groups.

The chair decides to adjourn the meeting and sets up a committee whose task is to pool together ideas for a proposal on a gender audit. The proposal has to present a rationale for a gender audit and identify meaningful criteria against which to measure existing programmes for gender mainstreaming.

Your task

You are members of the committee tasked with formulating a proposal for how to conduct a gender audit of existing programmes.

1. Discuss what a gender audit implies for the National Society. What is the value of carrying out a gender audit? What will the National Society gain from carrying out a gender audit of its programmes?

2. Identify topics/areas/issues that you would attempt to assess when conducting your audit.
3. Discuss in your group what methodology you would use for conducting a gender audit (i.e. how would you actually obtain the information for the audit?)

Gender Mainstreaming

Case 5.2 - A gender audit of an organization

Summary Learning Points

<p>Task 1: What do you think conducting a gender audit implies for a National Society? What is the value of a gender audit?</p>	<p>A gender audit is an exercise which reveals where the National Society's strengths lie. It is also a process which helps identify which procedures may require adjustment to ensure procedures themselves are not undermining gender mainstreaming.</p> <p>Conducting a gender audit means that the National Society must first have a clear idea of the objectives and purpose of carrying out such an exercise i.e. to identify areas needing improvement with the ultimate goal of being more effective at meeting the needs of all beneficiaries both men and women, girls and boys. For an audit to succeed in this objective, management needs to be committed to improving gender mainstreaming in the National Society.</p>
<p>Task 2: Topics/areas/issues that you would attempt to assess when conducting a gender audit.</p>	<p>Examine the NS mandate and any national policy or commitments with respect to gender mainstreaming.</p> <p>Look at the culture and structure of the National Society:</p> <ul style="list-style-type: none"> • Is management committed to gender? • Are staff on board, involved? • Where are the gender specialists located? • To what extent does the language of the organization i.e. reports, publications, proposals reflect gender? • Think about images and symbols. • Is data sex-disaggregated? • How is the work place organized? • Are staff members aware of the contents the Federation's Gender Policy? <p>Look at human resource practice and policy: Check if there is a commitment to promoting both male and female staff and volunteers; Check if selection criteria for new staff includes understanding of gender issues; Ask if men and women have equal wages; Ask if there are equal opportunities for career development and promotion; Ask if a gender approach to work is appraised etc.</p> <p>Look at the programmes: Is gender integrated into needs assessments, the way programmes are implemented, monitored and evaluated? Are women and men involved equally in all these stages whether as participants or beneficiaries?</p>

<p>Task 3: Methodology for conducting a gender audit, i.e. how to practically obtain information for the audit</p>	<p>The methodology used should be participatory so that it leads to self-assessment, learning and change for all those involved, both individuals and teams, staff and volunteers.</p> <p>Some methods include: document review; SWOT analysis; closed question questionnaires; focus group discussions with staff, volunteers and beneficiaries; interviews with key NS staff, volunteers or beneficiaries as well as organizing sessions with staff using innovative participatory methodologies that bring forth challenges and suggestions for gender mainstreaming in the National Society.</p>
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Gender Mainstreaming

Case 5.2 - A gender audit of an organization

Guide for facilitators

Objectives of case study 5.2

- To discuss and evaluate what conducting a gender audit means for a National Society.
- To come up with a list of topics or issues that should be assessed when conducting a gender audit of a National Society, and review a ready-made list.
- To consider what practical methodologies should be used for conducting a gender audit of a National Society.

How to organize a training session around case study 5.2

Time required: 3 hours

- Write the words 'gender audit' on a flip chart or white board and ask those present to say what comes to mind when they see the two words together. Ask if anyone present has practical experience of conducting a 'gender audit'.
- Introduce the case study by explaining in a couple of sentences what it is about.
- Give the participants a copy of the Case Study Handout and give them time to familiarise themselves with the case - *5 minutes*.
- Present the tasks at the end of the case study: what conducting a gender audit means for a National Society; what topics or issues should be assessed when conducting a gender audit; and what practical methodologies would be relevant for conducting a gender audit of a National Society.
- Divide participants into small groups and give them time to discuss the three tasks - *50 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Distribute a copy of the handout on gender auditing.
- Give time for participants to suggest what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of the case study 5.2 and the handout on conducting a gender audit, Tool 3 from Section 4

- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes

Task 1: What does conducting a gender audit mean for a National Society?

Before a National Society can ensure gender-responsive outcomes on the outside, they must first work on the inside of their organization. A National Society gender audit is one way of revealing where the Society's strengths lie and which procedures may require adjustment to ensure the official procedures themselves do not undermine gender mainstreaming.

Conducting a gender audit means that the National Society must firstly have a clear idea of the objectives of conducting such an audit. Is it to obtain baseline data, to plan for a special intervention, or to be used as a gender awareness tool to find out where the National Society is now and where it wants to go? Another key question when considering conducting a gender audit is whether or not it is a one-off activity or if it will be done on a more regular basis in the future.

Conducting a gender audit is a large undertaking, and usually means that management or the National Society board members are committed to improving gender mainstreaming in the National Society.

Task 2: Topics/areas/issues that you would attempt to assess when conducting a gender audit¹.

In order to gain further insight into the functioning of the National Society and viewpoints within it, it may be useful to specifically examine (i) the National Society mandate, (ii) the National Society culture and structure and (iii) human resources. Some of the following questions can be asked:

a) The National Society mandate

- Does the National Society have a clear commitment to gender mainstreaming, accompanied by a strategy with a time frame and allocation of responsibilities? Has the National Society taken on board the Federation's Gender Policy? See *the Gender Policy in Annex 1*.
- Are adequate financial resources allocated for implementation of the gender mainstreaming strategy? Are funds explicitly earmarked for gender-related activities?
- Does the National Society conduct its strategic planning, monitoring and evaluation in a gender sensitive manner?
- Do the activities of the National Society contribute to the empowerment of women?

b) National Society culture and structure

- Do management and the board members fully promote the gender mainstreaming strategy? Does everyone feel a sense of ownership of the strategy?

¹ Sprenger E. & Groverman V. (1996) Framework for quick organizational gender auditing. Handout 1, Module IV, Workshop on Women, Gender and Development 10-28 May. 1996 The Netherlands, Royal Tropical Institute.

- Are there people with specific gender expertise located in key positions? Are gender specialists participating in key decision-making processes?
- Is gender stereotyping addressed and countered by individual staff members? By management?
- Does the National Society have a reputation for integrity and competence on gender issues?
- Does the National Society comply with gender sensitive behaviour, for example, in terms of the language used, images and materials displayed? Any procedures on sexual harassment?
- Does the National Society have the physical infrastructure and procedures to facilitate women's presence and mobility?
- Are there effective mechanisms for co-ordination, consultation and institutional gender learning among various sections of the National Society, both horizontally and vertically?
- Is there sufficient sex-disaggregated information to do the job well?

c) Human resources

The human resources of a National Society consist of all the staff and volunteers engaged in any of the National Society's activities. Staff that are knowledgeable about the practical application of gender mainstreaming are valuable assets. Key questions that can be asked about gender issues and human resources include:

- Is management committed to promoting female staff and volunteers, at all levels? Is this commitment translated into concrete goals and timeframes?
- Do selection criteria for new staff members include capacity to deal with gender issues in practical terms?
- Do women and men receive equal wages for equal work at all levels? Do they have equal opportunities for career development and promotion?
- Are gender issues discussed during staff performance appraisals? Is good performance on gender issues being rewarded, recognised and shared with others?
- Is there a gradual increase of gender expertise among all staff members and volunteers, as a result of training?

More details on areas to cover and how to conduct a gender audit are available in the Tools and Checklist's Section - "conducting a gender audit of an organization", Tool 3.

Task 3: What methodology should be used for conducting a gender audit?

It is recommended that individuals within the National Society conduct the audit exercise, or alternatively, people who understand the National Society well. A team of people from the National Society including management should initially develop an overall schedule for the audit. The entire process may take several weeks because a lot of thought and information is needed for the process to be successful.

Ideally, the methodology used should be participatory so that it leads to self-assessment, learning and change for all those involved, both as individuals and teams of staff and volunteers of the National Society as a whole. Individuals should be given the opportunity to

share their experience of mainstreaming gender in their work and reflect on how they have done so. They should also be given a chance to recommend ways of doing things differently so that the process of gender mainstreaming is improved. Often the auditing exercise entails identifying the strengths, weaknesses, opportunities and threats (SWOT analysis) of the National Society with respect to gender issues. *Refer to SWOT Analysis, Tool 4, Section 4.* The auditing exercise normally starts with a review of all the key documents and materials being used in the National Society.

Questionnaires can be given to each staff member and volunteers with closed answer questions (to ensure that they can be easily filled out and so that the results can be simply analysed). Areas covered by a questionnaire could include major difficulties experienced in mainstreaming gender in their work; which briefing materials/methods and tools they currently find useful for their work; major gender issues they see in their specialised area of work.

Another method is to use focus group discussions with staff, volunteers or beneficiaries. A focus group discussion brings together a small group of 6-12 people from the National Society or perhaps beneficiaries of National Society programmes. The purpose is to create an informal situation in which the members of the group discuss the topic of concern among themselves with the help of a facilitator and in the presence of one or more observers. An unthreatening and low-key atmosphere is deliberately created so that the group participants feel they can express what is truly in their minds regarding gender mainstreaming. Focus group discussions are valuable for discussing the current situation regarding gender mainstreaming. *Refer to "organizing focus group discussions - some tips" in 1.5, Section 4.*

Interviews with key National Society staff or beneficiaries can also be undertaken. Such interviews can be used to gather more qualitative data to find out about the understanding of concepts; attitudes towards gender equality; opinions about the National Societies approach to gender mainstreaming etc.

Worldwide development organizations are beginning to use very innovative methods for conducting gender audits. For example, from 2001-2002, the ILO used methods such as conducting a gender awareness quiz; classifying existing programmes into WID/GAD approaches (*see case study 5.2*); reviewing mission and vision statements; asking staff to outline their ideal organization with respect to gender concerns etc.

Gender Mainstreaming

Case 5.3 - Role of gender focal points

Introduction

The gender contact person or focal point (male or female) plays an important role in raising awareness, ensuring commitment and developing competence regarding the integration of gender perspectives throughout Federation Delegations and/or National Societies. A gender focal point's primary task is to co-ordinate and facilitate the implementation of gender mainstreaming strategies. He or she promotes gender and women's issues within the organization. A gender focal point is also often involved in monitoring the gender mainstreaming process.

However, gender focal points can only function as effective catalysts for the gender mainstreaming process with continued managerial commitment and the support of gender aware colleagues. Having a focal point responsible for gender might also, ironically, add to the belief that gender is a separate issue rather than something to be integrated into all activities. Gender mainstreaming is in fact the responsibility of the entire organization or office. Gender focal points should not be expected to do everything related to gender.

Gender Mainstreaming

Case 5.3 - Role of gender focal points

Case Study Handout

A female health delegate in a country programme hopes to use her imminent 6-monthly performance appraisal as an opportunity for discussing a concern she has regarding her role as gender focal point for the region (the Regional Delegation covers 8 countries). In essence, she feels that she is not being sufficiently supported in this role by her colleagues. In fact, she feels that all the responsibility for gender-related issues is being placed on her shoulders.

The health delegate frequently gets calls from colleagues asking her to do favours such as check whether a project document is gender sensitive or not so that their project documents fulfil criteria for project appraisal. She feels that she does not have enough time to do such tasks, as it takes a tremendous amount of time to read through a project document carefully. She also has to report externally on all gender-related issues in the region and was recently asked to write a three-page article for a Federation newsletter on how the National Societies in her region were making progress from a gender perspective. This took a lot of time as she had to ensure that all the information was correct. She had to consult with colleagues in each country to get a clearer picture of which activities across the region were good illustrations of progress in terms of integrating a gender perspective.

All in all, the health delegate feels that her health-related duties are slipping as a result of all the other tasks she has to perform associated with the role of being a gender focal point. She is just not on top of things and has to work late into the night just to catch up. She is a public health nurse by training and is questioning why she was 'volunteered' to be the gender focal point in the first place.

Your task

1. Do you think gender is being mainstreamed in the delegation's work? Why or why not? What can colleagues do to compliment the efforts of the gender focal point in mainstreaming gender throughout the region?
2. Write some terms of reference/job description for the role of a gender focal point in either a National Society or Federation Delegation.

Gender Mainstreaming

Case 5.3 - Role of gender focal points

Summary Learning Points

<p>Task 1: To find out whether gender is being effectively mainstreamed into the work of the delegation through the role of gender focal point. Role of other staff in helping to mainstream gender.</p>	<ul style="list-style-type: none"> • Having a gender focal point does not in itself amount to mainstreaming a gender perspective in a Federation Delegation or National Society. • All staff have a responsibility for working towards gender mainstreaming - not just the gender focal point, whether in the National Society, the Federation Secretariat or Delegation. • Gender mainstreaming requires a strong commitment from management to coordinate, organize and respond to the challenges. Thus, apart from gender focal points, management must also take a special responsibility for promoting gender equality so that mainstreaming can take place. • In order to share the responsibility of gender mainstreaming amongst colleagues in an organization, capacity building is very often required. Regular meetings are useful vehicles for communicating to everyone in the organization what progress is being made regarding the goals of gender mainstreaming and also what the gaps are.
<p>Task 2: Recommendations for the role of a gender focal point in either a National Society or Federation delegation.</p>	<ul style="list-style-type: none"> • The role of a gender focal point needs to be very clearly defined, whether it is promoting policy implementation in general or advising, supporting and/or or monitoring progress regarding specific projects/objectives. • In some organizations gender focal points are a source of material and information for gender mainstreaming and can refer individuals to appropriate gender briefing materials such as specific guidelines, checklists, audiovisual materials etc. Gender focal points are often involved in communicating information and networking on gender issues. • Although in general gender focal points should act as catalysts for the gender mainstreaming process, it must be made very explicit and transparent who is responsible for the implementation of which tasks. It is recommended that each office (whether Delegation or National Society) develops its own terms of reference for a gender focal point and disseminates it to everyone in that office.

Gender Mainstreaming

Case 5.3 - Role of gender focal points

Guide for Facilitators

Objectives of case study 5.3

- To evaluate gender mainstreaming and the role of gender focal points.
- To consider complementary methods of mainstreaming gender rather than expecting gender focal points to be responsible for everything related to gender.
- To make recommendations for the role of a gender focal point in either a National Society or Delegation (country/regional).

How to organize a training session around case study 5.3

Time: 2.5 hours

- Introduce the case by asking the group to brainstorm what they think typically the role of a gender focal point should be.
- Give the participants a copy of the case study each and give them time to familiarise themselves with the case by reading through - *5 minutes*.
- Present the tasks for discussion; whether they think gender was being mainstreamed into the work of the office in the case study; how to complement the activities of a gender focal point; and recommendations for the role of a gender focal point in either a National Society or Federation Delegation.
- Divide participants into small groups and give them time to discuss the task and come up with some suggestions- *50 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *5 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to say what they learned from the exercise and what might be relevant to the gender focal points in their own organization.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of case study 5.3 for each participant
- A white/black board with markers/chalk or flip chart paper and markers for each group

Debriefing notes on case study 5.3

Task 1: Is gender being mainstreamed into the work of the delegation? What can colleagues do to complement the efforts of the gender focal point in mainstreaming gender?

a) Having a gender focal point alone does not amount to gender mainstreaming

Having a gender focal point does not in itself amount to mainstreaming a gender perspective in a delegation or National Society. In fact, it is only one of many possible components of an approach to gender mainstreaming. Management commitment to gender mainstreaming is the most important element. Sometimes gender focal points are not in senior enough positions to propose changing old ways of doing things. Furthermore, they often require financial resources to implement specific activities. Having a gender focal point will have limited impact if colleagues and management are not committed to mainstreaming gender throughout the organization (both in terms of policy and practice in all spheres of activity and interest). In this case, the gender focal point's colleagues do not seem to be committed to mainstreaming a gender perspective in their work, and appear to believe it is all her responsibility.

In many organizations, as in the case study, the position of a gender focal point as a job in its own right does not exist. Instead, it is an additional task assumed by an existing staff member. This approach means that gender is less likely to be seen as a separate subject, but has the disadvantage of possibly over-burdening the individual with so much responsibility that s/he cannot fulfil any one role effectively. In this case study the delegate concerned feels she is not giving her health-related duties enough attention.

Having a focal point responsible for gender might also, ironically, add to the belief that gender is a separate issue rather than something to be integrated into all activities. The focal point will need to have consistently good contact with policy and decision-makers in all departments of the regional office to ensure that gender is consistently integrated. It is therefore important that the person filling the role of gender focal point can function comfortably and competently at this level and is respected amongst his/her colleagues.

b) Complementary ways of mainstreaming gender

If there is a gender focal point system, it is important to remember that the gender focal point is not alone in being responsible for gender mainstreaming. All staff should be responsible for their specific area of work. It is important to be clear about what is expected of the gender focal point and what others must do themselves. Writing terms of reference for gender focal points is a useful exercise (*see Task 2 below*). Sharing the responsibility of mainstreaming gender across the organization is only possible if gender awareness training has been offered to other staff too.

Task 2: Recommendations concerning the role of a gender focal point in either a National Society or Delegation

The specific role of a gender focal point

The specific roles of a gender focal point require summarising so that everyone is clear about what the focal point's roles and responsibilities are. Everyone in the organization needs to be able to identify who the gender focal point is.

Rather than having the burden of attempting to do everything (such as checking all project documents, obtaining disaggregated information about beneficiaries and so on), gender focal points may be better placed to disseminate information to their colleagues, network with colleagues inside and outside the organization and in general, act as catalysts for gender mainstreaming. Thus, to do their job effectively, a gender focal point may primarily require capacity building in how to communicate information on gender issues to others, for example guidelines on negotiating, advocacy and how to build alliances with colleagues. Gender focal points can illustrate positive examples of how gender can be mainstreamed into the activities of the Delegations and National Societies.

The coordination of gender mainstreaming efforts within an organization, monitoring, facilitating, supporting and counselling are all very important tasks. Short, regular meetings centred on a gender related theme have proven useful in some organizations. Such meetings could focus on a particular aspect, such as gender issues in health education campaigns, or monitoring relief efforts from a gender perspective or how to write gender sensitive project documents.

A “Draft Terms of Reference for a Gender Unit or Contact Person” that was developed during a gender training workshop for East African NSs held in Uganda (1997) is included as Tool 6 in Section 4. This can provide a starting point for each NS to develop its own terms of reference.

The Terms of Reference used by the United Nations Development Programme (UNDP) for Country Office Gender Focal Points are available at:
http://www.sdn.org/gender/about/gfp_tor.html

Gender Mainstreaming

Case 5.4 - Volunteering and gender issues

Introduction

An appropriate male and female balance of volunteers is encouraged as part of a gender mainstreaming strategy. However it is not promoted simply on the basis of equal opportunity issues alone but also because of the needs of the beneficiaries and the nature of the services the National Society is offering.

A refugee community often includes a diversity of backgrounds and cultures. Such diversity implies major differences in ideas about what men do and what women can and should do. For instance, women in some countries do not shake hands with men; certain hand signals are considered inappropriate in some religions; the concept of personal space can be interpreted differently from one culture to another. Therefore, decisions about whether men or women are best placed to deliver Red Cross/Red Crescent services depend on the type of beneficiary and the nature of the service being provided. Some refugees may only want to deal with men, whereas female refugees may be unable to communicate with men and prefer female volunteers. Furthermore, if the context changes, the composition of staff and volunteer teams may have to change in order to meet new sets of needs.

For volunteers, in contrast to staff, it is not possible to use simple administrative measures to ensure gender, age or diversity balance.

Gender Mainstreaming

Case 5.4 - Volunteering and gender issues

Case Study Handout

The inner cities of a country in Western Europe are home to refugees and asylum seekers from a variety of countries in the Middle East, Africa and Asia. With the assistance of its branches, the National Society has developed an impressive network of volunteers to visit refugees and asylum seekers in the community.

Experience has shown that the home visit system is very much appreciated by refugees and asylum-seekers some of whom would not be able to find out about the National Society's services otherwise (not knowing where to go, not being able to read advertisements in a foreign language). This is especially true of those who have no relatives or friends already located in the city.

During these visits, volunteers carry out a variety of tasks such as helping refugees and asylum seekers keep in touch with relatives through the Red Cross Message System. Volunteers also provide information on how the Red Cross Tracing Service can help them trace family that they have lost touch with (explaining how the Tracing Service works and helping individuals complete tracing forms etc.). Volunteers can also refer refugees and asylum-seekers to other services provided by the National Society and other organizations, from orientation courses and language courses to community groups and health services.

Selected National Society branches offer training courses to groups of potential volunteers every 6 months. The groups usually consist of 20-30 volunteers and tend to attract equal numbers of men and women, a small percentage of which come from the refugee communities themselves.

For reasons of personal security, volunteers make home visits in pairs and are requested to keep the branch informed of the timing and location of their visits. All volunteers carry Red Cross identification with them. Visits often have to take place at unsociable hours, in unpleasant parts of the city, or areas that are considered dangerous because of high levels of poverty in those areas.

Experience has indicated that a combination of one man and one woman (rather than 2 men or 2 women) is generally the most effective for making home visits. However, whilst desirable, this combination cannot always be insisted upon. A female volunteer is not always available to team up with a male volunteer and vice versa. Most volunteers tend to fit their activities around other work commitments and family responsibilities. Whilst volunteers find the work that they do interesting, they are not motivated to devote more time to it as they are not paid for it, although travel costs are reimbursed.

Your task

1. Why do you think mixed-sex teams are more effective in the type of work outlined in the case study?
2. What could you do to encourage the mobilisation of more mixed-sex teams?
3. Can you think of other situations where it would be more appropriate or effective to have single-sex teams rather than mixed-sex teams of volunteers?

Gender Mainstreaming

Case 5.4 - Volunteering and gender issues

Summary Learning Points

<p>Task 1: Why are mixed sex teams effective in the type of work in the case study?</p>	<p>The nature of home visits and the potential for suspicion of strangers, particularly men knocking at the door, means that refugees may be more likely to answer the door to a mixed-sex team of volunteers rather than male only.</p> <p>There may be cultural barriers preventing women from opening the door to strange men. Two men may be seen as more threatening, and two women may be vulnerable, and in some cultures, two women might not be taken 'seriously' by refugee men. Having a man and a woman in the volunteer visiting team may be the best compromise. It is neither too threatening nor too vulnerable with the chance of at least one member of the team being seen as approachable by the service user or beneficiary.</p>
<p>Task 2: How to ensure that mixed-sex teams can be mobilized?</p>	<p>Both male and female volunteers are required. Working as a volunteer is a demanding job, demanding a high level of commitment, including visits at unsocial hours, often in unpleasant parts of the city or areas considered dangerous, working with people in misery and poverty. Certain techniques must be used to enhance motivation and create a positive team spirit amongst mixed sex volunteer teams.</p> <p>If there is a lack of female volunteers</p> <ul style="list-style-type: none"> • Analyse what puts women off volunteering; • Discuss with members of the local community ; • Use female volunteers to encourage other women ; • Be very explicit that women can volunteer; • Raise awareness about why women are needed; • Ensure there is a positive attitude in the NS towards women; • Advertise attractive advantages of volunteering; • Be aware that not all women are the same and some women may not have the time because of family/household commitments; • Be aware of group dynamics in volunteer groups, some women may not wish to be paired with men, or their families may not like them working with male volunteers.
<p>Task 3: Other situations where it would be more appropriate to have single sex teams rather than mixed sex teams</p>	<p>An all female team may be more vulnerable to attack and abuse on the doorstep if dealing with male beneficiaries.</p> <p>In some cultures, there may be concern about the dynamics of working in mixed teams. All female or all male volunteer teams may be more appropriate.</p> <p>If volunteers are dealing with sensitive issues amongst beneficiaries, single-sex teams may be more appropriate.</p>

Gender Mainstreaming

Case 5.4 - Volunteering and gender issues

Guide for facilitators

Objectives of case study 5.4

- To compare the advantages and disadvantages of single-sex versus mixed-sex teams of National Society volunteers conducting home visits to refugees and asylum seekers in Western European inner-cities.
- To consider ways of encouraging volunteers of both sexes.
- To consider situations where the composition of volunteer teams should change, according to different needs, both of volunteers and beneficiaries.

How to organize a training session around case study 5.4

Time: 2 hours

- Introduce the case by explaining in a couple of sentences what it is about.
- Give the participants a copy of the Case Study Handout each and give them time to familiarise themselves with the case - *5 minutes*.
- Present the 3 tasks - what they think about mixed-sex teams; how to encourage mixed-sex teams; and situations where single-sex teams are more appropriate than mixed-sex teams - *50 minutes*.
- Invite each group to present their solutions/answers to the plenary group - *10 minutes for each group*.
- Discuss all the solutions that were put forward - *10 minutes*.
- Give time for participants to suggest in a plenary session what they learned from the exercise and what might be relevant to their own environment.
- Summarise, ensuring the case study's objectives have been covered, as well as the main learning points.

Materials:

- A copy of case study 5.4 for each participant
- A white/black board for writing with markers/chalk or flip chart paper and markers for each group

Debriefing notes for case study 5.4

What is a volunteer?

A volunteer carries out volunteering activities occasionally or regularly but has formally agreed to certain conditions. It is useful to recall the Volunteering Policy of the International

Federation of Red Cross and Red Crescent Societies when discussing this issue. *A link to the policy is available on the CD-Rom version.*

Task 1: Why are mixed-sex teams effective in the type of work described in the case study?

a) Fear of strangers

The nature of home visits and the potential for suspicion and lack of ease at engaging with strangers who knock on the door is high amongst refugee populations. In their own countries, in the not too distant past, many asylum seekers will have lived in dread and had horrific experiences of 'someone' (perhaps state officials, local security men, neighbouring enemies or strangers) knocking at their door and threatening them at gunpoint, beating them, or even killing members of their families. Hence, from the point of view of the refugees and asylum seekers there is a well-founded fear of strangers, particularly men, based on the experiences that led them to flee and seek asylum in the first place.

b) Cultural issues

This case study raises issues related to some of the cultural concerns of asylum seekers and how they view volunteers that make home visits. The sex make-up of a visiting team can have an enormous effect on how Red Cross and Red Crescent volunteers are received on the doorstep. It will act as a variable in the degree of success volunteers have in engaging with the beneficiary.

There maybe cultural barriers for women regarding opening the door to strange men. Two male volunteers may be seen as more threatening. Two female volunteers may be vulnerable, and in some cultures, two women will not be taken 'seriously' by refugee men. Sometimes if a female volunteer asks a question, the refugee will answer directly to the man and will not look at the woman. Having both a man and a woman in the volunteer visiting team may be the best solution being neither too threatening nor too vulnerable and with the potential for at least one member of the team being seen as approachable by the service user or beneficiary.

c) Other issues other than the sex of volunteers

Some people may be suspicious of those with a different appearance (skin colour, way of dressing) - they may never have met someone from a particular ethnic background before and may even be frightened. A particular style or clothing may generate suspicion if associated with a particular allegiance. Some religions look down on people who do not share the same belief system and consider people who are not from their faith as 'unclean'. They might also find it difficult to respect women who do not cover their heads, men who do not have beards etc.

Task 2: How to ensure that mixed-sex teams can be mobilised

a) Commitment of male and female volunteers

Volunteers can be male or female. Questions should be asked about whether a woman is being chosen as a volunteer for home visits as a token gesture or because she is the best person for the job. Naturally it is more effective to have the best person for the job when recruiting for people to carry out home visits, regardless of whether they are male or female.

There are interesting dilemmas concerning the level of commitment that can be expected from volunteers. Female volunteers may often have less free time because of their family commitments than male volunteers.

A way forward could be to examine the timing of home visits and try to ensure that they fit in more with other routines or around the family obligations of volunteers.

b) Issues around encouraging female volunteers

During volunteer training more emphasis could be placed on the desirability of mixed-sex pairs, relating it to effectiveness. If mixed-sex pairs are encouraged, it is important that men and women can work together in an open and professional manner. The National Society may also need to examine the image and role of volunteers, perhaps more advocating work needs to be done - rewarding and recognising both male and female volunteers for the work they are doing or providing appropriate personal development opportunities.

The National Society is driven by a social conscience and social responsibility so it is important that such a social conscience is also reflected in the way it handles its volunteers. Certain techniques can be used to enhance motivation and team spirit and create a positive atmosphere amongst volunteers.

Motivating women to volunteer

- Analyse what puts women off volunteering;
- Discuss with members of the local community how to encourage women to volunteer;
- Use existing female volunteers to encourage more women to volunteer;
- Be very explicit that women can volunteer with the National Society;
- Raise awareness about why women should volunteer and why they are needed;
- Ensure there is a positive attitude in the National Society towards women volunteering;
- Advertise attractive advantages of volunteering, such as the skills that will be learned and can be applied elsewhere;
- Be aware that not all women are the same and some women may not have the time because of family/household commitments;
- Be aware of group dynamics in volunteer groups, some women may not wish to be paired with men, or their families may not like them working with male volunteers;
- Consider the link with the absence of representation of women at senior level within the National Society and the number of female volunteers.

Refer to Task 2 of Case study 1.2 "Views of Female Volunteers".

N.B. Men may also be discouraged from volunteering. In many societies in the West, there is a general suspicion of all strange men built-into the prevailing culture. This might mean men feel unsuitable for a volunteering role that involves home visits - they might experience a sense of failure if doors are constantly shut in their faces. It might be necessary to reassure men that they also have a valid role to play. Consider the above motivational strategies in relation to men.

Task 3: Other situations where it would be more appropriate to have single-sex teams rather than mixed-sex teams of volunteers

a) Concern for volunteers

Volunteers themselves are also vulnerable to abuse on the doorstep and it is important to acknowledge their commitment to this work which can be demanding and is unpaid.

An all female team may be more vulnerable to attack and abuse. All the concerns and frustrations that the asylum seekers have may be taken out verbally on their visitors, because the visitors may be the only 'outside' people that they meet and they may not fully understand that they do not represent governmental officials.

b) Family concern about mixed-sex teams

In some cultures, both men and women can be concerned about the dynamics of working in mixed teams. It may be more appropriate to have all female or all male volunteer teams. The relations women have with other volunteers, as well as with their husbands can affect their participation as volunteers. For example, husbands or fathers might not 'allow' their wives or daughters to participate as volunteers. How the community perceives different categories of women is also a factor and sometimes if a woman is unmarried, it is not considered appropriate for her to participate in a mixed team with many men. In other cultures, it may be more important to group individuals from the same ethnic group/caste together in order to ensure good participation rates.

c) Needs of beneficiaries

If volunteers are dealing with sensitive issues amongst beneficiaries, such as personal health issues, or issues that say a male beneficiary would be embarrassed to discuss in front of a female volunteer or vice versa, single-sex teams of volunteers might be more appropriate.

Examples of good practices in recruitment

A case study on the recruitment of female volunteers to respond to disasters, based on the experience of the Bangladesh Red Crescent Society is available in the CD-Rom version of this training pack.

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Gender Mainstreaming Section

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Interesting websites related to gender mainstreaming

- A quick guide to Gender Management System by the Commonwealth Secretariat http://www.thecommonwealth.org/gender/publications/gms_pdf/handa5.pdf
- APEC Guide for Gender Analysis http://www.iot.gov.tw/apec_tptwg/TPT/tpt-main/Steering-Committees/HRD/tpt-wg-16-final-papers/apec-guidelines-for-gender.htm
- European Association of Development Research and Training Institutions <http://www.eadi.org/news/genderdevelopment101.htm>
- Gender Mainstreaming Workshop 15-17 September 1997 Geneva, Switzerland <http://www.un.org/womenwatch/daw/news/gender.htm#2>
- Gender Training Resources Collection - A demonstration web-based collection of gender mainstreaming capacity support material from the United Nations and Commonwealth systems - 1990's to 2000 <http://www.col.org/GenderResources/>
- Good practices in gender mainstreaming database <http://www.un.org/womenwatch/resources/goodpractices/>
- IDRC Gender Unit <http://www.idrc.ca/gender/>
- Social Relations in CBNRM: Taking Stock of Gender and Class Differentials in Community Research <http://www.idrc.ca/cbnrm/documents/publications/francisco.html>
- The Commonwealth homepage on gender and development. <http://www.thecommonwealth.org/gender/>
- The UN Internet Gateway on the Advancement and Empowerment of Women <http://www.un.org/womenwatch/>
- UNDP Gender in Development Resource Room <http://www.undp.org/gender/>
- UNICEF and Gender Mainstreaming <http://www.unicef.org/programme/gpp/policy/mainmenu.html>
- Women Ink - resources on gender issues <http://www.womenink.org/>
- Women Watch documents and databases <http://www.un.org/womenwatch/resources/>

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Tips for Facilitators

For a gender training event to move past the planning stage, it is essential to have the commitment of all parties involved, particularly senior management and participants. The training workshop or sensitising event should be seen as part of an overall gender mainstreaming strategy.

In order to obtain the commitment of the participants, the facilitator should start with what the participants already know and understand about gender in the context of their work. The training should be based on gaps identified in participants' knowledge and understanding of gender and their needs as perceived by both the participants themselves and other relevant players i.e. managers. Tailoring training to address participants' needs means that workshops or training sessions are not only relevant and useful but represent an effective use of resources.

Potential participants and other stakeholders need to be aware of the 'agenda' and the objectives of the training in advance. There is often suspicion that the training has a 'hidden' agenda, such as to push more women into higher positions or to impose cultural values. In order to reassure participants, it might be useful to prepare a short introduction to the key gender issues of the region, including relevant and current facts and statistics. This could then be presented to the participants as a background to the training before the workshop begins.

What the facilitator should know prior to a training event

What is special or different about gender training

Gender training is not about providing the 'correct' answer. Gender-related issues are many-sided and do not come with simple answers, so the facilitator needs to be open to a diversity of views. Plenty of time during a gender training event should be allocated for discussion and disagreement.

Understanding of gender concepts and the Red Cross/Red Crescent work

The facilitator should have a thorough understanding of the gender concepts upon which most gender analysis techniques are based, including an understanding of gender as a social construct. It is also important to be familiar with the topics of how labour is divided along gender lines, how labour is valued according to who carries it out, how power relations reinforce gender roles, what gender mainstreaming is and how gender fits in with the Red Cross/Red Crescent service delivery. The facilitator also needs to be well-briefed on the Federation's Gender Policy. Section 3, "Gender Concepts" provides more information on these issues.

Knowledge of gender-related tools and checklists

There are many gender analysis tools and frameworks available. It is useful if you (as facilitator) are familiar with locally-used gender analysis tools, particularly if a particular framework is commonly-used and popular in the region. Research the types of gender training materials already available and consider how these materials fit in with the case studies chosen. A chart with comments on commonly-used gender analysis frameworks is included in Annex 4 and Section 4 includes a number of tools and checklists.

What the facilitator should do prior to a training event

Find out who exactly will be attending and their training needs

Ensure you have some background on the participants before the training event gets underway: where they work, their duties; their responsibilities; and their attitudes. A short pre-training needs assessment distributed to the target group in advance of the training has the value of helping you identify what the participants already know and what their learning objectives are. A questionnaire needs to focus on yielding information about the participants - from their names, job titles, work roles and responsibilities to their educational background (including previous gender training). It is also important to allow participants the opportunity to express their expectations of the course in terms of what they hope to gain from it. An example of a pre-training questionnaire is included in Annex 7.

The facilitator should note that no training needs analysis is complete unless management is included in the process of assessing needs and consulted, prior to training, about the work-related objectives of the training. Whether this is done formally or informally (as a questionnaire or during interviews), the important thing is to have management commitment. Management should be able to value the training and have a say in identifying the specific work-related needs that help shape the training objectives.

When you receive all the pre-training questionnaire replies, consider that a training session group size is normally between 12-20 participants. Where a larger group is unavoidable, consider splitting it into two and recruiting a co-facilitator.

Timing

The timing of the training event is important and it should take place when potential participants are not too busy with other matters. Getting the relevant people to attend can be difficult because of other duties or emergencies. For example, a training event should not be planned when people are under pressure to produce annual work plans or running emergency relief operations.

The length of the training event will have to be determined around the availability of participants. It will have to be decided whether a half-day briefing session or a 1, 2 or 3-day workshop is best. Whether or not training takes place in the form of a series of workshops spread out over a period of time or in the form of one longer workshop/course on consecutive days, is a decision for participants and management. *Refer to the 1, 2 and 3-day schedules which are contained in Annex 8.*

Develop the objectives and schedule

As mentioned above, tailored training to address the specific work-related needs of staff and volunteers is the most effective way of planning a gender training event. The most successful training events are those based on the work contexts of participants and which include time during the training to plan how to apply new knowledge and understanding into future activities.

The most important thing in developing a schedule for a training workshop or sensitising session is to have overall agreement about the objectives of the event amongst the potential participants, the National Society and the facilitators. It is necessary to write down the objectives clearly and simply, and ensure that everyone agrees on the theme and the expected outcomes. The schedule can then be prepared more confidently around this theme. In addition to including the specific case studies on this theme, include time for the topics/issues suggested in the completed pre-training questionnaire.

Plan each session

As a general rule, a day can be divided into four sessions, with one session in the morning, a break, another session before lunch, followed by two afternoon sessions with a break in between. Each session should start with an overview of what will be covered and linked to the previous session. Each session should end with a summary of what was covered and an opportunity for participants to ask further questions.

It is best to cover conceptual work in the mornings when participants have the highest attention span. Directly after lunch, participants will have less attention and “energisers” or warm-up activities are a good idea. Energisers are usually short physical activities that can help motivate interest and enthusiasm for the topic. They can help “recharge” participants’ batteries after an intense period of concentration/effort especially if they have been sitting for a long time. Invite participants to prepare and lead the energisers themselves.

Plan for participants to be active throughout

Ensure that each session, including those that do not involve using a case study, have the active involvement and participation of those attending the training event. Encourage participants to exchange experience and knowledge at all times. Each session should also have a very practical aspect, with discussions on how to apply what was covered. Tasks that address how to apply what was covered are usually included in each case study. Plan to finish sessions on time and be strict about not running sessions beyond the allocated time allocated to avoid a loss of interest.

Choose the case study material

- Based on the overall theme of the training event, choose a case study carefully, ensuring it is relevant to the needs and interests as well as the knowledge level of the participants. The results from the pre-training questionnaire will help in determining which case study to choose.
- Ensure you are familiar with the objectives, content and methodology before the session.
- Read the debriefing notes from the case study carefully adding more points from your own experience and collate any additional material that you think would be useful.
- Anticipate gaps in knowledge and issues that you think might be raised.
- Have the one page summary sheet of the learning points printed out and at hand.
- Some case studies tackle contentious issues, for example female circumcision. Be aware that certain subjects may be harder for some participants to talk about and you may be forcing participants to give their views unwillingly. If you think this will be the case, adapt the discussion questions included in the tasks at the end of the case study to the cultural context.

Consider how to monitor and evaluate the training event

A way of monitoring and evaluating the training event should be prepared. It is also helpful to create a follow-up plan, establishing formal and informal ways of exchanging information and resources after a training event. The workshop or sensitising session would then not be seen as a one-off activity but rather as part of the overall gender mainstreaming process.

When considering how to evaluate the training event, remember that participants cannot be turned into ‘gender experts’ as a result of one short gender training event. Nevertheless training can open their eyes to some gender related issues in their work and encourage them to wear ‘gender lens’ in the future. When evaluating a gender training event, its success should be measured against the objectives prepared beforehand.

Organize the training room

- Arrange the room in such a way that it facilitates small group discussions. For example, ensure chairs can be moved into circles/comfortable areas for group discussion are available.
- For sessions where all participants are together in one large group, have the participants seated in a horseshoe formation facing the front of the room/board and facilitator.
- Try not to have too much distance between the participants and the facilitators.

What the facilitator should do during the case study sessions

The facilitator will have specific responsibilities during the actual case study sessions, such as organizing groups, being aware of time, managing plenary discussions and feedback sessions, and summarising discussions. Below are some tips for facilitators that may be helpful for planning a case study session.

Timing for each case study

- Check the rough estimate of time suggested for each case study making changes if you think it is appropriate.
- Ensure a steady pace throughout the sessions to keep up the momentum.
- If interest is fading, be flexible and have other activities at the ready.
- Do not rush to bring a genuinely useful and relevant debate to an end.

Organizing groups

- Many case studies suggest working in small groups. An uneven number (3, 5, 7) is best for groups as it discourages individuals from pairing off to discuss the topic independently of the rest of the group.
- Participants can be asked to organize themselves into groups or can be grouped by the facilitator. Be creative in the selection of pairs and groups. Use a combination of selection methods such as: sometimes mixing people from different backgrounds together; groupings based on the level of responsibility within the organization; groups with at least one person knowledgeable in gender issues; random groups based on season/month born; or interest-based groups.
- If the session has more than one activity, consider changing the composition of small groups.

Managing group discussion

- For group discussions, ask each group to nominate one group co-ordinator, one reporter and a time-keeper.
- The time-keeper will ensure that the group stays within the time period and that all questions/tasks are covered.
- The group co-ordinator will ensure that everyone participates in the discussion and the main points are recorded.
- The reporter writes the main points in bullet format on a flipchart/transparency and presents the main points of the group to the plenary.
- During group discussions, you (the facilitator) should blend into the background although actively listening.

- You should be on hand to answer any questions about the text and/or accompanying question, particularly regarding gender-related concepts.
- There may be difficulties in comprehension in multi-lingual groups. Watch out for misinterpretations.
- Some discussions can get very heated so be ready to step in to defuse such situations. This is especially true when discussions focus on gender-related roles that either men or women have a strong opinion about.

Managing feedback on the case study tasks

- During feedback sessions, ensure each group gets a chance to present their ideas and that each group has an equal say. Decide on the rules together with the participants during the first session. For instance, no more than 10 minutes for individual group feedback, or do not repeat points already made by previous groups.
- One way to organize feedback on the case study tasks is to get the group's reporter to come to the front of the room to present the feedback, pinning the sheet of notes made by his/her group to the board or attaching a piece of flipchart paper to the flipchart easel.
- Try not to comment too much when presentations are taking place. Listen and make a note of interesting points you might want to pick up on again during your summing up.
- Ensure no one group monopolises the feedback session by taking too much time.
- Gently discourage unwelcome interruptions. Explain there will be time at the end for additional comments.
- In the summing up, highlight interesting contributions from participants that are relevant to the issues raised by the case study and that add value to the feedback.
- If the gender training event is more than one day, invite participants to sum up at the end of specific sessions.
- Add extra points from the debriefing notes and from your own perspective.
- Remember that the debriefing notes contained in this pack are only a starting point for discussion and raising issues and should not be seen as complete/perfect answers.

A summary checklist for preparing a training workshop is contained in Annex 9.

What the facilitator should do after a training event

Report on and summarize participants' evaluation of training event

The gender training event can be evaluated by the participants during the last session. A simple evaluation form should be developed which questions the extent to which the objectives of the training event have been achieved; what participants found useful and what they found less useful. An example of an evaluation form is included as Annex 10.

As facilitator you may be asked to produce a short written report about the training event, outlining what went well and what did not go so well. The report should incorporate participants' comments in a review of future training.

Throughout, it should be pointed out that gender training is not an isolated event, that management are on board and willing to let participants implement any practical steps they now plan to undertake.

Responsibility should be assigned during the workshop or sensitising session to someone who can act as the liaison or contact point for reference and follow-up. Gender focal points often exist within National Societies and Federation Delegations. The gender focal points may serve as a source of information and advice in the future.

Being available for advice after the event

Often participants like to report back to the facilitator some time after the training on how they are progressing in mainstreaming gender in their work. Some organizations have begun a process of 'coaching' after training events whereby someone is available as a resource for follow-up. Outsourced facilitators find it difficult to follow up on training if they are not under contract anymore. It should be made clear who to report to on progress made in gender mainstreaming and who will provide extra support if required.

Monitoring indicators of success

The facilitator or the gender focal point may wish to monitor the success of the training event after some time has lapsed. Some examples of indicators that can be used to measure progress after a gender training event include: the number of project documents that now include gender concerns beyond a mandatory paragraph; the extent of implementation of individual follow-up plans developed during the training; or the number of requests for more information. A survey of participants six months later can be an effective way of measuring the effectiveness of the gender training event.

Be aware of the external factors that affect follow-up

Even if those that attend the training event plan to "wear a gender lens" in the future, it is important to bear in mind that they may face barriers beyond their control in attempting to integrate gender into their work. Some participants may feel overwhelmed at the task ahead of them and worried about the attitude of their colleagues. If colleagues have not attended a similar capacity-building exercise, it may be difficult to convince them of the relevance of gender, unless the participant has excellent facilitation and persuasion skills.

Conditions in the field can change both quickly and dramatically and this can have implications for the way in which training is or should be followed up. Circumstances may have changed since the training took place and the facilitator should take account of these shifts in circumstances.

Encourage integration of gender in other training events

The facilitator should try to ensure that gender is also integrated into forthcoming training events offered through the National Societies. For example, a gender session could be integrated into other Federation or National Society training courses on organizational development, youth issues, disaster management or basic training for delegates.

Warm-up activities

Warm-up activities help put participants 'in the mood' and can be used as an introduction to the study of a particular case. They can act as an ice-breaker which offers an opportunity for participants to get to know each other a little before embarking on the training material and tasks. In many instances, warm-up activities that involve a degree of physical movement can be energizing/amusing and can lighten up serious topics. A warm-up activity does not have to be related directly to the subject area of the training. Below are six examples, including the necessary instructions and handouts.

Example 1: Photo jigsaws

Example 2: Untitled newspaper articles

Example 3: Matching definitions

Example 4: Classifying statements

Example 5: Gender roles

Example 6: Attitudes towards being a man or a woman

Example 1: Photo jigsaws

Photos and/or other visual images are an interesting way of getting people to discuss issues. People have different reactions to what they see which reinforces the importance of remembering that we all have different perspectives on things.

Instructions

Variation 1:

Collect some images of women and men from Red Cross/Red Crescent publications or magazines, newspapers or graphics, cartoons, drawings etc. Stick the images onto cards and cut the image of the person in two, like a small jigsaw puzzle. Distribute, at random, a piece of puzzle to each participant. Participants have to move around the room trying to find the rest of the pieces needed to complete their image.

Variation 2:

Place the photos or images on the ground. Ask participants to walk around them in a circle and chose one that strikes them. Ask each participant to discuss the image portrayed and any gender-related issues it might raise i.e. a picture of a refugee woman, a macho-looking advertisement for cigarettes, a group of children playing with dolls or guns, women in an office environment etc. The more provocative the photos or images used, the better.

Example 2: Untitled newspaper articles

Anecdotes can be used to explore the way in which relief assistance impacts differently on male and female beneficiaries and how a gender sensitive needs assessment can contribute to a more effective programme. This warm up activity works well before using case studies on disaster response.

Instructions

Collect short newspaper articles related to relief assistance, for example articles that discuss the potentially negative impact of relief programmes or articles that detail inappropriate relief items sent (see the examples below).

Variation 1

Use short contentious paragraphs from newspaper articles, one per participant, to generate debate and get participants in the mood for more serious and focused discussions around gender. Ask participants in pairs to read and exchange comments on the article.

Each participant gives a one-sentence feedback to the whole group.

Variation 2

Blank out the headline of each article and give each participant a copy of the text to read. Invite participants to invent a suitable headline. Ensure that there are 2 copies of each article, so that comparison of the 'invented' headline can be made with the original. Ask participants to vote on which title they prefer.

All articles with new 'headlines' can then be stuck up on a board for everyone to read and comment on.

Variation 3

Divide participants into 2 groups and place each group in a separate room. Group A receives the headline, minus the article and is asked to predict the content of the article. Group B receives the article, minus the headline and is asked to read the article and invent a headline.

Reunite the two groups and pair off a member from group A with one from group B. Without immediately revealing either the headline or the content of the article the pair discusses the task they were assigned and the conclusion they reached. The full text is then revealed.

Some examples - Develop titles for the following articles:

1. A local official expressed his embarrassment yesterday over a distribution of winter clothes to children in remote villages in the mountainous regions of the north of country.

"We are extremely grateful for the kindness of our National Red Cross Society in assisting our most needy in surviving the harsh winter that is ahead of us. However, we are disappointed by the lack of appropriate clothing for boys - the type of clothing, the style, and the colours are too feminine. Our boys do not want to wear bright pink woollen skirts!"

The clothing, surplus to requirement, was a one-off donation from another Red Cross Society. It was distributed during a routine visit to the region to deliver medical supplies to the Red Cross mobile clinics operating there.

2. Tons of flimsy fashion shoes were sent as emergency aid to the poor of Mozambique during the 1980s. In a country where women typically have to walk several miles every day to fetch water or go to the market, it is difficult to envisage less appropriate footwear.

3. Huge quantities of slimming products with pictures of 'slim women' were included in emergency-aid consignments sent to the undernourished residents of Somali refugee camps in 1987. Also found amongst the relief supplies were other strangely inappropriate items - treatment for heart burn and electric blankets.

4. The gender differentiated effects of disability throughout the world tend to be significantly under-researched. Both men and women suffer psychological trauma as a result of disability. Disability also restricts the capacity of both men and women to work and/or support themselves. However, women who have been made disabled are more likely to be deserted by their husbands than disabled husbands by their wives as it tends to be women, rather than men who are socialized as the "carers" (elderly, sick, disabled etc.). Disabled women are also at a disadvantage if they want to remarry, particularly in contexts where women outnumber men. In Cambodia, it was found that women were less likely to be fitted for prosthetic limbs due to a lack of female doctors and the unwillingness of women to attend male-run clinics. Due to women's responsibility for child care, they were also less likely to be able to find time to travel the distance that a visit to a clinic involved.

Example 3: Matching definitions

This activity can help to introduce some useful gender-related terminology and generate discussion around the meaning of gender and its related terms before embarking on a case study.

Instructions

Variation 1

Make a copy of Handout A for each participant. Each participant is asked to write his or her corresponding definition for each term (maximum time: 5 minutes). Participants pair off and compare their answers (5-10 minutes).

Variation 2

Enlarge Handout A and cut up individual terms and definitions.

Stick each term and definition onto a separate piece of card. Each participant receives a definition or a term. Participants circulate and try to track down the person with the corresponding definition or term, and having done so sit together (5-10 minutes).

The number of participants will determine how many pairs of terms/definitions you will need. If there is an uneven number of participants, the facilitator can join in the matching activity. Alternatively, participants can be warned that there is an extra definition or word that doesn't have a match.

Bring the activity to a close even if not all pairs have been matched up. Pairs who are content with their match take turns to stick their cards on the board/wall with the term and the definition next one another (5-10 minutes).

Remaining cards are returned to the facilitator and the matching is continued as a group activity with the facilitator managing the process.

Allow participants to talk through any terms that remain confusing and offer clear explanations using examples (10 - 15 minutes).

Handout A: Terms

Gender	Gender Balance	Gender Awareness
Gender Analysis	Gender Mainstreaming	Disaggregated Data
Gender Roles	Gender Gap	Sex
Gender focal point	Gender Blind	

Handout B: Definitions of terms

1. Data broken down by sex, age or other variables to reflect the different needs, priorities and interests of women and men, and their access to and control over resources, services and activities.
2. Ignoring or failing to address the gender dimension.
3. The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles.
4. The recognition of the fact that life experience, expectations, and needs of women and men are different, that they often involve inequality and are subject to change.
5. Having the same (or a sufficient) number of women and men at all levels within the organization to ensure equal representation and participation in all areas of activity and interest.
6. A concept that refers to the social differences (as opposed to the biological ones) between women and men that change over time and which vary widely both within and between cultures.
7. A person within the organization (field or headquarters) who is identified as being a reference point for issues concerning gender.
8. The sets of behaviour, roles and responsibilities attributed by society to women and men respectively which are reinforced at the various levels of society i.e. through its political and educational systems and institutions, employment patterns, norms and values, and through the family.
9. A disparity between women and men in terms of their level of participation, access to resources, rights, pay or benefits.
10. The systematic integration of the respective needs, interests and priorities of men and women in all the organization's policies and activities. This rejects the idea that gender is a separate issue and something to be tacked on as an afterthought.
11. The biological characteristics of being male or female that are genetically determined.

Answers

1. **Disaggregated data:** Data broken down by sex, age or other variables to reflect the different needs, priorities and interests of women and men, and their access to and control over resources, services and activities.
2. **Gender blind:** Ignoring or failing to address the gender dimension.
3. **Gender analysis:** The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles.
4. **Gender awareness:** The recognition of the fact that life experience, expectations, and the needs of women and men are different, that they often involve inequality, and they are subject to change .
5. **Gender balance:** Having the same (or a sufficient) number of women and men at all levels within the organization to ensure equal representation and participation in all areas of activity and interest.
6. **Gender:** A concept that refers to the social differences as opposed to the biological ones, between women and men that change over time and have wide variations both within and between cultures.
7. **Gender focal point:** A person within the organization (field or headquarters) who is identified as being a reference point for issues concerning gender.
8. **Gender roles:** The sets of behaviour, roles and responsibilities attributed to women and men respectively by society which are reinforced at the various levels of the society through its political and educational institutions and systems, employment patterns, norms and values, and through the family.
9. **Gender gap:** A disparity between women and men in terms of their level of participation, access to resources, rights, payment or benefits.
10. **Gender mainstreaming:** The systematic integration of the respective needs, interests and priorities of men and women in all the organization's policies and activities. This rejects the idea that gender is a separate issue and something to be tacked on as an afterthought.
11. **Sex:** The biological characteristics of being male or female that are genetically determined.

Example 4: Classifying statements

In this activity participants classify statements about men and women by placing them in one of the two following categories: gender or sex.

Instructions

Ensure you have one copy of Handout A per participant and a transparency of Handout B.

At the top of a flip chart or overhead transparency write the words **SEX** and **GENDER** in bold, capital letters.

Ask participants if the following sentences relate to 'Sex' or to 'Gender'

Variation 1

Give each participant a copy of Handout A and ask him or her to complete the task alone (max 5 minutes). Then ask participants to form small groups and compare answers.

Use a transparency (Handout B) to present the "correct" answers. Give some time for comment on areas of disagreement (10-15 minutes). Finish by asking through brainstorming for a definition of the difference between sex and gender. Write the definition for all to see.

Variation 2

Distribute the statements written in large letters on pieces of card, one per participant. Designate one part of the room for 'gender' and the other part for 'sex' related sentences. Instruct participants to physically place themselves in the "right" section of the room. Allow no more than a minute for this. Participants could display their statement on a large piece of card or paper to be hung around the neck or pinned to the front of their clothing.

Ask if everyone is content with the way statements have been categorized and allow for free discussion if there are areas of disagreement. Participants physically move from one group to another if their statements are re-classified.

Handout A

1. Women give birth to babies, men don't.
2. Girls are gentle, boys are rough.
3. In Europe, most long-distance truck drivers are men.
4. In Ancient Egypt men stayed at home and did weaving. Women handled family business. Women inherited property and men did not.
5. Amongst Indian agricultural workers, women are paid 40-60 per cent of the male wage.
6. Men's voices break at puberty, women's do not.
7. According to UN statistics, women do 67 per cent of the world's work, yet their earnings for it amount to only 10 per cent of the world's income.
8. In Britain girls perform better academically in primary school than boys do.
9. There are more women than men in the caring professions such as nursing.
10. Men are good at lifting heavy loads.
11. Women can breastfeed babies, men can bottle feed babies.
12. Men are susceptible to prostate cancer, women are not.

Answers:

1. Women give birth to babies, men don't. (Sex)
2. Girls are gentle, boys are rough. (Gender)
3. In Europe, most long-distance truck drivers are men. (Gender)
4. In Ancient Egypt men stayed at home and did weaving. Women handled family business. Women inherited property and men did not. (Gender)
5. Amongst Indian agricultural workers, women are paid 40-60 per cent of the male wage. (Gender)
6. Men's voices break at puberty, women's do not. (Sex)
7. According to UN statistics, women do 67 per cent of the world's work, yet their earnings for it amount to only 10 per cent of the world's income. (Gender)
8. In Britain girls perform better academically in primary school than boys do (Gender)
9. There are more women than men in the caring professions such as nursing (Gender)
10. Men are good at lifting heavy loads. (Gender)
11. Women can breast feed babies, men can bottle-feed babies. (Sex)
12. Men are susceptible to prostate cancer, women are not. (Sex)

Example 5: Gender roles

This activity is related to the concept of gender roles, particularly women's multiple roles.

Instructions

Ensure there are enough copies of Handouts A and B to have one for each participant.

Separate participants into Group A and Group B. Explain that each group will be receiving a different questionnaire to complete. Each individual will be given a few minutes to complete the form by him/herself before comparing answers with another member of the same group.

Distribute a copy of Handout A to each member of Group A. Distribute a copy of Handout B to each individual in Group B. Allow a few minutes for individuals to complete their own form before inviting them to compare their answers with another member of the same group. Explain that there are no 'correct' answers as such. After 5 minutes or so, bring the activity to a close.

Ask participants to make new partnerships by pairing off with an individual from the other group (each new pair should comprise a member of Group A and a member of Group B). The purpose of the regrouping is so that a representative from Group A can explain the activity assigned to Group A to an individual from Group B and vice versa. As pairs get together, focus their exchange by telling them to consider the link between the two activities/forms. (5-10 minutes)

Bring everyone back together in a plenary session and take the opportunity to emphasize the way society defines men and women's work and the implications of this for programme design. Handout A looks at work in the sense of jobs and employment outside the home, Handout B considers work in the sense of skills, roles, and responsibilities. The activity highlights the fact that women perform multiple roles and that they are often 'on duty' well beyond the hours of the average working day.

Handout A

Consider the following jobs and say whether in your society and experience it is mostly men or mostly women who do them. Indicate your choice by placing a cross (X) in one of the two columns.

	Women	Men
Chef		
Teacher		
Housewife		
Architect		
Football Coach		
Farmer		
Nurse		
Politician		
Mother		
Father		
Lawyer		
Counsellor/Psychotherapist		
Bread winner		
Accountant		

Handout B

Consider the following tasks/roles and say whether in your society and experience it is mostly men or mostly women who perform them. Indicate your choice by placing a cross (X) in one of the two columns. If you really can not decide leave the space blank.

	Women	Men
Cooking		
Educating children		
Cleaning		
Designing buildings		
Motivating people to work as a team		
Cultivating the land		
Caring for the sick		
Making decisions about community issues		
Looking after children		
Disciplining children		
Resolving disputes		
Listening		
Earning an income		
Managing the family's finances (budgeting, saving, investing)		

Example 6: Attitudes towards being a man or a woman

Participants can examine gender-based stereotypes in terms of society's expectations of men and women's behaviour. The exercise addresses the fact that gender and the socialization of roles and responsibilities is just as much about men as it is about women.

Instructions

Variation 1

- Without explaining the objective of the exercise, tell participants that they will be asked to complete a form anonymously. They should do this in pencil. Distribute copies of Handout A, one per person. Allow 5-10 minutes for the completion of the statements.
- Divide participants into 2 single-sex groups. Each individual takes their completed form with them to their group.
- Collect in the forms and redistribute them i.e. all the forms completed by men are given to the women and vice versa.
- Participants reflect on the answers given by the opposite sex and within their group, comment on answers which they disagree/agree with or find particularly interesting, perceptive, shocking, or funny.
- Sum-up by asking if there were any obvious differences in the responses given by men and by women. Re-iterate the importance of recognizing that men and women often have very different perspectives.

Variation 2

Women receive handout A (statements about boys and men) as in the original version above and men receive handout B (statements about girls and women). Men and women complete their respective handouts and the facilitator re-distributes forms A to the men and form B to the women for their comments. Use different coloured paper for Handouts A and B.

Variation 3

Organize participants into four groups:

The first group: women receiving Handout

The second group: men receiving Handout A

The third group: women receiving Handout B

The fourth group: men receiving Handout B

Having completed the statements on their respective forms, the first and second groups exchange their responses and comments and the third and fourth group exchange their completed forms and comments.

A spokesperson from each group can then be asked to feedback to the plenary

- a) describing the tasks assigned to that group and
- b) the group's overall comments and conclusions.

Handout A:

Complete the following statements:

The best thing about being a man is . . .

Men would reject another man if . . .

Boys can't . . .

The parents of a boy let him . . .

Teachers expect boys to . . .

Men get embarrassed when . . .

Sisters expect brothers to . . .

A boy would get teased if he . . .

Women really want men to . . .

Men don't like . . .

The worst thing about being a man is . . .

Handout B:

Complete the following statements:

The best thing about being a woman is . . .

Women would reject another woman if . . .

Girls can't . . .

The parents of a girl let her . . .

Teachers expect girls to . . .

Women get embarrassed when . . .

Brothers expect sisters to . . .

A girl would get teased if he . . .

Men really want women to . . .

Women don't like . . .

The worst thing about being a woman is. . .

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Background information on gender-related theory

1. The evolution of WID to GAD

1.1 Women in development (WID) approaches

In the early 1970s, the women in development (WID) movement emerged following the documentation of women's key productive roles in agriculture and industry. The previous exclusion of women in development projects and programmes led to an emphasis on women-specific projects. The rationale was that if women's productivity and income were improved, development would be more effective. WID was strengthened by various international conferences on women. The United Nations decade for women between 1975-1985 focused on sensitising people to women's role in development, as well as concentrating on research and advocacy for women. Women's unpaid work both in the household and on the farm became increasingly recognised. Improvements were seen in some countries in terms of acknowledging and rewarding women's paid work in relation to that of men. Progress was also made in the provision of appropriate health services for women, including family-planning. The importance of educational opportunities for women also featured highly on the agenda.

However, the limitation of the WID approach is that it saw women as a group and not as individuals with a variety of needs and interests. There are many types of women, for instance rich/poor, northern/southern, rural/urban, educated/uneducated, married/single, widowed/divorced, women with children, old/young and disabled/able-bodied. Women perform a multitude of jobs and tasks, and these also vary considerably. Not all women have the same needs or demand the same rights at the same time. Apart from the problems associated with 'lumping' all women into one category, a focus on women-specific projects excludes men and treats women's problems in isolation to their relations with men, in both the private and the public sphere.

1.2 Gender and development (GAD) approaches

As a consequence of the failure of many women-specific projects and programmes to address women's real needs the 1980s saw a gradual shift towards a gender and development (GAD) approach. Gender refers to the roles, responsibilities, needs, interests, and capacities of both men and women. These are influenced by social and cultural factors.

The greater value of gender as an analytical concept is that it directs attention towards social and cultural processes. GAD approaches examine interventions in terms of their differential effects on women and men and the relationships between women and men. GAD approaches do not look at women in isolation but enable differences between women and men, and between different groups of women to become visible.

For further reading, refer to the case study 5.1: "Choosing WID/GAD projects", Section 1 of the training pack.

2. Gender issues, terms and definitions

2.1 Gender

"Gender" is a concept that refers to the social differences, as opposed to the biological ones, between women and men that change over time and have wide variations both within and between cultures.

2.2 Gender roles

“Gender roles” refer to the different responsibilities of women and men in a given culture or location. In other words, “gender roles” refer to the different tasks that women and men undertake, many of which are not purely based on their biological functions. Some examples of gender roles and gender differences are included in the boxes below.

As men and women often perform different roles in society and have different needs, a gender perspective is required to ensure that an assessment of men and women’s specific needs, vulnerabilities and capacities takes account of differences in class, culture, age, ethnicity, race, religion and ability.

Society “permits” different behaviours

What is deemed acceptable behaviour for women varies from one category of women to another. In some cultures, unmarried women, regardless of their capacities and educational level, may not be allowed to participate in a project’s activities because they would be mingling with men that were not relatives, whereas widows in the same region would ‘be allowed’ to take part. Neither group of women has a husband, but their differences in age and social status determine what they can or cannot do. Men may be allowed to participate in the project activities regardless of their marital status.

How gender roles change according to location

In some parts of the world such as South East Asia, it is normal to see women working on the roads, whereas in other parts of the world this type of work is normally done by men.

In one area of the country bicycles are commonly used by women as a means of transport. However, in another region of the country, a woman on a bicycle is a rare sight. In fact, riding a bicycle is frowned upon for being an “unfeminine” practice. Men and boys, on the other hand, are free to ride bicycles regardless of which region they live in.

In order to understand gender roles, and reflect the differences in men and women’s roles in project and programme planning, it can be helpful to try to classify such roles. The process of classifying helps to examine the different roles in a given cultural context and avoid assumptions about who is responsible for which activities.

Women’s roles are often classified as:

- **productive roles** (tasks where people receive cash or something else ‘in kind’)
- **reproductive roles** (or household domestic roles)
- **community management roles** (activities that contribute to the overall good of the community) (Moser, 1993).

It is important to appreciate how these different roles are interconnected and how women balance them.

Example : Hurricane in Honduras

In October 1998, after Hurricane Mitch hit Honduras, Nicaragua, Guatemala and El Salvador, men and women worked side-by-side during the emergency and there was a high level of community participation. Women's groups were mobilized to organize relief efforts for the community (including providing food assistance, clearing roads etc.).

During the rehabilitation phase, and especially in temporary shelters, women had demanding and exhausting 'triple roles' including reproductive work for the family, community organizing and productive work in the informal economy. This is in comparison to men who tended to return to their main traditional role of waged work outside the home or went to seek productive work elsewhere to relieve the poverty situation (Delaney & Shrader, 2000). In many cases, women simply do not have time to engage in other activities because of their triple roles.

Example: Volcano in the Philippines

In the Philippines, following the eruption of Mt. Pinatubo in 1994, women's workloads increased considerably. Women are normally responsible for ensuring there is food on the table. However, when families lost their harvest and women lost their kitchen gardens as the result of the volcanic eruption, women needed money to buy food.

Male migration increased substantially following the eruption as men had to go elsewhere to look for jobs. Women were obliged to make money by taking in laundry (in addition to washing their own family's clothes) and cooking enough at family mealtimes to sell on the side. Women also tried to find domestic work. All this placed an extra burden on women who had even fewer resources and facilities than before.

To sum up, women had to carry out their traditional responsibilities, and more (Delica, 1998 in Enarson, 2000). This provides an example of women's multiple roles, the burden of which is often increased in the context of a disaster.

For further reading on the "triple roles of women", refer to Tool 3.2 in Section 4.

2.3 Gender roles change

The roles that we perform as women and men are subject to change - particularly in response to a disaster, economic upheaval or a pandemic such as HIV/AIDS. Women also take on non-traditional roles in war time when men are mobilised to fight.

Example: Effects of HIV/AIDS

The HIV/AIDS pandemic results in rapidly changing household roles and livelihood strategies. With the death of one or both parents from HIV/AIDS, millions of children have been orphaned and children or older women are left to do all agricultural work in rural areas. Children have to care for younger siblings, or children are forced to seek work and sacrifice their education.

An especially harsh burden is often placed on the shoulders of a daughter, who has to provide care for sick parents and act as a mother-substitute in caring for the home and family. In addition to the trauma of loss, children who are orphaned, both girls and boys, have the threat of being made more vulnerable to exploitation, particularly in the sex trade (Rau, 2002). Girls and boys roles are not permanently fixed and can change according to circumstances.

Example: Effects of a flood

In Pakistan, it was reported that at the onset of a flood in a village, women and men were separated, with men leaving the locality to take cattle to safer ground whilst women evacuated to higher places taking essential household belongings with them. When the water level rose to a dangerous level, women were seen to be attaching ropes to trees to help children and the elderly climb to safety.

The usual division of labour along gender lines changes according to the prevailing circumstances. Being displaced, often to different locations, means men may be the sole reference point for the preparation of food and women are the only ones able to collect fodder for livestock (Ariyabandu & Nivaran in Enarson, 2000). Hence, men and women's roles can reverse and are not 'set in stone'.

A warm-up activity on gender roles is included as example number 5 in Section 2 of the training pack. The tool "24-hour clocks of men and women" in Section 4 is also a useful reference.

2.4 Gender relations

We live together, and although our roles differ they are inextricably linked. It is not enough to examine the roles of individual men and women. We also need to look at the dynamics that exist between women and men within a society, especially regarding the issue of power.

"Gender relations" is an important component of current theory in gender and development. The term "gender relations" refers to the ways in which a culture or society defines the rights, responsibilities, and identities of men and women in relation to one another.

When we discuss gender-related issues, the focus has to be on 'gender' and 'gender relations' rather than on 'women' or 'men' in isolation. A woman is only termed 'wife' in relation to a man who is her husband', or a 'widow' in relation to her husband who dies from HIV/AIDS.

2.5 Gender relations and power

Power relations between women and men are evident in a variety of contexts. For example, what women are allowed to do outside the home, whether a woman can put herself forward as a local leader or become involved in National Society activities. Being able to contribute financially to the household is often the key to securing a position of power within the household. However, if a woman contributes to half the household budget it does not necessarily change the shared perception that the man is the provider (White, 1997). The power dynamic also influences how major decisions are reached (e.g family planning decisions) with the equal participation of men and women.

Example: Relief food distribution

Power relations can be observed in relief food distribution processes. Issues around who is given access to food can change the dynamics between various members of the household. If food rations are processed through a male member of the household when traditionally women buy, grow or forage for food for household consumption it can change the power dynamics of the household, disempowering women and empowering men.

On the other hand, giving female refugees access to food in a camp can be perceived as a threat to men's authority in the camp. If men are no longer providing what they used to provide for their family, they may no longer be respected by their wives.

Control and authority are also reflected in the way resources are distributed to households in the beneficiary population by the government and/or development agencies. Further down

the line, power determines resource allocation within the household, between men and women, or between older and younger members of the household. In many cultures, women have less authority in the household and are less able to participate in decision-making processes than men.

3. Gender analysis

3.1 Definition

The term “gender analysis” is used to describe the process by which we identify the different roles of women and men in an attempt to clarify what tasks they perform, what resources they have, and what their needs and priorities are in a given context. We conduct a gender analysis to avoid assumptions about who does what, why and when. Gender analysis ensures that ‘gender’ is one of the variables (along with income, age, ethnicity, poverty level, and class) that need to be factored into an assessment of a situation. When conducting a gender analysis, the focus can be on women and men as individuals and/or in groups, on socio-economic differences within households and/or within communities as a whole.

A key task is to break down groups of people (target groups/ beneficiaries/survivors) into men and women. We cannot assume that men and women within a family group, household or community have the same resources (both in terms of access to the resources and control over the benefits of the resources). Women and men of different ages may be subject to different constraints and have differential access to opportunities. Differences in risk-tolerance and decision-making powers may also be seen.

Example: Refugee camp in Tanzania

The following gender analysis of the young population in Lukole refugee camp, Ngara, Tanzania took place in the late 1990s. The analysis revealed that young men were able to overcome traditional power structures and gain positions normally reserved for older male members of the community. This was because young men were able to take advantage of the situation in the camp to change their roles. A large number of young men obtained jobs with NGOs. They adapted better to the new surroundings, were more mobile and less shy of the NGOs and relief agencies than their elders. Being employed by agencies gave young men access to resources and power. They acted as intermediaries between NGOs and the beneficiary population by providing resources such as medical assistance, education, social services, and security.

These new roles encouraged young men to network amongst themselves and with people in authority. Such networking allowed them to out-manoeuvre the older generation of men normally associated with positions of power in the community.

Young women were unable to take part in this process and attend meetings like their male contemporaries as they tended to be less mobile as a result of their child care and household duties and in some cases as a result of being pregnant (Turner, 1999).

3.2 How to do a gender analysis

There are many tools and methods available for undertaking a gender analysis. However, when doing a gender analysis, those responsible for carrying it out should begin with a critical assessment of themselves and their own cultural views. It is important not to bring your own ‘cultural baggage’ with you when analysing a situation from a gender perspective.

Section 4 of this training pack provides some useful advice and information on gender analysis as well as many related tools. These tools are divided into two parts - the first part refers to tools for examining the organization from a gender perspective. The second part includes examples of gender sensitive approaches to programming. A table of commonly-used gender analysis frameworks is provided in Annex 4.

Practical and strategic needs

When examining women and men's needs during a gender analysis, it is useful to distinguish between practical (immediate) and strategic (more long term) needs (Moser, 1989). Practical needs arise from the actual and immediate situation which men and women find themselves in following a disaster i.e. their need for shelter, health care and money. The term "strategic needs" refers to the longer term needs connected to addressing the subordinate position of women in society. Practical needs have to be met regularly on a day-to-day basis. Addressing strategic needs involves a gradual process of changing societal attitudes, including the attitudes of women and men themselves.

Participatory approaches

A gender analysis requires the participation of both women and men in analysing their own situation. Women in particular have to be given an opportunity to voice their needs. However, it is important to start by asking what is actually meant by participation. Sometimes 'participatory approaches' are only used at the end of a process, to justify why projects or activities are planned in a certain way, i.e. to try to lend weight to already pre-determined goals. A major question to ask is how needs can be assessed in a participatory way in the context of the culture of the society in which the National Society operates.

Participatory approaches to vulnerability, capacity and needs assessment should be mirrored internally within the organization.

Experience has shown that for planning to be successful, integrated and participatory, it is important to use a methodology which has clear aims and objectives. It is necessary to have the involvement of all the relevant stakeholders (communities, the government, technical agencies, NGOs, the UN and other international agencies) particularly for disaster preparedness. The experiences of the National Societies in Bangladesh and the Philippines show a positive correlation between participatory planning and enhanced levels of local self-reliance (ISDR 2002).

Relevance of gender issues in the work of the International Federation

1. The Gender Policy of the International Federation

1.1 Why and how the Gender Policy was developed

Historical Background

1987

General Assembly passed a resolution requesting the Federation Secretariat to “draw up a Plan of Action to safeguard that the resources and potential of women be fully utilized to the benefit of development work of the Red Cross/Red Crescent”.

1989

A Plan of Action for Women in Red Cross/Red Crescent Development was endorsed by the 7th session of the General Assembly. The plan addressed the role of women in Red Cross/Red Crescent activities both as participants and beneficiaries. For female beneficiaries, the emphasis was placed on health, income-generation, education and training. In terms of female participation, the key issues were to promote women in management positions across the organization and enhance women’s access to training.

1990

A study on the role of women in the Red Cross/Red Crescent was published by the Henry Dunant Institute in cooperation with the Federation Secretariat.

A senior advisor on Women and Development was appointed within the Federation Secretariat.

A temporary working group was established to examine the situation of women in the Secretariat and in the Delegations. Based on the recommendations of the working group, a permanent group, whose tasks were to monitor and promote the equality of women, was set up at the Federation Secretariat. This task group contributed to significant changes being made to the Pension Fund and to maternity leave. The group also succeeded in working towards the Secretariat’s target of having women in 25% of leadership posts by 1993. The group disbanded in 1993 as its members felt it was not well-known enough within the Secretariat and had difficulty in defining its *raison d’être*.

1991-1995

In National Societies, a number of women’s projects were created. By 1995, sixteen National Societies in Africa had women’s desks or “focal points”, predominantly for managing women’s income-generation, literacy and health education programmes. Although these projects proved not to be sustainable they contributed to the overall heightening of awareness within the organization.

1995

General Assembly requested that the 1989 Action Plan be revised to incorporate a shift in emphasis to that of integrating gender understanding into all spheres of activity. Stress was placed on addressing violence against women, especially in refugee and conflict situations, and on promoting income-generation activities.

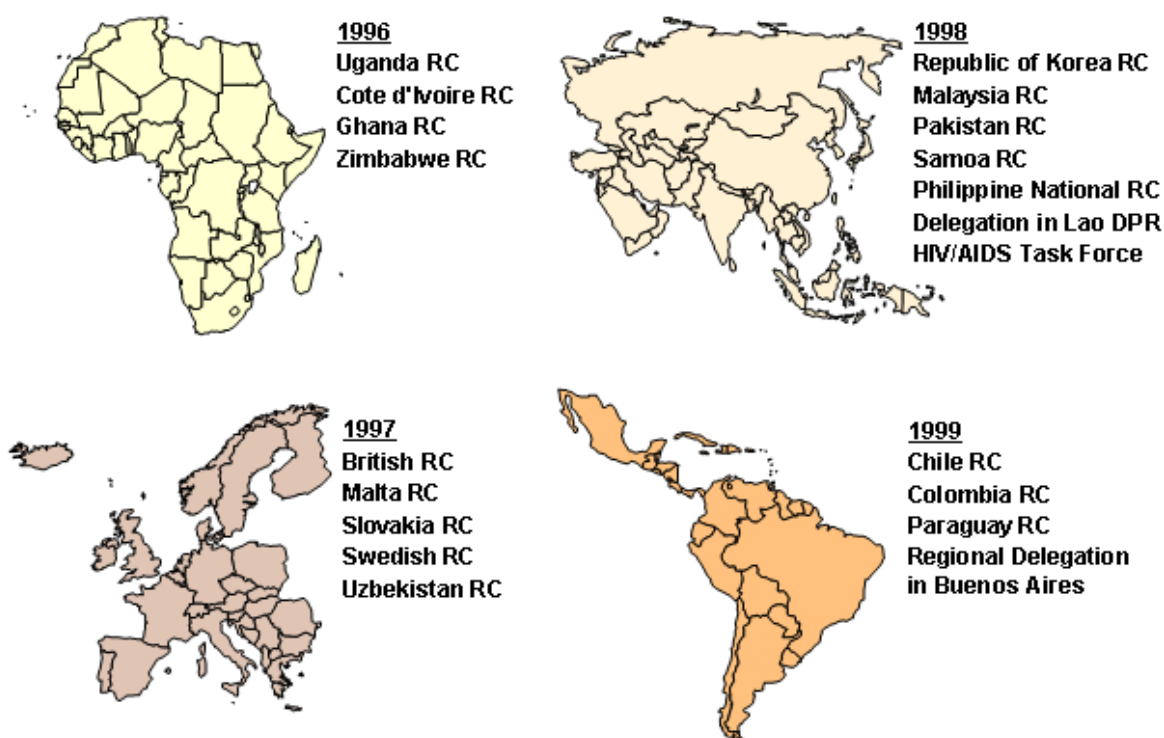
1996

A survey, “The Role of Women in the Red Cross/Red Crescent”, was published. The Survey elicited the views of 82 National Societies operating in a diversity of cultural contexts and confirmed that National Society activities covered a broad scope - from initiatives to sensitize communities and local governments to rhetoric about balance in terms of participation of men and women as Red Cross/Red Crescent staff and volunteers. National Society views on the rationale for promoting gender issues were varied. Some deemed it irrelevant and unnecessary, whereas others saw value in integrating a gender perspective into all activities.

Following the survey “The Role of Women in Red Cross and Red Crescent”, which demonstrated various views among National Societies regarding the rationale for the Federation to promote gender issues, the Federation Secretariat launched a global process (1996) with the following three objectives:

- *Clarification of the International Federation’s approach to gender issues*
Is the focus women or gender? Is the rationale empowerment or programme effectiveness? Does the Federation aim to provide basic needs in a gender sensitive manner or does it have more strategic aims such as empowering women through Red Cross/Red Crescent programmes?
- *Identification of appropriate strategies to translate concept into action.* Is it necessary to develop a new global plan or would it be better to have regional and country level plans of action?
- *Identification of priority areas at which the Secretariat should direct resources* (i.e. which areas should be targeted primarily - development programmes or disaster relief?)

During 1996-1999 working groups were established in Africa, Asia & Pacific, Europe and the Americas involving 19 National Societies, as shown on the following maps:



The main outcome of the 3-year global process was agreement on the need for a coherent approach to gender issues within the Federation. In 1997, the General Assembly decided to adopt a special policy on gender issues and encouraged implementation plans at regional and country levels.

In 1999, a Gender Policy of the International Federation was adopted. The policy reconfirmed that the Federation’s purpose is not to challenge gender norms (roles assigned to men and women in a given society) but to understand and consider the different needs,

capacities and vulnerabilities of men and women to ensure Red Cross/Red Crescent services reach men and women efficiently and effectively. The policy defines its main focus as being that of ensuring gender equity in programming and equal opportunities for the organization's staff and volunteers.

Annex 3 contains some examples of Federation Secretariat activities in support of National Societies implementing the Gender Policy.

1.2. Rationale for addressing gender issues

The rationale for integrating a gender perspective into the activities of the International Federation lies in its humanitarian mandate. A gender perspective is required to ensure that men and women's specific needs, vulnerabilities and capacities are recognized and addressed. The goal of the Federation is to ensure that all programmes benefit men and women equally, according to their different needs and with input and equal participation at all levels.

People are different from one another in many ways - in terms of age, sex, educational background, values, personality, culture, and so on. Red Cross/Red Crescent staff and volunteers may sometimes not acknowledge, appreciate or understand these differences and hence fail to fully meet the diverse needs of all beneficiary groups. A gender perspective enables beneficiaries to be viewed as individuals. The International Federation promotes giving special attention to gender issues to ensure **gender equity** in its service delivery.

Example: Afghan refugee camp

During food distributions in an Afghan refugee camp, female-headed households were unintentionally overlooked by a relief agency as the prevailing Pashtun culture prohibited direct interaction between men and women (except between relatives). One aid worker said that had the group of women stood out in some way, visually or physically, or because of their ethnic background, aid workers would have made sure that these women would have received food. However, because the programme was channelling food through male heads of household, it did not initially occur to the relief workers that certain types of household (i.e. female-headed) would be missed out (Marshall 1995 in Schmeidl 2002).

By having male and female representation amongst its staff and volunteers, the International Federation can benefit from both men and women's perspectives. The International Federation recognizes that the full participation of both men and women in all Red Cross/Red Crescent activities not only enhances gender equality, but that it also increases the efficiency and effectiveness of the work of the organization. Therefore, the International Federation promotes **equal opportunities** in relation to staff and volunteer issues.

Example: Disaster management in Bangladesh

The Bangladesh Red Crescent Society has adopted the strategy of recruiting female volunteers in its disaster management programme. This initiative was taken in order to reach women beneficiaries who could not be assisted by male volunteers. On the whole, the strategy ensures more effective disaster preparedness and response in the National Society's work (International Federation, 1999)

To sum up, the rationale for the International Federation promoting gender issues is linked to the quality of Red Cross/Red Crescent services.

1.3. The focus is on gender rather than on women

The International Federation focus is on gender rather than specifically on women. Gender refers to the roles, responsibilities, needs, interests and capacities of both men and women. These are influenced by social and cultural factors. Therefore the term 'gender' should not be understood as referring to 'women' only. Referring separately to women ignores the situation of women in relation to men and also disregards the vulnerability of men.

As men and women often play different roles in society they have different needs. A gender perspective is required to ensure that men's and women's specific needs, vulnerabilities and capacities, in the broader context of culture, age, ethnicity, race and religion, are recognised and addressed.

1.4. Overview of the policy commitment

Within the International Federation, gender is an issue related to the running of programmes and the running of organizations. The table below illustrates the concrete actions to be undertaken under each of these categories, as emphasised in the Gender Policy:

Running of Programmes	Running of Organizations
To ensure that female and male beneficiaries have equal access to and benefit equally from Red Cross/Red Crescent programmes & services	To ensure gender balance, as appropriate, at different levels throughout the organization (National Societies, Delegations and Federation Secretariat)
To ensure that the specific needs, capacities & vulnerabilities of men and women are recognized and addressed in programme: <ul style="list-style-type: none"> • design • implementation • monitoring • evaluation • reporting 	To ensure equal opportunities among men and women in the areas of: <ul style="list-style-type: none"> • recruitment • promotion • benefits • training • working conditions

1.5. An emphasis on programming

Broadly speaking, there are three categories of stakeholders in National Societies. The National Society staff can be considered to be one category of stakeholders, the volunteers another category and the programme beneficiaries a third.

Often when gender issues are raised they are associated with the numbers of female and male staff and their needs in terms of their working environment and careers. The term gender balance is often used in this context. However, gender concerns are equally relevant for beneficiaries, both men and women, who may have different capacities and vulnerabilities that need to be considered in planning programme activities. This is the main concern of the National Societies, Federation Secretariat and Delegations and implies that staff and volunteers should have the capacity to programme in a gender sensitive way. Training plays an important role in the development of such competencies and skills and this gender training pack hopes to contribute to building these.

2. Mainstreaming as a strategy for the International Federation

2.1 About gender mainstreaming

Gender Mainstreaming is “the process of assessing the implications for women and men of any planned action, including legislation, making women’s as well as men’s concerns and experiences integral dimensions in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality”.

(Economic and Social Council of the United Nations, 1997)

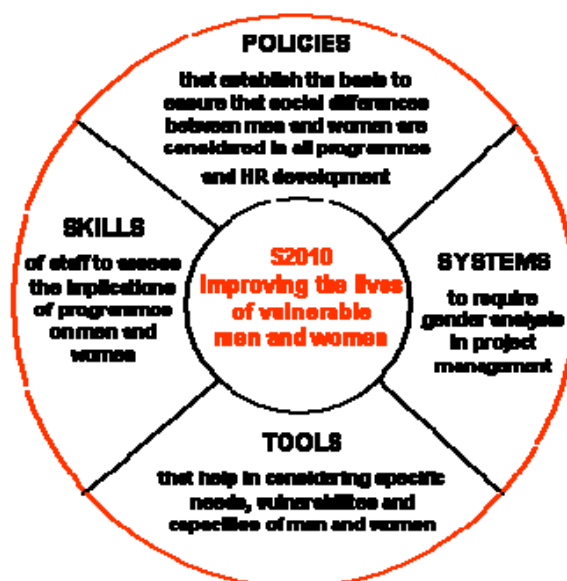
Gender mainstreaming as a strategy emerged from the evolving experience gained from the “Women and Development” and “Gender and Development” approaches during the 1980s. It was recognised that a number of shifts in approach to gender were required in policy approaches and within relief development organizations themselves. Many development organizations began to adopt the strategy of integrating women into ‘mainstream’ projects and programmes rather than establishing separate women’s projects. Fundamentally, gender mainstreaming means that men and women should benefit equally from all of the organization’s policies and practices.

For the International Federation, gender mainstreaming is a strategy to achieve the goal stated in the Gender Policy - “to ensure all Red Cross/Red Crescent programmes benefit men and women equally, according to their different needs and with the input and equal participation of men and women at all levels within the National Societies and the Federation’s Secretariat”.

Gender mainstreaming implies that all Red Cross/Red Crescent staff and volunteers are responsible for considering gender issues in their work and that the governance of each National Society and the Federation is accountable for assessing the implications of their policies and decisions for both men and women ultimately ensuring that all Red Cross/Red Crescent policies and programmes are gender sensitive.

Specifically for the National Society, mainstreaming implies that **all** existing **policies** consider the social differences between men and women - its not enough to have a special policy on gender issues. In view of this, **systems**¹ must be put in place to reinforce gender analysis in project management.

Consequently, National Society staff require the **skills** to assess the impact of projects on men and women and **tools** to help them to do so. Gender analysis tools are useful for this purpose and several are included in Section 4 of this training pack for adaptation to local circumstances.



¹ For example, in some organizations a system exists where projects are appraised (amongst other things) on whether or not they have looked at the differential impact of project activities on both women and men.

Finally, gender mainstreaming is not intended to completely replace the need for targeted, women-specific activities or projects. Indeed, in order to address many gender-related issues over the longer term, targeting women may sometimes prove to be the most practical starting point for addressing women's basic needs and raising gender awareness.

2.2 Mainstreaming requires change

Gender mainstreaming must be seen as a process of change. It implies actively changing attitudes and practices and promoting the importance of gender issues amongst staff and volunteers in National Societies. People's values and attitudes, and the norms, rules and regulations within the organization can be obstacles to addressing gender issues. Resistance to change is common and changes in attitudes do not happen overnight. It is useful to assess the strengths/weaknesses of different departments, units and teams regarding how they go about incorporating a gender perspective into their work. The National Society itself can complete a gender audit to identify which factors are preventing gender from being mainstreamed. In essence, the prerequisites for gender mainstreaming are: policy commitment; a systematic approach; a change in procedures and work practices; and changes in the attitudes of staff and volunteers at all levels.

Section 1 of this training pack contains four case studies on gender mainstreaming, including one which focuses on performing a gender audit of an organisation. Section 4 includes the tool "conducting a gender scan/audit of an organization".

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Sources of data / statistics on gender-related issues

Gender in Development: Statistics and Indicators

Many links to different sources of statistics and indicators are available at:

[http://www.sdn.undp.org/poverty/links/Gender in Development/Statistics and Indicators/](http://www.sdn.undp.org/poverty/links/Gender%20in%20Development/Statistics%20and%20Indicators/)

United Nations Development Programme

In 1995, the United Nations Human Development Report concentrated on gender issues in development. The report analyses the progress made in reducing gender disparities in the decades prior to 1995 and highlights the wide and persistent gap between women's expanding capabilities and limited opportunities. Two new measures are introduced for ranking countries on a global scale according to their performance in gender equality - the under-valuation and non-recognition of the work of women. The report offers a five-point strategy for equalizing gender opportunities in the decade ahead. Details of this report are available at: http://hdr.undp.org/reports/detail_reports.cfm?view=545

Other reports including country specific reports relevant to gender can be found at:

http://hdr.undp.org/reports/view_reports.cfm?year=1995

WomenWatch Internet Information

WomenWatch is a gateway to the information and resources on the promotion of gender equality throughout the United Nations system, including the United Nations Secretariat, regional commissions, funds, programmes, and specialist agencies. WomenWatch gives access to websites of members of the inter-agency network and their statistics.

<http://www.un.org/womenwatch/world/>

World Bank Country Data Profiles

Country data profiles drawn from the World Development Indicators Database (from July 2001) provide information on 208 countries.

<http://www.worldbank.org/data/countrydata/countrydata.html>

<http://www.worldbank.org/data/databytopic/gender.html>

provides comparative figures (for both men and women) of literacy rates, life expectancy, population, school enrolment etc.

For statistics on women in development refer to:

<http://www.worldbank.org/data/wdi2002/pdfs/table%201-5.pdf>

Women in Development Network

Statistics on women worldwide taken from *The World's Women 1995 - Trends and Statistics* are available via WIDNET at:

<http://www.focusintl.com/statangl.htm>

United Nations Department of Economic and Social Affairs

A database of statistics and indicators for the advancement of women and the achievement of equality between men and women is available through WISTAT. This includes some 1500 sets of statistics on the economic and social status of women and men in 206 countries. <http://www.un.org/Depts/unsd/gender/wistat/wistat.htm>

MEASURE DHS

Measure DHS assists developing countries worldwide in the collection and use of data to monitor and evaluate population, health, and nutrition programmes. Demographic and Health Survey information can be found at: <http://www.measuredhs.com/>

Section 4: Tools and Checklists

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Introduction

This Section contains the tools and checklists that link in with the case studies in the gender training pack. The tools and checklists are divided into two parts. The first part refers to tools for examining the organization from a gender perspective. The second part includes examples of tools and checklists that help adopt a gender sensitive approach to programming. These can help individuals within the organization to develop skills and competencies in applying gender analysis and to ultimately improve the quality of service delivery.

Each tool or checklist contains the following elements:

1. An introduction to the tool or checklist and its source
2. Why the tool or checklist is useful for gender analysis for those wanting to mainstream gender in their work
3. How to use the tool or checklist
4. A sample application of tool or checklist (where relevant).

<p>Tools for examining organizations</p> <p>Part 1 of the Tools and Checklists is concerned with evaluating a National Society as an organization in terms of its readiness for gender mainstreaming.</p> <p>The tools are as follows:</p> <ol style="list-style-type: none"> 1. Federation Gender Policy and National Societies 2. Conditions required at the National Society level for gender mainstreaming - a brief checklist 3. Tool for conducting a gender audit/scan of an organization 4. SWOT analysis to examine processes of change required for gender mainstreaming 5. Testing communication flow in National Societies 6. Terms of reference for a National Society gender unit/focal point 	<p>Tools for gender analysis in programming</p> <p>Part 2 of the Tools and Checklists is concerned with gender issues in National Society programming and how volunteers and staff at the community and branch level can carry out a gender analysis of beneficiary groups. The tools and checklists are categorised into appropriate subgroups:</p> <ol style="list-style-type: none"> 1 Information requirements and gender analysis <ol style="list-style-type: none"> 1.1. Before doing a gender analysis of beneficiaries 1.2. What to analyse when conducting a gender analysis 1.3. Methodologies for information-gathering 1.4. Organizing focus group discussions - some tips 1.5. How to turn supposedly 'gender-neutral' information into 'gender-aware' information 2 Gender-sensitive mapping tools for examining the overall situation of beneficiaries <ol style="list-style-type: none"> 2.1. Example-social network mapping 3 Gender roles - analysis tools <ol style="list-style-type: none"> 3.1. 24 hour clocks of men, women, boys and girls to examine daily schedules and how they differ 3.2. Categorizing the different roles of men, women, boys and girls 4 Examining differential access to resources and benefits <ol style="list-style-type: none"> 4.1. Resource picture cards 4.2. Benefits analysis flow chart 5 Gender issues in planning programmes <ol style="list-style-type: none"> 5.1. Planning to emphasize practical and strategic needs 5.2. Determining priority needs using pair-wise ranking tool 5.3. Questions to guide an 'engendered' logical framework 5.4. UNDP checklist for building gender equity into project design and implementation 5.5. Checklist from the International Federation PPP Handbook
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Annex 4 contains a table of the most commonly-used gender analysis frameworks and Annex 5 has a risk management checklist developed by the Canadian Red Cross.

Tools for examining organizations in terms of gender mainstreaming

1. Federation Gender Policy and National Societies

Introduction

In 1999 the General Assembly adopted the International Federation's Gender Policy. This was a result of a global process between 1996-1999 which involved 19 National Societies in Africa, Asia & Pacific, Europe and the Americas who worked on identifying the best way for the Federation to promote gender issues.

Why the policy is an effective tool for gender mainstreaming initiatives in National Societies

The Gender Policy provides a clear and coherent approach to gender issues within the Federation. It clarifies that the Federation's purpose in terms of gender mainstreaming is to provide Red Cross/Red Crescent services in a gender sensitive way. The Federation's purpose is not to challenge gender norms - roles assigned to men and women in a given culture. The approach is rather to understand and recognize the needs, capacities and vulnerabilities of men and women in order to provide appropriate services that reach both men and women. The policy outlines that the main focus of the Federation is to ensure gender equity in programming as well as equal opportunities for those who work for Red Cross/Red Crescent as staff and volunteers.

How to use

The National Societies can monitor gender mainstreaming initiatives using the five commitments of the Policy as indicators.

Extracts from the Federation's Gender Policy

“To achieve its goal, National Societies, Delegations and the Federation's Secretariat need to:

1. Put in place institutional procedures which ensure that the needs of boys, girls, men and women are treated equally in disaster response, vulnerability reduction and the provision of health and other services;
2. Formulate measures to ensure that the gender-specific vulnerabilities and capacities of men and women are systematically identified and addressed;
3. Ensure that data on beneficiaries is disaggregated by sex for needs assessment and programme planning and that gender analysis is integrated into programme design, delivery, monitoring and evaluation;
4. Design strategies for capacity building in gender mainstreaming as part of institutional development programmes with special attention to staff training on gender analysis skills;
5. Ensure that reporting and accountability mechanisms for activities and results in gender mainstreaming are put in place. This includes performance evaluations, budget allocation analysis and initiatives to enable the full participation of men and women on an equal basis in all Red Cross and Red Crescent activities at all levels”.

The responsibility for gender mainstreaming within the National Society can be reviewed according to the statements of Federation's Gender Policy:

“Senior management in National Societies, Delegations and the Federation's Secretariat is responsible for:

- increasing the awareness and skills of staff and volunteers in considering the social differences between vulnerable men and women when designing, implementing, monitoring and evaluating programmes;
- conducting a systematic review of the institution's procedures to put in place gender analysis as part of programming or as a way of improving the existing systems;
- enabling gender balance at the different levels of the organization, in particular to involve more women in the decision-making processes at all levels;
- ensuring that there are equal opportunities for female and male staff members and volunteers in terms of recruitment, promotion, benefits, training and working conditions.

The governance of each National Society and the Federation Secretariat are responsible for:

- ensuring that all Red Cross and Red Crescent policies and programmes are gender sensitive and for considering the implications of their policies and decisions for men and women.”

2. Conditions required for gender mainstreaming in a National Society

Introduction

In order to have commitment at National Society level, all National Society staff and volunteers need to appreciate the benefit of integrating a gender perspective into their daily work roles and responsibilities.

Why use the checklist?

The checklist below can be useful as a starting point for discussions on the general conditions required for mainstreaming gender in a National Society.

How to use the checklist

Go through each bullet point and question whether it is the case in your National Society.

For gender to be mainstreamed in a National Society

1. Policies and systems that insist on gender analysis in project management need to be put into place. Staff and volunteers require the skills to assess the implications of projects on men and women and require the right tools to help them do this.
2. The commitment to mainstream gender amongst National Society staff needs to be strengthened.
3. Management needs to take a special responsibility for promoting gender equity if mainstreaming is to take place.
4. A gender perspective needs to be incorporated in the planning processes of the National Society, as well as the planning process of partner organizations.
5. A gender perspective needs to be integrated into all phases of project cycle management including programming, identification, formulation, financing, implementation, monitoring and evaluation.
6. Sex-disaggregated data needs to be used to provide a comprehensive picture of how activities impact differently on women and men.
7. The numbers of women in decision-making positions within the National Society should be increased.
8. Capacity building in gender awareness, analysis and planning should be provided for decision-makers, senior managers and other personnel.
9. To be open to the exchange of knowledge and experience of good practice in gender mainstreaming with other National Societies.

3. Tool for conducting a gender scan/audit of an organization

Source: Sprenger & Groverman (1996)

Introduction

A gender audit is one way to reveal where a National Society's strengths lie. It can also identify which procedures may require adjustment to ensure they are not responsible for undermining gender mainstreaming.

Why use it?

In order to gain further insight into the functioning of the National Society and elicit viewpoints within it on gender mainstreaming.

How to conduct a gender audit

Part I - Identifying viewpoints and functions

Read through the points below to ensure you understand how the organizational gender audit framework is developed.

For an organization to be able to function, three crucial elements are needed:

- A **mission mandate**: meaning goals and strategies, including all the managerial processes to realise that goal.
- An **organizational structure**: meaning clarity of tasks, responsibilities and authorities within the organization, ways of working, flow of information and communication and learning within the organization and with external partners.
- **Human resources**: relating to staff recruitment, staff development, performance appraisal and non-financial reward and incentive systems, attitudinal issues.

To gain further insight into the functioning of your organization, different viewpoints of the organization should be identified and discussed.

a) How are social, technical and financial resources organized in order to produce the desired output in the most efficient manner?	This can be called technical point of view of an organization.
b) Who influences whom and about what? This question relates to power and resource allocation and who reaps the benefits.	This can be called political point of view of an organization.
c) Who talks to whom and about what? Here we are referring to the relations, networks, values, standards, beliefs and interpretations shared by staff and volunteers.	This can be called cultural point of view of an organization.

The above (3 elements and 3 view points) can be integrated into a table to give us a framework with which to analyse the extent of gender mainstreaming in the organization.

The table below is made up of 9 blocks, each block referring to one of the 3 “elements” and one of the three viewpoints.

	Mission/mandate	Organizational structure	Human resources
Technical Point of View	<p>BLOCK 1</p> <p>Policies and action</p> <ul style="list-style-type: none"> - policy analysis - activity plan - budget - monitoring and evaluation - impact 	<p>BLOCK 4</p> <p>Tasks and responsibilities</p> <ul style="list-style-type: none"> - tasks and responsibilities - coordination and consultation - information system - gender infrastructure 	<p>BLOCK 7</p> <p>Expertise</p> <ul style="list-style-type: none"> - quantity - quality/recruitment - wages - job description - appraisal - training
Political Point of View	<p>BLOCK 2</p> <p>Policy influence</p> <ul style="list-style-type: none"> - role of management - people influencing the organization from within - people who influence the organization from the outside. 	<p>BLOCK 5</p> <p>Decision making</p> <ul style="list-style-type: none"> - adequate information - participation in discussion and decision making - conflict management. 	<p>BLOCK 8</p> <p>Room for manoeuvre</p> <ul style="list-style-type: none"> - space for organizing - physical infrastructure - reward/incentive systems - diversity of styles - career opportunities.
Cultural Point of View	<p>BLOCK 3</p> <p>Organizational structure</p> <ul style="list-style-type: none"> - image - ownership - woman-friendliness - reputation 	<p>BLOCK 6</p> <p>Cooperation and learning</p> <ul style="list-style-type: none"> - team work - support - networking outside of organization - reflection/innovation. 	<p>BLOCK 9</p> <p>Attitude</p> <ul style="list-style-type: none"> - enthusiasm - commitment - willingness to change - stereotyping

Part II - Gender Audit and Ranking

The stages for completing a gender audit are as follows:

- Firstly, consider the following questions based on the topics covered in blocks 1-9.
- Secondly, answer the questions. For each question comment on the degree to which the organization is achieving the specific goal that the question focuses on.
- Do this by scoring each answer from 1-3.

- 1 = high level of success
- 2 = medium level of success
- 3 = low level of success or no success

Mission/Mandate: refers to the goal and strategy, including all the managerial processes needed to realize the goal

Block 1: Policy and Action

- Are the mission and mandate of the organization based on a thorough analysis of the context, including gender relations?
- Does the organization have a clear policy, which includes a gender policy?
- Does the organization have an activity plan with a time frame (e.g. monitoring and evaluation) and allocation of responsibilities to implement the policy?
- Are adequate financial resources allocated for the implementation of the policy?
- Does the organization conduct its monitoring, evaluation and strategic planning in a gender disaggregated manner?

Block 2: Policy Influence

- Do management and the board take responsibility for policy development and implementation in the area of gender?
- Does management promote internal consultations on issues related to policy development and implementation?
- Are there many interactions with external stakeholders, such as beneficiaries (women and men), pressure/interest groups, researchers, consultants, gender networks and institutes, politicians, donor agencies, etc.
- Are opinions of external stakeholders valued and taken seriously by management?

Block 3: Organizational Culture

- Does gender fit into the image of the organization according to its staff/volunteers?
- Does everyone feel shared ownership of the gender policy?
- Do women within the organization, and among beneficiaries, perceive the organization to be woman-friendly?
- Does the organization comply with gender sensitive behaviour, for example in terms of the language used, jokes and comments made, images and materials displayed and procedures on sexual harassment?
- Does the organization have a reputation of integrity and competence on gender issues? For example among women's organizations and (outside) individuals with commitment to gender issues?

Organizational Structure: tasks, responsibilities and authorities within the organization; ways of working and the way people are grouped and coordinated to accomplish the tasks; flow of information, communication and learning within the organization and between the organization and external network.

Block 4: Tasks and responsibility

- Are tasks and responsibilities in the field of gender clearly demarcated?

- Are there effective mechanisms for coordination, consultation and organizational gender learning between various parts of the organization, both horizontally and vertically?
- Is there sufficient information to do the job well?
- Are individual staff members with specific gender expertise and responsibilities located in key positions within the organization?
- Is the existing structure and the way staff are deployment within it as gender focal points appropriate/effective? In other words:
Is there a women's unit/gender unit or are gender focal points de-centralized?
Who is the gender focal point(s) for the organization? Is it one full-time staff member or do several staff members share the responsibility on a part-time basis?

Block 5: Decision-making

- Are decisions being made on the basis of monitoring and evaluation activities in the field of gender?
- Are staff, including gender specialists, participating in decision-making processes?
- Are decisions (in the area of gender) dealt with in a timely manner?
- Are conflicts in the workplace dealt with adequately, for example around issues of sexual harassment, dealing with resistance to gender or the side effects of affirmative action?

Block 6: Cooperation and Learning

- Does the organization promote teamwork which involves both women and men and includes gender focal points?
- Do staff members support each other in problem-solving and identification of new challenges in the area of gender?
- Does the organization promote exchange, collaboration and other forms of interaction with women's organizations and organization/institutions/individuals active in the area of gender?
- Are new, innovative ideas and practices welcomed, reflected upon, incorporated into existing practices?

Human resources: staff recruitment, staff development, performance appraisal, non-financial reward and incentives systems, attitudinal issues.

Block 7: Staff and Expertise

- Is management committed to promoting female representation at all levels of the organization, including the board?
- Is this commitment translated into concrete targets within a specified timeframe?
- Are new staff members selected on the basis of gender-sensitivity and capacity to deal with gender issues in practical terms?
- Do men and women receive equal wages for equal work?
- Are job descriptions clearly defined (as far as gender is concerned)?
- Are gender issues discussed during performance appraisal interviews?
- Is there a gradual increase of gender expertise among all staff members (as a result of training)?

Block 8: Room for Manoeuvre

- Does the organization allow staff the opportunity to organize themselves on the basis of their identity according to factors such as sex, ethnicity, religion, age, sexual preference, physical ability?
- Does the organization have an adequate infrastructure to enable female staff to carry out their work (e.g. in relation to a safe working environment, toilet facilities, transport arrangements, working hours)?
- Is good performance being rewarded in the area of gender i.e. by exchanging ideas on best practice both inside and outside the organization, or by appraising individual staff members?
- Do staff members value different styles of working, e.g. men and women in non-traditional fields of work, more formal or less formal working environments, leadership styles, ways of chairing meetings etc.?
- Are interesting career opportunities offered to both women and men?

Block 9: Attitude

- Are staff members enthusiastic about the work they do?
- Are staff members committed to implementing the Gender Policy?
- Are staff members open to new ideas and innovations and willing to change practices?
- Are gender issues taken seriously and discussed openly by men and women?
- Is stereotyping (e.g. 'those gender-blind men' or 'those feminists') addressed by individual staff members?

Part III - Summarizing and Reporting

- The next step is to calculate an average score per block. This can help you identify which blocks (areas) are stronger and which ones are weaker.
- Discuss any internal changes that are currently taking place. Are there any external factors influencing the National Society?
- Discuss strategies for change. In which block do you want to start? What activities are required for change to take place?
- Consider how to present the results of the organizational gender audit in an attractive way to other colleagues.

4. SWOT analysis to examine change processes

Source: Oxfam, 1994

Introduction

For gender mainstreaming to take place particular changes need to take place within a National Society. This could include changes in attitudes or changes in procedures. The internal organizational structure (bureaucracy) and the external environment are often constraints to gender mainstreaming strategies. It is important to focus on both internal and external factors.

Uses

A SWOT analysis can help to identify the internal strengths and weaknesses of the National Society in terms of gender mainstreaming as well as the opportunities and threats presented by the external environment. A SWOT analysis can also focus on the strengths, weaknesses, opportunities and threats with respect to change processes that are required for a gender mainstreaming strategy to be set in motion.

How to conduct a SWOT analysis

A SWOT analysis can be done after a gender audit has been completed as more information will be available for analysis. Alternatively, it can also be carried out as an introductory activity prior to conducting a gender audit.

1. Discuss with staff members and volunteers of the National Society the following questions:

- What are the major internal strengths? Capacity of staff, materials/resources available....
- What are the major internal weaknesses? Obstacles to change processes, reluctance to change old ways of doing things...
- What major external opportunities are there for promoting gender mainstreaming in the National Society? For example, the Federation's Gender Policy, National Legislation on gender issues and an opportunity for an increase of female interest in particular activities...
- What major external threats are faced in relation to gender mainstreaming? Cultural/religious queries about gender mainstreaming, lack of funding for gender related programmes.

2. Fill out the chart below with the strengths, weaknesses, opportunities and threats

SWOT Analysis Chart

Strengths	Weaknesses
Opportunities	Threats

3. Discuss with other staff and management how to build on the strengths of the National Society with respect to gender mainstreaming and opportunities from outside. Discuss also how to combat the weaknesses and threats. Develop some strategies to overcome each threat or weaknesses, and come up with further ideas on how to build on the strengths and opportunities.

5. Testing communication flow in the National Society

Introduction

Programme beneficiaries often view the National Society's goals, activities and messages differently to those working inside the National Society. Information may not reach beneficiaries in the original format, or messages may be received in a different way than intended.

Use of this exercise

This exercise can be used as an example of how messages to National Society beneficiaries can get distorted along the way. It can also illustrate how local languages can be a problem in the interpretation of National Society messages and goals. The exercise can also be used to test channels of communication between the National Society staff and volunteers as an example of how messages can get blurred or altered when being conveyed to National Society beneficiaries.

How to do it

Part 1

- Devise a short 'test' message that can be whispered from one person to another sitting in a circle. Alternatively, you can request that a message be orally transmitted amongst at least 6 members of the National Society all located in different places (in the field/in the office) over a given time period.
- Ensure that each person knows who to pass the message onto (orally) with the message finally returning to the initial source.
- Compare the original message with the final message.
- Discuss what was lost in the transmission of the message orally, or if anything was added?
- Was the message distorted in any way?

Part 2

- Use the example 'test' message as a springboard for a discussion on communication channels to beneficiaries in the National Society.
- Ask members of staff if they think information reaches female beneficiaries in a different way to male beneficiaries.
- Discuss how National Society messages and programmes can become misinterpreted or misunderstood by beneficiaries over time, and how the way National Societies actually communicate with beneficiaries influences this.
- Discuss how communication channels can be improved, whether information is flowing from beneficiaries to National Society staff and volunteers or vice versa, so that the needs of male and female beneficiaries can be effectively met by the National Society's programmes.
- Come up with three/four points for improving communication channels and write them down clearly. Disseminate these ideas to other colleagues.

6. Terms of Reference for a gender unit/focal point

Source: Report of the gender workshop for National Societies in East Africa, Uganda, 1997.

Introduction

In the past, the establishment of GAD/WID units or focal points in various development organizations was justified because there was a need to manage women-focused projects. However, gender mainstreaming aims to address the specific needs and capacities of both sexes in all of the organization's activities. Hence, the scope of the GAD unit or focal point is broader than in the past. The gender focal point (who could be either male or female) should be highly placed in the National Society and their role clearly defined. These roles should be periodically updated.

Why develop terms of reference for gender focal points?

So that there is clarity for everyone in a National Society/Delegation on the role of the gender focal point and to ensure that the terms of reference are agreed on by all staff and are transparent.

How to use these draft terms of reference

The terms of reference, on the next page, were drafted in 1997 during a gender workshop for East African National Societies. They can be used as a starting point for other National Societies when they are developing their own terms of reference for a gender focal point. Not all the points contained in these terms of reference will be relevant to all other National Society/Delegation contexts. Nevertheless, they can be adapted accordingly.

Terms of Reference

Objectives of GAD Unit or Contact Person

- To raise awareness, ensure commitment and develop competence regarding the integration of gender perspectives throughout the National Society.
- To monitor effective implementation of the gender mainstreaming process.

Roles of GAD Unit or Contact Person

- Advise other units and programmes, and possibly higher levels of the organization depending upon where the GAD unit or contact person fits into the National Society/Delegation structure, on gender issues.
- Co-ordinate and facilitate the implementation of gender mainstreaming strategies in the National Society/Delegation.
- Promote and advocate gender and men/women-specific issues within the organization.
- Monitor all aspects of the National Society (policies, organizational structure and programmes) to ensure gender-sensitivity.

Activities of GAD Unit or Contact Person

- run training workshops and sensitization seminars.
- production and dissemination of information and educational materials.
- establishment of baseline data through surveys, research and specific case studies.
- facilitate the development of work plans, including operational and strategic plans.
- setting of targets for implementation of gender mainstreaming plans and programmes.
- ensure support of senior management in National Societies/Delegations.
- constant progress reporting and feedback to staff and management.
- development and dissemination of tools for gender analysis in collaboration with relevant staff and departments within the National Society/Delegation.
- ensure the establishment of a consistent system to include gender issues in all planning, monitoring and evaluation work.
- network with other organizations and National Societies and Delegations.
- provide specialist support to departments and units within the National Society/Delegation, if required.
- provide advice to specific men or women's projects.

Tools for gender analysis in programming

1. Information requirements and gender analysis

1.1 Before doing a gender analysis of beneficiaries

Introduction

We cannot assume that all development programmes will benefit everyone in the community. Within each beneficiary group there are always differences in power, determined by sex, class, caste, race, religion and combinations of all these factors. Neither can we assume that emergency relief, delivered to people in extreme circumstances, will benefit women, men and children equally (Oxfam 1994). A gender analysis can form the basis for gender sensitive activities for beneficiaries and should help to overcome some of our assumptions about who development programmes will actually benefit.

Why

Gender analysis as an approach recognizes that gender roles and relations are culturally-specific. In fact the purpose of gender analysis is to understand the different realities of men and women in particular settings. Before conducting a gender analysis it is important to be clear why you are doing it and what methodologies you are going to use.

How

By asking yourself and your colleagues the following questions:

- Think about why you are doing a gender analysis? What are the objectives?
- What is your agenda? Are you trying to prove a gender-related point? Or are you trying to genuinely find out about the gender roles and relations in the community?
- Can you identify any fixed perceptions you may have of gender roles?
- Who are you? Who do you represent? In addition to being associated with the Red Cross/Red Crescent, do people think you represent a particular ethnic group, that you are someone from the “city”, that you are someone who is educated?
- How would other men and women perceive you i.e. rich and powerful? How would local people perceive you if were not from the area? Are you viewed as an outsider/insider?
- How much time do you have to document and understand the different roles of women and men?
- Have you decided what methods you will use?
- Who would you normally meet with on entering a community? Who do you talk to? Do you meet gatekeepers (those that do not allow you access to other people)? Only men? Only women? What age group do you normally talk to? (older, younger)
- Can you speak the local language? If not who will translate for you? How much will you lose in the transmission of language?
- How are your observation skills? Can you wear a ‘gender lens’ in order to observe gender-related differences? How do you know what to look for?
- Will people tell you what they think you want to hear so that they can get access to National Society resources? How can you ensure that people talk honestly to you? Why should they?

1.2 What to analyse when conducting a gender analysis

Introduction

In order to conduct a gender analysis, you must first plan **what** it is exactly that you want to investigate, question or study and then decide **how** to do it. Key questions that require answers should be prepared in advance, although not necessarily asked as direct questions.

Use of these notes

The steps and suggestions outlined below can be used as a starting point for you to develop your own plan of what will be analysed during a gender analysis and how to do it.

How

A gender analysis implies that participatory processes are used. Thus, all actions and analyses should be carried out in a participatory way, using participatory methods. Some key elements typically examined during a gender analysis are outlined below. These should be reviewed and prepared carefully in advance. Appropriate participatory methods for gathering the information being targeted by the gender analysis should also be researched in advance.

Key elements often examined during a gender analysis:

- The overall situation or context under which the gender analysis is taking place. See *mapping tools, Section 4*.
- The capacities and vulnerabilities of different groups - What are the physical, organizational, attitudinal capacities of women, men, different age groups? - In what way are men, women and children vulnerable? See *VCA tool, provided as link on CD-Rom*.
- Analyse livelihoods (before and after the emergency). How do people make a living now? See *"gender roles analysis" tools*.
- Consider the division of labour amongst women, men, youth and elderly: Who normally does what? Has that changed recently (due to a disaster, economic upheaval or illness)? What are the gender roles in the division of labour?
- Who gets access to existing and/or new resources? Who has control over different resources including new resources and benefits from development projects, interventions and/or relief efforts? See *"resource picture cards" and "benefits flow chart" tools*.
- Which factors influence access to and control over resources?
i.e. age, sex, wealth, location of dwelling, level of education level, networks, relationship/friendships with local leaders? See *"resource picture cards" and "benefits flow charts" tools*.
- At the household level, who makes decisions? See *"focus group discussions" tool*.
- At the community level how are decisions made? See *"focus group discussions" tool*.
- How can you find out what women and men's priority needs are? See *"pair-wise ranking" tool*.
- Who else can deal with specific needs, if the National Society cannot deal with all needs? Who else is working in the area? See *"venn diagram" tool available on CD-Rom*.
- How can you link information about people's needs to any future or immediate planning processes? See *"communication flow" tool*.
- How can you facilitate community-based planning? Can you organize meetings to initiate community-based planning?

Before you begin a gender analysis - some practical questions:

How can you choose a location that is accessible to everyone?	Have you got some open questions ready, rather than questions with yes/no answers?
How can you schedule activities so all the relevant people have time to participate?	How can you be assertive about what you want to do or find out, without being over-controlling?
How will you ensure that different groups have a chance to present their own views?	How can you be knowledgeable, clear about what you are doing and ensure you do not pre-empt answers?
How will you deal with a dominant person that answers for everyone?	How do you plan to involve the quieter participants?
How good are you at listening - do you hear everything? Can you work out hidden meanings?	How can you remain observant during the gender analysis, and what should you be observing?

1.3 Methodologies for information gathering

Introduction

There are many different ways of gathering information on the vulnerabilities, capacities and needs of individuals at the community level. Planning in advance is important to ensure that you obtain information from women as well as men. For gender-related information, often participatory methods are the best.

Uses

The list below summarizes a range of information-gathering methods. Every method has its own strengths and limitations with some methods being more participatory than others. Which information-gathering methods are the most appropriate for a given National Society will depend on the specific context and information needs. When an approach to information-gathering has been chosen, an action plan on the modalities of collecting the information can be developed. Often a combination of methods is a good strategy.

How to choose which information-gathering method to use

Primary sources of information allow the National Society staff to access original and unedited information. A primary source requires staff to interact with the source and extract information.

Secondary sources are edited primary sources, second-hand versions such as reference materials, reports, books, CD-Roms, encyclopedias, internet websites, magazines, newspapers, video tapes, audio tapes, TV, reviews of other agencies' primary sources of information. Secondary sources represent someone else's thinking.

- Review the different primary information-gathering methods outlined below.
- Decide which are relevant for collecting gender-related information and suit your particular information needs. Find out more about this methodology if necessary.
- Use the chart at the end to plan your information needs.

Participatory or rapid appraisal methods

These refer to informal methods used to obtain detailed, practical information directly from project clients or beneficiaries. They include methods such as Venn diagrams, seasonal calendars, resource picture cards, transect maps and benefit flow diagrams. *Examples of all of these methods are included on the CD-Rom.*

Structured interviews

Use a pre-prepared list of set questions. The same questions can be asked of a number of individuals and their different answers compared. Remember that one-to-one interviews have a tendency to yield irrelevant or inaccurate information. If the interviewee is poor (and/or of limited education) s/he might be tempted to say what s/he thinks the interviewer wants to hear. There is a risk that the interviewee perceives there to be a 'correct' answer, which does not necessarily reflect his/her genuine belief.

Semi-structured interviews

Semi-structured interviews involve guided conversations in which only the broad topics are decided in advance. Interviewers are free to ask new questions as new insights arise in response to the answers that interviewees give. Questions tend to be 'open ended' rather than providing yes/no answers.

Key informant interviews

This is a semi-structured or structured interview with carefully selected male and female interviewees who have detailed knowledge or relevant experience of the issue under discussion.

Informal group discussions

There is no list of pre-prepared questions for clients/beneficiaries. The 'outsider' listens and attempts to learn about the needs or issues that are relevant to the beneficiaries. These informal discussions can take place while another activity is going on i.e. during a visit to monitor progress of another programme/activity.

Focus group discussions

Focus group discussions are used as a way of determining the rationale behind existing activities and patterns of behaviour within a particular community. Focus group discussions also enable participants to articulate ideas of what should change from the community's own perspective. Discussions also help identify factors that obstruct change and ways in which change might be facilitated. Focus group discussions are one of the techniques used in Participatory Rural Appraisal (PRA). *For more details refer to "organizing focus group discussions - some tips" in 1.4, Section 4.*

Brainstorming

When an issue or problem has been identified, everyone in a particular group is invited to give their ideas regarding possible solutions. All ideas are welcomed without criticism and recorded. Ideas are then combined and improved upon until a coherent and comprehensive list of suggestions on how to deal with the problem is drawn up.

Questionnaires

Questionnaires are sent out or distributed to a range of individuals. Contrary to dealing with people face-to-face, this approach means a larger number of individuals can be reached. Questionnaires can also help produce statistical representations of opinions. The results of different answers can be correlated for each item i.e. age, sex, social position and so on. However, care needs to be taken in how questionnaires are designed (particularly how questions are worded) to avoid questions being misinterpreted.

Direct observation

An interpretation of what is observed is made by project planners and cross-checked with other methods. For example, observations can be made about the type of dwellings in a given area, with criteria such as roof type used to determine levels of poverty. Researchers can observe activities at the market place to gauge economic activities, who is selling what produce and how frequently. Government sources can later be used to cross check the perceived numbers of informal workers and market products with formal statistics.

Planning how to collect the information

Preparing a chart such as the one below is useful for planning how you are going to collect information during a gender analysis by using primary and secondary sources of data (CEDPA, 1994).

Information required	Source of information - secondary data	Means of gathering information	Source of information - primary data (ensure you include both male and female sources)	Means of gathering information	Comments, i.e. problems with method, gender concerns regarding information source etc.
How will single female-headed households collect relief aid?	What happened in the region in the previous disaster?	Video tapes of queues, observing who is queuing - numbers of children with mothers. National Society reports.	Other relief agencies.	Discuss with logistics managers of other relief agencies what they do.	Logistics officers may not be sensitive to sizes of bags, opportunity costs for women and the difficulties women have had in the past.
Who normally controls family food stocks?	Reports by UN aid monitors or other humanitarian organizations.	Go to their office and collect reports.	Community Meetings. Marketplaces.	Focus group discussions with men and women. Observation of food being sold on the black market.	

1.4 Organizing focus group discussions - some tips

Source: adapted from Fraser and Restrepo-Estrada, 1998

Introduction

The purpose of a focus group discussion is to create an informal situation in which men and women together or men and women separately discuss the topic of concern amongst themselves.

Why organize focus group discussions?

Focus groups can be used with programme beneficiaries to identify their priority needs, to review National Society programmes or for any other purpose related to the process of beneficiaries identifying their own needs and concerns. When used for identifying gender-related issues, separate focus groups for men and women can be conducted and their opinions compared.

The methodology can also be used internally in National Societies to discuss gender mainstreaming with staff, management and volunteers.

How to organize a focus group discussion - some tips include:

- 6-13 people representative of a much larger sector of the community. A minimum of 5 is necessary with a maximum of 10 being preferred.
- It is often good to have separate women and men's focus group discussions (women tend to speak more freely when men are not present), although there will be situations where it is advantageous to have both together.
- Recognize that there may be difficulties in organizing the focus groups ahead of time, because the community leader may not choose a random group of people but a group of his friends.
- Do not specify the precise topic to be discussed until the focus group discussion begins, so that people do not feel they need to be prepared and do not have time to develop answers in advance.
- The location should be a quiet place with little disturbance (inside or outside).
- Get everyone to sit in circle. There should be no sense of formality if possible.
- Have both a facilitator and observer (note-taker).
- The facilitator should prepare a pre-determined discussion guide with 5-8 questions. The facilitator is also at liberty to use extra questions where relevant.
- Introduce the facilitator of the focus group discussion and the observer.
- The facilitator explains that there are no right or wrong answers to what will be discussed, that the opinions and ideas of everybody are valid. The facilitator should also explain that it is perfectly all right to have different ideas from the rest of the group and that it is the frank opinions of individuals that will be the most useful.

- The facilitator should tell the group that their ideas and opinions will not affect her/him personally because the facilitator is not directly involved in the issue under discussion and is only gathering information to pass on to others and to help those present to reach some sort of conclusion amongst themselves.
- The facilitator should tell the participants that it is to be a totally informal discussion.
- The facilitator should ensure that the discussion moves forward without interrupting too much, mediate when there are any great arguments. When trying to move the discussion forward, he/she should not refer to the “next question” but say something along the lines of “the next aspect of the topic I would like to hear your opinions on is...”
- The facilitator should ask why/what questions such as:
“Why do you think that?”
“Why is that the case do you think?”
“What do the rest of you think about that?”
- The facilitator should have prepared some key gender-related questions.
- The facilitator should be able to tolerate silences at the beginning, until discussions warm up.
- The observer takes notes in an unobtrusive manner. Use the same words and phrases as the group
- At the end of the discussions the facilitator should try to feedback a summary of the main points to the group before everyone leaves. It is also important to check that discussion participants feel the information that has been gathered is correct and that no one feels their ideas have been misrepresented.
- Everyone should be thanked for participating.
- Following the discussions the facilitator and observer should compare notes and reflections on the opinions given during the discussions.

1.5 Turning gender neutral information into gender aware information

Source: adapted by U. Murray from the APEC Guidelines for Gender Analysis
http://www.ilot.gov.tw/apec_tptwg/TPT/tpt-main/Steering-Committees/HRD/tpt-wg-16-final-papers/apec-guidelines-for-gender.htm

Introduction

Some of the current reports, data and material available to the National Societies on the core areas of interest might give the impression that programmes do not impact differently (either positively or negatively) on men or women and that men and women do not have different needs. However, when we adopt a gender-aware approach, it is necessary to recognize that the vulnerabilities, capacities, needs, life experiences and expectations of women and men are indeed different.

Why have gender-aware information?

Existing sources of information should be disaggregated (i.e. broken down) by sex for needs assessment and programme planning. Sometimes this involves asking questions in a different way, at other times it entails going back to the information source and attempting to see if more disaggregated data is available.

How to compare gender-neutral information and gender-aware information

Below are some suggestions on how to turn information that seems to be 'neutral' into more gender-aware information.

Information on	Gender-neutral information	For gender-aware information you need to
- the circumstances of people in the community	Occupations, access to primary health care, assets and incomes, savings and debts, levels of education and literacy, number of households, and household size, isolated groups in the area	Compare data disaggregated by sex on topics that include: occupations, access to primary health care, who owns assets, who has incomes, savings and debts, levels of education and literacy, the number of households, household size, number of single-headed households, ethnically or culturally distinct and isolated communities in the area.
- who does what work in a given community	Paid employment, self-employment, machinery operation and maintenance, labour, transportation, marketing etc.	Assess the division of labour between women and men in work roles and responsibilities in household food security; household or small scale agricultural processing and marketing, paid employment, community work etc.
- access to resources	Credit, equipment, land, water, research, training	Examine the relative access to resources of women and men including formal and informal credit, equipment, land, water, research, training opportunities etc.
- constraints and problems people in the community face	Assessment of constraints including finances, credit, literacy, technology and training	Assess the different constraints faced by women and men including time, mobility, finances, credit and collateral, literacy, asset ownership, technology, lack of training, family responsibilities, cultural or religious constraints.

<p>- how a National Society project could be developed or adjusted to increase positive effects and reduce negative ones</p>	<p>Impacts of previous or current project, recent changes (for example economic downturn resulting in loss of income)</p>	<p>Examine the different impacts of previous or current projects (NS or other) on women and men, impact of recent changes on both women and men such as loss of income.</p> <p>Consider how the introduction of new skills through the National Society or new technology has affected both women and men,</p> <p>Consider how previous projects have affected the workload and family responsibilities of both women and men and how this impacts on men and women's availability for future project activities.</p>
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2. Mapping tools for examining the overall situation of beneficiaries

Source: summarized from "Participatory Mapping: A review" Karen Greenwood
<http://www.islandnet.com/connor/mapping.html>

Introduction

Maps are tools that shape our perception of place. Community mapping provides an opportunity for both women and men to illustrate their experiences and knowledge about their location.

Uses

Local experience and capacities about issues are a valuable resource for National Society staff and volunteers in their work. Maps drawn by different groups in a community will show the different perspectives of each group. Very often maps drawn by groups of women illustrate different resources, priorities, interests and problems than those drawn by groups of men.

How to develop maps with male and female community members

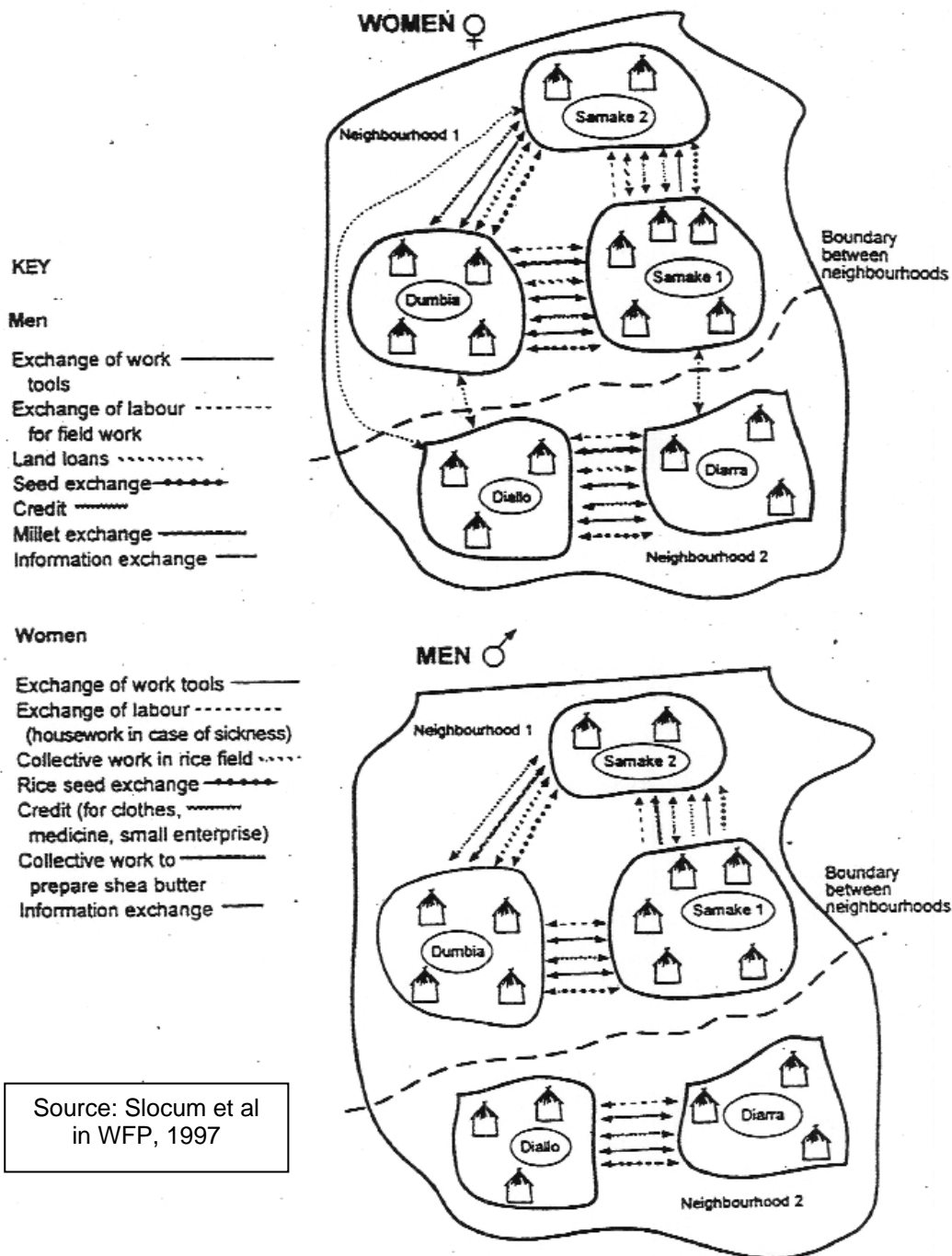
Maps are created by community members, with markers on paper or on the ground with natural, locally-occurring materials such as sticks, stones and seeds. The focus is not on accuracy but on the perspectives of the maps' authors. Different maps, made by men and women, will show different perspectives of the social and geographical spaces of the community. Such maps may be used to start dialogues, negotiation and collaboration between stakeholder groups.

Maps show how men and women locate themselves within the community and the types of exchange of services, goods and information between various groups.

An example of a "social network map" is given on the following page and further examples of mapping tools are included in the CD-Rom.

2.1 Social network mapping

Social maps plot the location of individuals within the community. They can be used to show how groups of individuals within the community relate to one another and the motive for these relationships - whether interaction is social or for reasons of commerce, employment use of services and so on. The different types of arrows in the maps below indicate different types of relationships. A comparison of maps drawn by women and maps drawn by men will show different patterns of relationships and exchange for men and for women. It is important to take account of both similarities and differences when planning community-based activities from the perspective of both beneficiaries and participants.



3. Gender roles - analysis tools

3.1 Twenty-four hour clocks of men, women, boys and girls

Source: Coupal (WFP) 1999

Introduction

Recording the activities of men and women separately over a 24 hour period is a useful way to examine the different roles of women and men.

Uses

The process of developing 24 hour clocks can initiate discussions about who works the longest hours, who has the most free time, how the gender division of labour changes in the post-emergency phase/gradually over the years, and how the gender division of labour is relevant to National Society activities.

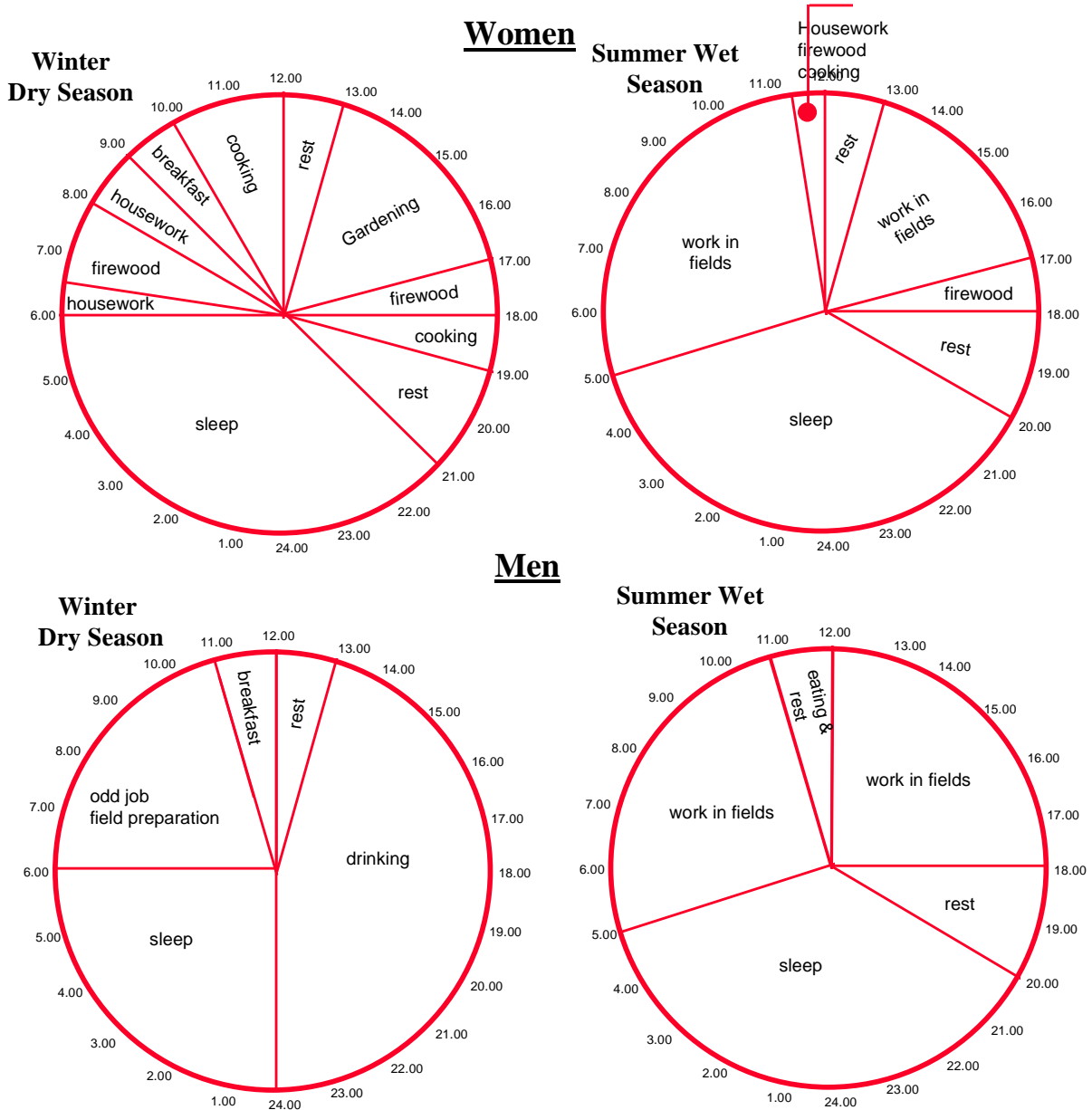
How to develop 24 hours clocks outlining daily schedules

- Organize separate focus groups of women and men. Be sure that each group includes people from the different socio-economic groups.
- Explain that you would like to learn about what they do in a typical day.
- Ask the groups of women and men to each produce their own clocks. They should first focus on the activities of the previous day, building up a picture of all the activities carried out at various times of day and how long they took.
- Plot each activity on a pie chart (to look like a clock). Activities that are carried out simultaneously, such as child care and gardening, can be noted within the same spaces.
- When the clocks are completed ask questions about the activities shown.
- Have the activities recently changed? Ask whether or not yesterday was typical for the time of year. Note the present season, and then ask the same participants to produce new clocks to represent a typical day in another season.
- Compare men and women's clocks with both women and men present and ask them to comment.
- Compare clocks of different groups.

An example of men and women's activities over a 24 hour period is included on the next page.

Tool: Daily Activity Clocks

Example: Seasonal daily activities of men and women in Dzinavene, Chivi District, Zimbabwe



Source: Townsley, (1993) Training of Rapid Appraisal Teams. Notes for Trainers, FAO.

3.2 Categorizing the different roles of men, women, boys and girls

Source: Moser, 1989

Introduction - The triple roles of women

In many parts of the world, women often work longer hours per day than men, and often work on tasks that are unpaid. Women's longer working day should be taken into account when expecting women to volunteer their time. Women, in contrast to men, have to balance simultaneous demands on their time because of their many roles.

Why categorize roles?

People are generally busy. They have different tasks and responsibilities. Sometimes tasks that generate income take priority over other tasks. Often, money-earning activities have to take place at the same time as other tasks. Volunteering at the community level may not be a high priority if people are too busy. Categorizing the roles of men and women helps us assess whether men and women have time to volunteer or to engage in programmes organized by the National Society such as disaster preparedness programmes or community health programmes. Information about men and women's regular roles and responsibilities can help identify ways of accommodating additional activities.

How to categorize the triple roles of women

Although there are many different ways in which we can describe men or women's roles, they have been described and generalized in terms of three categories:

- Productive roles
- Reproductive roles (or domestic role)
- Community management roles (Moser, 1993)

Productive roles

These roles relate to the production of goods for consumption or the generation of income through work within or outside the home. In many societies men have more visible and recognized productive roles than women, largely because men are more commonly paid for their productive work and women are not. Productive work tends to take place outside the home more often for men than for women. In general, women's productive work is often less visible and less valued than men's.

Reproductive roles

Reproductive roles relate to domestic or household tasks associated with children and family. This involves the care and maintenance of the household and its members, including bearing and caring for children, food preparation, water and fuel collection, shopping, housekeeping and family health care. Reproductive work is crucial to human survival and the maintenance and reproduction of the labour force, yet it is seldom considered 'real work'. In poor communities, reproductive work is often labour-intensive and time-consuming. Men do not often perform domestic or household tasks and often have more leisure time. Men, in general, are able to focus on one productive role at a time and play their multiple roles sequentially rather than by multi-tasking.

Community management roles

Community management roles involve a wide range of activities undertaken voluntarily by men and women in the community with the common purpose of benefiting the community as a whole. Activities include: the collective organization of social events and services, ceremonies and celebrations; initiatives to improve the community, participation in groups, clubs and organizations etc. In many countries, men have a higher profile in terms of

decision-making in the public sphere and tend to hold the majority of positions in local politics. They sit on more community councils and direct more local volunteers than women. Women, on the other hand, are involved in community-type work that could be defined in general terms as being less prominent and involving more drudgery.

Classifying gender roles

If possible you can do this activity based on the information provided by the 24 hour clocks (women and men). If not, ask local people through focus group discussions to list different types of work that they are involved in. For example:

- shopping
- preparing food
- land cultivation

Ask them which roles and activities take up the most time.

Ask which roles are the least important and which can be substituted by someone else. Also ask which roles are the most important.

Take notes and later classify and compare the types of activities and responsibilities carried out by men and women in terms of these triple roles.

Discuss how this information is relevant to the work of the National Society, in particular how relevant it is to volunteering issues.

Classification - list	Men	Women	Other family members e.g. boys, girls, grandparents, helpers	Implications or relevance for National Society's activities
List reproductive tasks				
List productive tasks				
List community management (volunteering and roles in local politics).				

4. Examining differential access to resources and benefits

4.1 Resources picture cards

Source: Wilde, 1995

Introduction




Pictures and photographs of the community and its people can be useful tools for learning about the gender-based use and control of resources within the household.

Why find out about gender differences in resources?

Knowing about women and men's use of resources can help in the allocation of new resources following a disaster and can lead discussions on priorities regarding resources. It can also yield information about who has control over donated household goods.

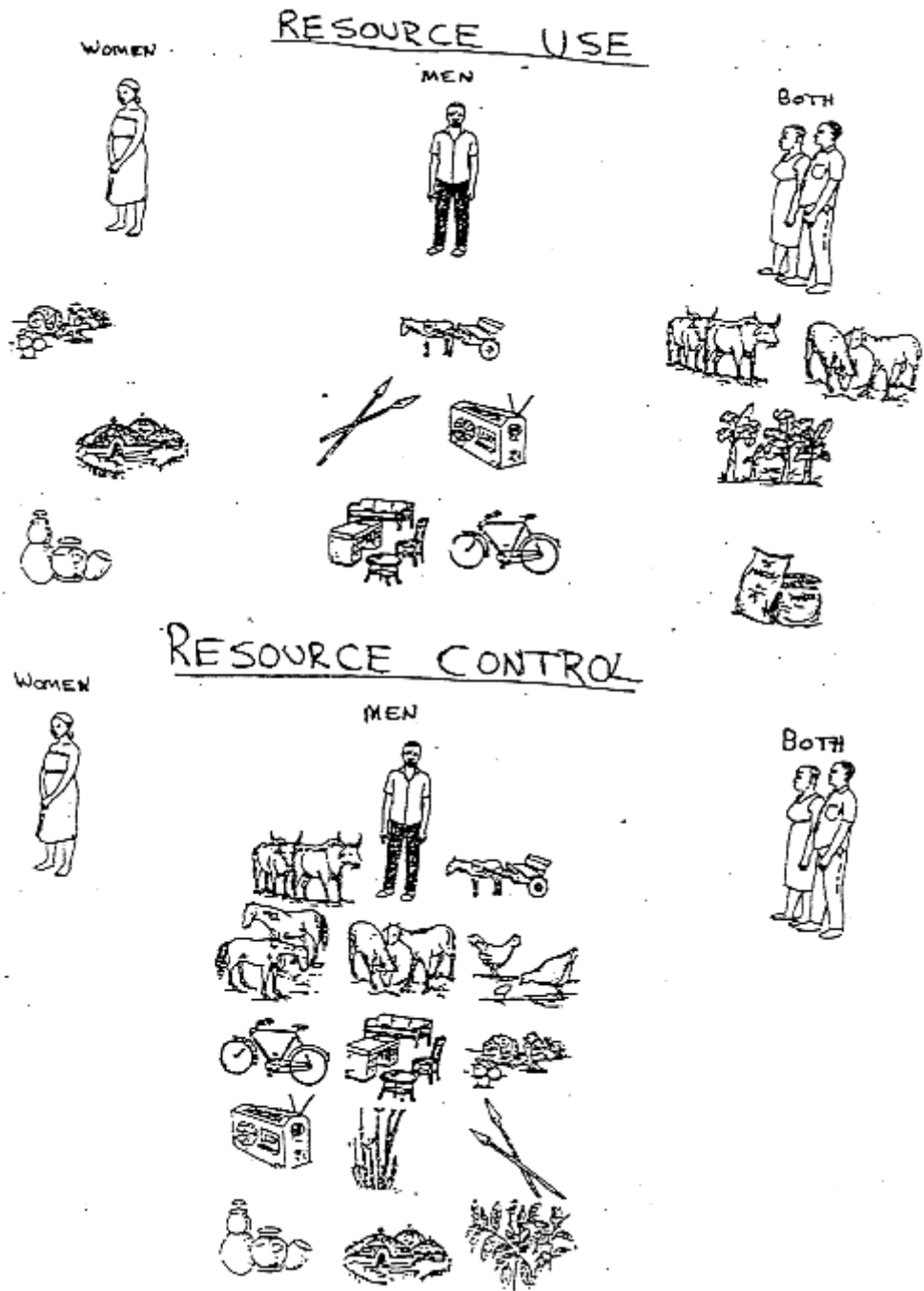
How to do it

- This activity can be done with groups of women and men separately.
- Have two sets of the same pictures, drawings or photographs of resources.
- On separate sheets of paper draw a picture of a man, a woman and a man and woman together.

 <p data-bbox="295 1344 359 1377">Man</p>	 <p data-bbox="598 1344 710 1377">Woman</p>	 <p data-bbox="957 1332 1300 1366">Man and woman together</p>

- Place the three large drawings, one of a man, one of a woman, and one of a man and woman together, on the ground or on the wall in a row with adequate room between them.
- Scatter the pictures of resources around and include some blank cards so that women and men can draw additional resources.
- Ask the people present to place the pictures of the resources under the three large drawings, depending on who uses the resource, whether women, men or both.
- Facilitate a discussion among the participants about why they made the choices they did.
- Ask them if there are any recent changes (due to recent different circumstances).
- Then put the second set of drawings and cards on the ground, close by to the first set.
- Repeat the exercise but this time focus on who has control, ownership or decision-making power concerning each resource.
- Again, facilitate the discussion among the participants about why they made the choices they did.
- Ask the participants to compare the way they have arranged the two sets of Resources Picture Cards.
- Repeat with other groups, as necessary, and compare (Wilde, 1995).

Further example of resource pictures cards



Source- Taken from WFP 1997 (Wilde), adapted by Wilde and Byram from Narayan and Srinivasan (1994) Participatory Tool Kit – training materials for Agencies and Communities. The World Bank.

4.2 Benefits analysis flow chart

Source; Wilde 1995

Introduction

A benefits analysis flow chart takes a resource and breaks it down into different components and asks both men and women how they benefit from individual parts of the resource. The benefits of growing a tree may include fruit, fodder, wood for fuel, timber for building etc. The benefits resulting from growing maize may include food, oil, fuel, fencing and animal feed. The benefits analysis flow chart shows who in the community uses each of these products, who decides how it is used and who controls the money if sold.

Why look at the flow of benefits?

The benefits analysis flow chart is a tool that helps us to break down and understand the benefits of resources available at the community level or resources from other sources.

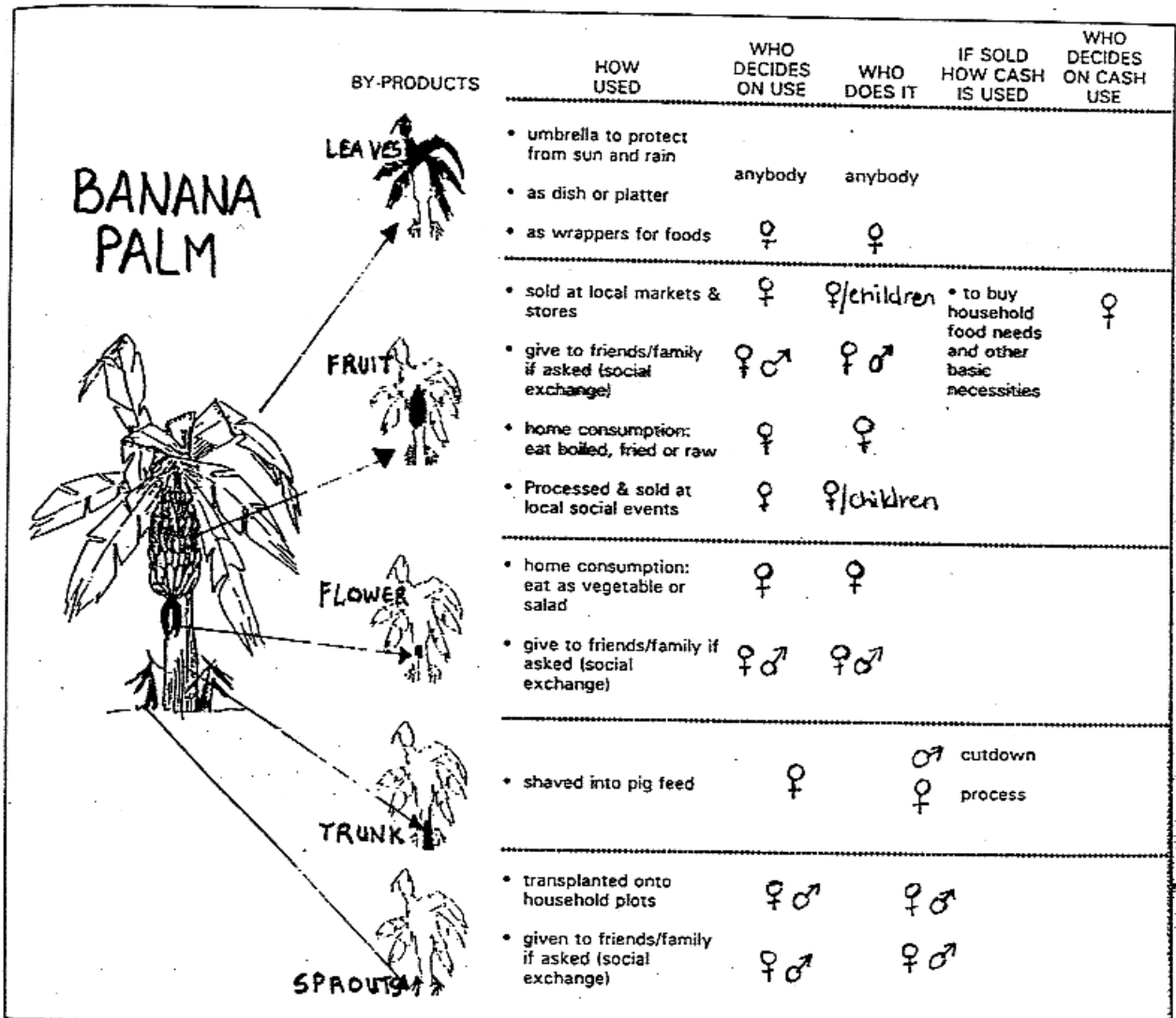
How to do it

Prepare drawings on cards or use photographs of items distributed by branch volunteers (also include images of local resources). For example, hygiene parcels which may contain various items such as razors, washing powder, sanitary towels, soap, shampoo, toilet paper etc. Each of these items would be shown as a separate resource. Give each group a set of resource cards and get them to discuss who uses each resource. Follow up by asking who decides on its use and who benefits the most from the resource. Ask whether some resources are sold or exchanged.

Example

The Benefits Analysis Flow Chart from Agbanga Leyte in the Philippines shows the many benefits or by-products reaped from banana palm, and the major uses of each. It also shows that women make most of the decisions about how each by-product is used e.g. whether for family consumption or for sale at the local market. Women also decide on how the cash earned from the sale of fruits will be used. *See example on the following page.*

Tool: Benefits Analysis Flow Chart
 Example: Agbanga Leyte, The Philippines



5. Gender issues in programme planning

5.1 Planning to emphasize practical and strategic needs

Source: Moser & Levy (1986)

Introduction

Men and women, boys and girls, regardless of their situation, have different roles and thus different needs. We cannot assume that the needs of different groups of people are the same. Instead we should try to plan programmes based on a thorough knowledge of the different needs of beneficiaries.

Why plan according to different types of needs?

Translating needs into practical gender needs and strategic gender needs can be a useful exercise for planning, showing that all activities, regardless of their objectives, have a gender implication whether obvious or not.

Examples of:	
practical needs	strategic needs
Represent what people require in order to carry out their gender roles more easily and effectively. Tend to be easy to identify.	Represent what women or men require in order to equalize their position or status with regard to each other. Tend to be less visible and obvious.
Needs directly related to women's domestic arena - providing shelter, (tents, housing).	Raising awareness among female and male refugees themselves so that they understand their legal and social rights.
Basic services such as water, fuel.	Ensuring there are adequate measures against male violence.
Providing access to health care, maternity services, immunization for children, medicines.	Promoting freedom of choice over reproductive health.
Providing income-generation opportunities.	Ensuring the participation of women in decision-making positions regarding programmes for refugees.

How to plan in order to emphasize practical and strategic needs

- Review the current activities of a particular project in relation to the roles of women and men and the needs being met. This could be done using focus groups.
- Consider whether the current activities answer the needs of men and women by using tools that ask men and women, in a participatory way, to prioritize their needs. For example, you could use the pair-wise ranking tool.
- Document the different needs of men and the needs of women.
- Categorize them into immediate needs (practical needs) and more long term needs (strategic needs).
- Compare the needs of women and men.

- Discuss with male and female beneficiaries which of their needs the National Society can address, which can be addressed by the beneficiaries themselves and who else is available to help.

For men	
practical needs	strategic needs

For women	
practical needs	strategic needs

5.2 Pair-wise ranking

Source: adapted from Wilde 1995

Introduction

Pair-wise ranking is a tool that helps us to identify the most important needs and concerns of male and female beneficiaries.

Why use pair-wise ranking?

This methodology allows comparison of different people's priorities to be made in a participatory way. We can attempt to highlight how men and women's main concerns differ and where they overlap. This methodology can help National Society staff develop project ideas that respond to beneficiaries' priority needs and interests.

How to do it

- Organize two separate focus groups: one of women and one of men.
- Ask the participants to think about their problems and to list 6 problems (in any order) that are most important to them.
- As people are reflecting on their problems, use questions which probe gently for information on the different problems of women and men. Find out which problems are due to the current circumstances and which are due to the way labour tends to be divided between women and men or are due to a lack of access to resources. Which problems are shared by both women and men?
- Take the six most important problems and add them to a chart like the one below (pair-wise ranking matrix). Make sure the same six problems feature across the top and down the side of the chart.

Problems	No rain, scarce water, source of water far away.	No work opportunities	Children are sick and dying	Long distance to health clinic	Don't know how to treat illness	No information about govt. funds	No NGOs in the area
No rain, scarce water, source of water far away.							
No work opportunities.							
Children are sick and dying.							
Long distance to health clinic.							
Don't know how to treat illness.							
No information about govt. funds.							
No NGOs in the area.							

- Write each of the 6 problems on separate pieces of card. Make sure you have 6 copies of each problem. Pictures or drawings that represent the problem can be used for illiterate groups.
- Present two cards (showing two different problems) to the group. Ask them to choose the most important one.
- Record which choice was the most popular in the table (matrix). Ask participants to explain the reasons for their choice.
- Repeat the activity until all combinations of cards have been presented and decided upon.
- Looking at the completed pair-wise ranking matrix, count up the number of times each problem was selected and rank them. The three problems selected the highest number of times are the priority problems of the group.
- Repeat the exercise with different community groups and compare learning from different groups.
- Discuss which of the priority needs the National Society can address in its programmes and which can be addressed by the community, as well as other agencies that could be approached for assistance.

Example: light grey boxes indicate which problem was priority of the 2 in the matrix

Problems	No rains, scarce water, source of water far away.	No work opportunities.	Children are sick and dying.	Long distance to health clinic.	Don't know how to treat illness.	No information about govt. funds.	No NGOs in the area.
No rain		No rains	Children are sick	No rains	No rains	No rains	Children are sick
No work opportunities.			Children are sick	No work	Treating illness	No work	No work
Children are sick and dying.				Children are sick	Children are sick	Children are sick	Children are sick
Long distance to health clinic.					Treating illness	Distance to health clinic	Distance to health clinic
Don't know how to treat illness.						Treating illness.	Treating illness.
No information about govt. funds.							No info about govt. funds.
No NGOs in the area.							

Problems	Number of times preferred	Rank
No rain, scarce water, source of water far away.	5	2
No work opportunities.	3	4
Children are sick and dying.	6	1
Long distance to health clinic.	2	5
Don't know how to treat illness.	4	3
No information about govt. funds.	1	6
No NGOs in the area.	0	7

5.3 Questions to guide an ‘engendered’ log frame

Source: Engendering the Logical Framework Helen Hambly Odame
 Research Officer, ISNAR August 2001 - <http://www.isnar.cgiar.org/gender/hambly.htm>

Introduction

The logical framework or log frame is an analytical tool used to plan, monitor, and evaluate projects.

Refer to the checklist extracted from the Federation’s Handbook on Project Planning Process (PPP), 2002, in 5.5, Section 4, which is also available on the CD-Rom.

Why use the logical framework?

The advantages of the log frame are as follows:

- It facilitates a common understanding of the expectations of a project or programme by marking out a hierarchy of aims and highlighting external factors which may have an impact on the implementation of the programme.
- It has the potential to organize a considerable amount of information in a coherent and concise manner.
- It ensures a project does not attempt too much with too few resources.
- It helps project planners to focus, and subsequently, implementers and evaluators.

Farrington and Nelson (1997) suggest the following questions be asked when developing the log frame.

Summary	Objectively Verifiable Indicators (OVI)	Means of verification (MOV)	Assumptions/Risks
What does the project want to achieve?	How can we tell if we have achieved it? (or what resources are required to achieve it)	Where can we get the information that will tell us this?	What else must and must not happen if it is to succeed?

However, there are some problems associated with the log frame:

- It requires some effort to master the logic that relates the goal, objective, expected results, activities and resources of the project - it requires training in how to do it.
- A log frame can be misleading when it has not been properly adapted to fit a project which is participatory in nature and is therefore conscious of social equity issues such as gender relations.
- Conventional use of the log frame has often been ‘gender blind’ and doesn’t take gender roles and relations into account.

How to “engender” the log frame

Engendering the log frame is about identifying and accounting for the gender issues implicit in the planning, monitoring, and evaluation of projects.

The log frame must also incorporate an awareness of the social relations that are central to project implementation, monitoring and evaluation. In particular, the question of whether projects benefit both women and men needs to be asked. Additionally, the fact that women are not a homogeneous social group should be respected throughout the log frame preparation process. An *engendered log frame* requires that the process of planning a project, as well as each component of the log frame matrix, be seen through a “gender lens.” This lens is informed by gender analysis.

The preparation of an engendered logical framework matrix involves project planners, stakeholders, and beneficiaries in the process of analysing gender relations. Questions form the basis of this analytical process which takes place not only at the implementation stage but throughout the course of monitoring and evaluation.

Engendering the Log frame - using the Federation’s terminology (taken from the PPP Handbook, 2002)

	Indicator	Sources of Verification	Assumptions/risks
Overall goal Do gender relations in any way influence the project goal?	What measures can verify achievement of the gender-responsive goal?	Is the data for verifying the goal sex-disaggregated and analysed in terms of gender? What gender analysis tools will be used (e.g. in impact assessment)?	What are the important external factors necessary for sustaining the gender-responsive goal?
Project objective Does the project have a gender-responsive objective?	What measures can verify achievement of the gender-responsive objective?	Is the data for verifying the project purpose sex-disaggregated and analysed in terms of gender? What gender analysis tools will be used (e.g., in Rapid Rural Appraisal exercises)?	What are the important external factors necessary for sustaining the gender-responsive objective?
Expected results Is the distribution of benefits taking gender roles and relations into account?	What measures can verify whether project benefits accrue to women as well as men, and the different types of women engaged in or affected by the project?	Is the data for verifying project outputs sex-disaggregated and analyzed in terms of gender? What gender analysis tools will be used (e.g., in participatory field evaluations)?	What are the important external factors necessary for achieving project benefits (specifically, benefits for women)?
Activities Are gender issues clarified in the implementation of the project (e.g., in workplans)?	Resources What goods and services do project beneficiaries contribute to the project? Are contributions from women as well as men accounted for? Are external inputs accounting for women’s access to and control over these resources?	Sources Where to get the resources?	Preconditions What are the important external factors necessary for achieving the activities, and especially for ensuring the continued engagement of male/female participants in the project?

5.4 UNDP checklist for building gender equity into project design and implementation

Source: Urdang, 1993

Introduction

The checklist below, although developed for UNDP projects, can be adapted for use in National Society project proposals.

Why use the checklist?

It can serve as a useful reminder of why we should consider gender when identifying objectives, planning activities, implementing, monitoring and evaluating projects. Not all the questions in the checklist will be relevant for each occasion and supplementary questions may need to be added.

How to use the checklist

Before you prepare a project proposal consider the questions below:

<p style="text-align: center;">PROJECT DESIGN AND PREPARATION</p> <p style="text-align: center;">Preparation</p> <ol style="list-style-type: none">1) Which beneficiary groups are served by the project (women only, men only, men and women, other groups)?2) What existing information is already available about each population group - women in particular?3) Has information on women and men's work in food security, the household and community been collected? Is it adequate for the purposes of the project?4) Has there been consultation with the people whose lives will be directly affected by the project? What attention has been given to women in this process?5) Are women and men involved at all levels in the planning and implementation of the project? <p style="text-align: center;">Objectives and Activities</p> <ol style="list-style-type: none">1) What are the objectives of the project?2) Have both men and women's opinions been sought in defining these objectives?3) Are women and men's roles reflected in the project's objectives?4) How do the objectives address the needs and concerns of men and women?5) What programmes, activities, and services are there to support the need to address gender needs and concerns?6) How will the inclusion of women help to achieve the objectives?7) How will the activities and services include women's participation?8) In what ways will the activities and services benefit women?9) How will women have access to the opportunities and services which the project provides?10) Are project resources adequate to provide such services for women?11) Is the project likely to have adverse effects on women?12) What social, legal, and cultural obstacles could prevent women from participating in the project?13) What measures have been developed to address these obstacles?
--

PROJECT IMPLEMENTATION

Project Personnel

- 1) Are project personnel familiar with gender issues?
- 2) Are project personnel willing to seek women's participation in implementing the project?
- 3) To what extent are female personnel experienced in delivering services to men and is it appropriate?
- 4) To what extent are male personnel experienced in delivering services to women and is it appropriate?
- 5) If being approached by a male member of staff is not culturally acceptable, will the project make provisions for female staff intervention?
- 6) Are female personnel available to take up technical staff positions?

Operation and Maintenance

- 1) How will the project ensure that women have equitable access to and control of material, technical resources and technologies?
- 2) How will women participate in and contribute to the maintenance of equipment? Will training be provided?
- 3) Through what organization(s) will the women be involved?
- 4) How will the project affect women's time?
- 5) Will their workload increase/decrease as a result of activities? If their workload is decreased, will this imply a loss of income for women?
- 6) How will the project affect relations between men and women?
- 7) Does the technology introduced by the project require changes in women's work patterns?
- 8) Who will assume the risk of project failure?

Institutional Framework

- 1) Does the executing agency demonstrate gender sensitivity? (Does it have gender - sensitive policies?)
- 2) Does the executing agency have adequate power to obtain resources from its own and other institutions to enhance women's participation in project activities?
- 3) Can the executing agency support and protect women if the project has a harmful or negative impact?

Monitoring and Evaluation

- 1) Is separate data collected for men and women?
- 2) Does the project have an information system to detect and evaluate the effects of the project on men and women separately?

5.5 Checklist for incorporating gender into the project planning process

Introduction

The following checklist is available in the International Federation of Red Cross and Red Crescent Societies' Handbook on Project Planning Process (PPP), 2002 and is available on the CD-Rom. The checklist was adapted from Oxfam, 1999.

For more details: <http://www.oxfam.org.uk/policy/gender/99jul/799asse.htm>

Why use the checklist?

There are things we can do throughout a project's lifespan to improve the likelihood of positive change for women and enhance our ability to assess the relevant results. The checklist below contains some ideas for which elements to consider when planning a project or programme.

How to use the checklist

Check each of the following points as you develop a project idea in order to assess its potential impact:

Analysis of the situation

- Examine gender roles/relationships in the geographical location where activities are to take place.
- Understand women's (men's) problems from their perspective. Consider the variables of age, disability, socio-economic status and ethnicity etc.

Programming

- Ensure the proposal addresses problems related to gender as identified in the situation analysis.
- Incorporate the views of both female and male beneficiaries in the plan, making sure that both groups are represented.
- Check whether the project budget includes activities required for effective mainstreaming of a gender perspective at all stages.
- Identify gender sensitive indicators.
- Use indicators such as:
 - how women have contributed to discussions and decisions;
 - how they relate to policy changes improving their status;
 - has there been any change in women's control over/access to resources.

Implementation

- Ensure appropriate participation of both sexes in project implementation.
- Ensure that participation does not merely increase the workload of women but encourages their active involvement in decision-making.

Evaluation

- Evaluate the different impact the project may have had on both sexes.
- Include gender-sensitivity and/or women in the evaluation team and terms of reference

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Annex 1: Gender Policy of the International Federation

Adopted by the 12th Session of the General Assembly, 1999.

Introduction

The rationale for integrating a gender perspective in the activities of the International Federation of Red Cross and Red Crescent Societies lies in the Red Cross and Red Crescent humanitarian mandate - to prevent and alleviate human suffering without discrimination. Gender equality ensures that there is no sex-based discrimination in the allocation of resources or benefits, or in access to services.

The purpose of this policy is to define the main approach of the Federation to how to address gender issues in Red Cross and Red Crescent actions.

Scope

The Federation's focus is on *gender*, rather than specifically on women. Gender refers to the roles, responsibilities, needs, interests and capacities of both men and women. These are influenced by social and cultural factors. Therefore the term "gender" does not replace the term "sex" which refers exclusively to biological differences. Men and women often play different roles in society and accordingly they may have different needs. A gender perspective is required to ensure that men's and women's specific needs, vulnerabilities and capacities (set in the broader context of class, ethnicity, race and religion) are recognized and addressed.

This policy establishes the basis for the Federation and individual National Societies to ensure that the gender differences are taken into account and dealt with in relation to core programmes as defined in Strategy 2010, such as disaster relief, disaster preparedness, health and promotion of humanitarian values.

Statement

With regard to gender issues, the goal of the Federation is to ensure that all Red Cross and Red Crescent programmes benefit men and women equally, according to their different needs and with the input and equal participation of men and women at all levels within the National Societies and the Federation's Secretariat.

Every National Society and the Federation's Secretariat are committed to taking the necessary steps towards achieving this goal, in particular recognizing that:

- natural disasters, conflicts, social and political instability may affect men and women differently and that Red Cross and Red Crescent emergency response and long-term humanitarian assistance may also have a different impact on men and women;
- the integration of a gender perspective into Red Cross and Red Crescent action is an important strategy towards the fulfilment of the Federation's humanitarian mandate to improve the lives of the most vulnerable;
- the Federation operates in a wide variety of cultures; as such it needs to take a culturally sensitive approach with regard to mainstreaming a gender perspective in Red Cross and Red Crescent work;
- the full participation of both men and women in all Red Cross and Red Crescent actions not only ensures gender equality, but also increases the efficiency and effectiveness of the work of the organization;

- although the primary task of National Societies is to ensure gender sensitivity in their existing programmes, they may also implement projects to assist special groups of men or women, if local situations so require.

To achieve its goal, each National Society and the Federation's Secretariat shall:

1. Put in place institutional procedures which ensure that the needs of boys, girls, men and women are all met equitably in disaster response, vulnerability reduction and the provision of health and other services;
2. Formulate measures to ensure that gender-specific vulnerabilities and capacities of men and women are systematically identified and addressed;
3. Ensure that data on beneficiaries is disaggregated by sex for needs assessment and programme planning and gender analysis is integrated into programme design, delivery, monitoring and evaluation;
4. Design strategies for capacity building in gender mainstreaming as part of institutional development programmes with special attention to staff training on gender analysis skills;
5. Ensure that reporting and accountability mechanisms for activities and results in gender mainstreaming are put in place. This includes performance evaluations, budget allocation analysis and actions to enable the full participation of men and women on an equal and meaningful basis in all Red Cross and Red Crescent activities at all levels.

Responsibilities

The *senior management* of each National Society and the Federation's Secretariat is responsible for:

- increasing awareness and skills of staff and volunteers in considering the social differences between vulnerable men and women when designing, implementing, monitoring and evaluating programmes;
- conducting a systematic review of the institution's procedures to put in place gender analysis as part of programming or improving the existing systems;
- a gender balance in the different levels of the structure within their organization, in particular to involve more women in the decision-making processes at all levels;
- ensuring equal opportunities among female and male staff members and volunteers in the areas of recruitment, promotion, benefits, training and working conditions.

The *governance* of each National Society and the Federation is responsible for:

- assessing the implications of their policies and decisions for men and women, and thus ensuring that all Red Cross and Red Crescent policies and programmes are gender sensitive.

Reference:

This policy was adopted by the 12th Session of the General Assembly of the International Federation of Red Cross and Red Crescent Societies, October 1999.

As gender crosses all aspects of the Red Cross and Red Crescent work, the statements of this policy must be translated into all major policies of the Federation.

Annex 2: Participant lists

List of the participants of Gender Community of Practice Group, June 2001, Geneva

- Torunn Kvamme, Norwegian Red Cross
- Christina Rahm, Swedish Red Cross
- Tanya Wood, British Red Cross
- Sari Nissi, Finnish Red Cross
- Matthias Schmale, Federation Secretariat
- Luntan Bayarmaa, Federation Secretariat

List of the participants of Gender Training Workshop, November 2002, Jesolo, Italy

- Agapie Anghelopoulos, Lebanese Red Crescent
- Agnes Koome, Kenya Red Cross Society
- Alice Uwase, Uganda Red Cross Society
- Anja Toivola, Federation Representative in Tunisia
- Bala Shrestha, Nepal Red Cross Society
- Björn Jansson, c/o Swedish Red Cross
- David Bergknut, Federation Secretariat
- Dorothy Gbahabo, Nigerian Red Cross Society
- Gabriela Bacin, Lima Regional Delegation
- Kopbaeva Ajar Sapargalievna, Red Crescent Society of Kyrgyzstan
- Laurean B Rugambwa, Tanzania Red Cross Society
- Leila Khaleghi, Red Crescent Society of the Islamic Republic of Iran
- Liz Mackinlay, Federation Delegation Cambodia
- Pum Chantinié, Cambodian Red Cross Society
- Richard Kamuhanda, Rwandan Red Cross
- Younos Abdul Karim, Federation Delegation Afghanistan
- Una Murray, Gender and Development Consultant
- Luntan Bayarmaa, Federation Secretariat.

Annex 3: Secretariat activities in support of National Societies - examples

Below are examples of the Secretariat's activities during 1999-2003 in support of National Societies implementing the Federation's Gender Policy.

Knowledge sharing

A quarterly gender newsletter "New Horizons" was published in 4 languages prior to the Secretariat's Women and Development Unit being merged with the Organizational Development Department to gather and share good practices and lessons learnt on gender mainstreaming within the Federation.

To link individuals in National Societies and Federation Delegations interested in gender issues, the Federation Secretariat initiated informal meetings in June and December 2001 under the umbrella of "*Community of Practice on Gender Issues*". The topics under discussion included gender in relation to National Society change processes and the role of the Federation's Regional Delegations in mainstreaming gender based on the experiences of the Swedish RC and the Federation's Regional Delegation in Buenos Aires.

Capacity building in gender mainstreaming

Since 1999, both technical and financial support has been provided for gender awareness training workshops within a number of National Societies.

In 1999, the Federation Secretariat, in collaboration with the British Red Cross, sponsored a coordinator from the Zimbabwe RC HIV/AIDS programme to do a Masters Degree in Gender at the Institute for Development Studies, University of Sussex. This was followed by the establishment of a scholarship scheme for gender training early 2000 with the financial backing of the British Red Cross Society. The aim of this scholarship is to provide National Societies with the opportunity to send staff on locally-organized gender training courses. As of May 2003 the fund has sponsored 6 candidates from the National Societies of Chile, Nepal, Peru and Swaziland.

Development of tools

In response to the recognised need for a meaningful, relevant and user-friendly set of practical guidelines/tools, a collection of case studies for training purposes was compiled in early 2001 and shared with all English-speaking National Societies. This Gender Training Pack represents an extension of the International Federation's policy commitment to gender and the hope is that it will help the organization's staff and volunteers to understand the rationale for promoting gender in all the organization's activities in addition to providing practical solutions and guidelines on how to address gender in real Red Cross/Red Crescent work situations. Feedback from National Societies and Delegations on the original collection of case studies has led to the provision of an amended and more finely-tuned version of the pack being produced in 2003. This project has been supported by the Finnish RC.

Monitoring of the policy implementation

A study on gender in disaster response was commissioned in August 2000 by the Federation Secretariat with the assistance of an external consultant provided through the British RC. The research showed that despite good policies and intentions, gender is still often seen as a human resources issue, something to be tacked on rather than integrated. At the same time, an initiative to review major disaster relief operations for their gender sensitivity was undertaken by the Americas Department of the Secretariat and this served as a good

example to National Societies. The outcome of the review was followed up on by Federation Delegations in the region.

Support to regional initiatives

In November 1999, following the International Federation General Assembly which adopted the Gender Policy, the Federation Secretariat organized a regional workshop to discuss policy implementation in the Middle East and North Africa regions (MENA). This was followed by an informal meeting of female representatives of National Societies at the Red Cross/Red Crescent conference in Cairo, June 2000. In May 2001, the 3rd MENA conference in Tehran discussed gender issues and decided to establish a regional network on women and gender issues. In May 2002, the Federation Secretariat and Tunis Delegation, in collaboration with the Iranian RC, organized a meeting of National Society gender focal points to facilitate the exchange of experiences. In February 2003, the Iranian Red Crescent, as a focal point National Society for the region, launched a special website with the objective of gathering and sharing information and good practice in promoting women and gender issues.

The Federation Secretariat encouraged the initiation of a regional gender programme in the Southern area of the Americas involving eight NSs. Financial and technical support have been provided to the programme through the regional delegation in Buenos Aires. One of the outcomes of the programme is increased gender awareness among the National Societies in the region. A gender training manual was designed and published in Spanish. The major activities since the establishment of the gender programme in early 1999, have been documented by the Federation's Regional Delegation in CD-Rom form for the purpose of knowledge sharing.

Annex 4: Table of commonly-used gender analysis frameworks

Adapted by Úna Murray, Gender and Development Consultant from “Concepts and Frameworks for Gender Analysis and Planning” Oxfam UK, 1996

There is a range of gender analysis frameworks available from different agencies and organizations. Some are more practical than others in the methods and tools they propose for gender analysis. All frameworks necessitate collecting information differentiated by sex. Some frameworks examine the structures of intermediaries and their service delivery in terms of gender. Other frameworks pay more attention to what causes gender differences i.e. values and policies. Some frameworks concentrate on women’s empowerment and transforming unequal gender relations. The following chart presents and comments on analytical frameworks that could be adapted by National Societies and Federation Delegations.

Table of commonly-used gender analysis frameworks

	Harvard Gender Roles Framework	People Oriented Planning (POP)	Gender planning emphasising practical & strategic needs	Gender Analysis Matrix	The Women's Empowerment Framework	Socio-economic and gender analysis (SEAGA) approach	Social Relations Approach	Human Capabilities Approach
Comment	One of the first frameworks for gender analysis. Used by USAID.	Focuses on identification of gender- based needs in refugee camps. No emphasis on participation.	Emphasis on setting up gender planning as a type of planning in its own right.	Influenced by reality of participatory planning – community based.	A framework that attempts to measure what women's empowerment means in practice.	Participatory analysis to help determine at what level action is required.	Socialist feminist background thinking. Aims to enable women to be agents of their own development.	Theoretical rather than practical - human rights focus.
Based on:	an efficiency approach, an economic case for allocating resources to women as well as men - focus only on roles, not relations between sexes	the Harvard Gender Roles Framework. Used by UNHCR	equality, equity and women's empowerment.	transformation of relations, initiating a process of analysis by community members themselves.	critically assessing how development interventions support women's empowerment.	socio-economic and gender analysis at the macro, intermediate and field levels - linkages between them, to support participatory planning.	analysing inequalities in distribution of resources, responsibilities, & power - people's relationships to institutions.	a list of 10 central human capabilities to be pursued for every person, based on the principle of each person as important.
Key components	Activity profile of women and men; access and control profile; outline influencing factors.	3-step framework: 1. refugee population profile & context analysis 2. activity analysis 3. use & control of resources analysis.	Examine women's triple role; identify practical and strategic gender needs. Examine categories of WID/GAD policy approaches.	Analysis of development at: 4 levels of society (women, men, household, community), and 4 types of impact (labour, time, resources, socio-cultural factors).	Levels of women's equality and empowerment: 1. Control; 2. Participation; 3. Conscientisation; 4. Access; 5. Welfare.	Stakeholder analysis, examining resources and constraints, institutional analysis, and gender sensitive PRA tools at the field level.	Concept of social relations; Institutional analysis.	Facilitate dignified humans who shape their own lives. Capabilities of what people are able to do or be are conceived as human rights.
Origin	1985 Overholt, Anderson, Austin Cloud.	1992 Overholt, Howarth Anderson.	1980s, Moser, DPU, UK.	1993, Parker, Save the Children.	1994 Longwe, Zambia. Used by UNICEF.	1995, FAO.	1994, Kabeer, IDS, Sussex, UK.	Sen and Nussmaum, 1990s.

Annex 5: Risk management checklist from the Canadian Red Cross

Source: Judi Fairholm, the RespectED Violence & Abuse Prevention Program. See www.redcross.ca for more details

DOES YOUR ORGANIZATION HAVE...

- An equity policy which includes gender, race, and sexuality?
- A mission statement which includes “clients” rights?
- A completed risk assessment within all programs and services?
- An anti-harassment policy which includes:
 - Definitions of bullying, discrimination and harassment?
 - Complaints procedures?
 - Disciplinary, grievance and appeals procedures?
 - Sanction, dismissal, suspension and reinstatement procedures?
 - Referral and reporting procedures?
 - Duty-of-care statements?
- An anti-abuse/neglect policy which includes:
 - Definition of abuse and neglect?
 - Disclosures procedures?
 - Referral and reporting procedures?
 - Dismissal, suspension and reinstatement procedures?
- Codes of conduct which are signed by all employees/volunteers?
- A policy or guidelines for dealing with the media?
- Guidelines on confidentiality?
- Guidelines on risk management for personnel-staff and volunteers?
- Guidelines for the use of facilities?
- Guidelines for supervisory responsibilities?
- Guidelines on physical and sexual touch and interpersonal boundaries?
- Guidelines on cameras and use of photography at events?
- A resource plan/budget for prevention of harassment and abuse?
- A regular review of policies, procedures and practices?

DOES YOUR ORGANIZATION PROMOTE SAFE ENVIRONMENTS THROUGH THE...

- Distribution of information to clients and personnel?
- Identification of areas where children and youth may be isolated and therefore more vulnerable?
- Knowledge of who has access to children/youth?
- Knowledge of who is alone with children/youth?
- Use of contracts with personnel: delegates, employees and volunteers?
- Promotion of child/youth centered humanitarian aid?
- Development of links with external resources?
- Display, in prominent places, of important messages?

- Reward of good practice?
- Establishment of more than one communication line for staff, volunteers and clients?
- Development of systems to monitor and evaluate the prevention of harassment and abuse policy?
- Identification of an advocate with the mandate to prevent harassment and abuse?
- Development of partnerships with other aid agencies to create safe environments?

ARE PERSONNEL – DELEGATES, STAFF AND VOLUNTEERS...

- Recruited through an advertisement, which states philosophy of the organization?
- Required to complete an application form?
- Given a written job description?
- Required to submit references from at least two people, one which covers previous experience of working with children/youth?
- Interviewed?
- Required to submit a Criminal Records Check?
- Asked for a complete curriculum vitae?
- Given training on: the Convention on the Rights of the Child; their position; and the prevention of harassment and abuse, including harassment and abuse policies, risk management, reporting procedures, and disciplinary systems?
- Required to sign a Code of Conduct?
- Aware of the norms of acceptable behaviours, including physical, psychological, social and sexual boundaries?
- Supervised and monitored?
- Evaluated on a regular basis?

HAS EDUCATION/ TRAINING ON HARASSMENT AND ABUSE BEEN...

- Incorporated into the delegate training program?
- Given to national staff during their orientation training?
- Required of Heads of Delegations on a compulsory basis?
- Evaluated for effectiveness of content and delivery?

Annex 6: Glossary of terms

Source for some terms: OECD Development Assistance Committee (DAC) Glossary of gender-related terms (available at <http://www1.oecd.org/dac/htm/widglos.htm>).

Disaggregated data refers to data which is collected and collated separately for different categories of people i.e. on the basis of sex, ethnicity, locality, age and which helps in the identification of specific individual need.

Equal opportunities for men and women refers to the absence of barriers to economic, political and social participation on the grounds of sex.

Gender refers to the roles, responsibilities, needs, interests, and capacities of both men and women. Social differences and relations between women and men are learned and vary widely within and between cultures and change over time. *Gender* is a central organizing factor in societies, and can significantly affect the processes of production, distribution and consumption.

Gender analysis is the study of the different roles of women and men to identify what they do, what resources they have, and what their needs and priorities are. Gender analysis ensures that 'gender' is one of the variables along with income, age, ethnicity, poverty level and class that need to be factored into the assessment of a situation.

Gender division of labour: the division of labour along gender lines relates to the different work that men and women do as a consequence of their socialisation - what working patterns are deemed "acceptable" for women and men within a given context.

Gender equality refers to the equal rights, responsibilities and opportunities of men and women.

Gender lens: we use the metaphor 'wearing a gender lens' to describe how a person can avoid incorrect assumptions about men and women's roles and relations, and begin to see more clearly how men and women have different capacities, vulnerabilities, needs and priorities.

Gender mainstreaming¹: Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.

Gender roles refer to the different responsibilities of women and men in a given culture or location, or the different tasks that women and men undertake.

¹ This definition was adopted by the United Nations (Economic and Social Council) in 1997

Gender stereotypes are the ideas that people in a given culture have about what men and women are capable of doing. For example, the idea that women are better housekeepers and men better truck drivers, or that boys are better at mathematics than girls.

Gender values and norms in society refer to the ideas that people have about how men and women of each generation should behave. For example, in many societies girls are expected to be obedient and “cute” and are allowed to cry. Boys, on the other hand, are expected to be brave and not cry.

Practical needs arise from the actual conditions which women and men experience because of the gender roles assigned to them in society. They are often related to women as mothers, homemakers and providers of basic needs and are concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care and employment. For women and men in low-income brackets, these needs are often linked to survival strategies. Addressing them as a separate issue only perpetuates the disadvantaged position of women in such societies. It does not promote gender equality.

Sex refers to the biological differences between men and women that are universal and do not change. For example, only women can give birth.

Strategic needs refer to the subordinate position of women to men in society, and relate to the empowerment of women. They vary according to the particular social, economic and political context in which they are formulated. Usually they concern equality issues such as enabling women to have equal access to job opportunities and training, equal share of family responsibilities, equal pay for work of equal value, rights to land and other assets, prevention of sexual harassment at work and domestic violence, and the freedom of choice over childbearing. Addressing them involves a slow and gradual process of changing attitudes and practices in societies

Annex 7: Sample pre-training questionnaire

A gender perspective helps to ensure that both men and women's specific needs, vulnerabilities and capacities are set in the broader context of culture, age, ethnicity, race and religion are recognised and addressed in our work. You are invited to attend training on *{title of workshop}* at *{place of workshop, dates}*

The specific objectives of the training are:

- *{add here the specific objectives}*
-

The training event promises to be lively and to give you ample opportunity to share work-related experiences and ideas. We welcome your input on the link between gender and your work.

Your views will facilitate the planning and design of the training in order to correspond to the gender-related priorities of your area of work. Please feel free to attach further background information if you wish.

1. Name:

2. Your position:

3. Have you previously attended a course on gender issues? **Yes** **No**
(If yes, give details of what and where)

4. What do you understand by the term 'gender'?

5. What are the main responsibilities in your job that you consider relevant to the proposed training?

6. Have you experienced any challenges in integrating a gender perspective into your work? If so, what?

7. What are the three most important objectives you hope to achieve by attending the training course?

(i) _____

(ii) _____

(iii) _____

8. Please indicate how much of a priority the following areas/topics are for you

H = High priority,
M = Medium priority,
L = Low priority

{you should tailor topics to suit the needs of potential participants- below are some general suggestions}

- (i) _____ Gender analysis and concepts in general
- (ii) _____ Gender mainstreaming, what it is and what it implies
- (iii) _____ Gender issues in programme design, implementation and evaluation
- (iv) _____ Gender in disaster preparedness programmes
- (v) _____ Gender in disaster response programmes
- (vi) _____ Gender in health programmes
- (vii) _____ Equal opportunities among staff and volunteers
- (viii) _____ The link between gender and RC/RC principles and values
- (ix) _____ Learning how to approach gender training for others in the future
- (x) _____ Developing a work-plan on incorporating a gender perspective into your work

9. Are there any other issues/topics you would like to see covered?

10. Do you have any further comments you would like to add?

Thank you for taking the time to fill in this questionnaire

Please save and send to {fill in email address} or fax to: {fill in fax no.} by {fill in deadline date}

Should you have any queries please call {fill in telephone no.}

Annex 8: Examples of workshop schedules

One-day workshop on gender issues in disaster preparedness

Workshop objectives:

- To raise awareness of the link between gender and disaster preparedness activities
- To give an overview of what the gender training pack contains to stimulate interest in self-learning or requests for future training sessions.

Schedule
<p>Session 1:</p> <ul style="list-style-type: none"> ▪ Warm up activity - “matching gender definitions” ▪ Presentation on gender concepts (gender roles, gender analysis, gender mainstreaming) ▪ Discussion on the relevance of gender issues in Red Cross/Red Crescent work
Break
<p>Session 2:</p> <ul style="list-style-type: none"> ▪ Brainstorming on gender issues in disaster preparedness ▪ Use of one case study from the disaster preparedness section ▪ Debriefing on case study exercises
Lunch
<p>Session 3:</p> <ul style="list-style-type: none"> ▪ Overview of types of gender analysis tools and checklists ▪ Practice in use of one tool such as “the 24 hour clocks of men and women”
Break
<p>Session 4:</p> <ul style="list-style-type: none"> ▪ Overview of the gender training pack and how it can be used for self study ▪ Follow-up planning - how to identify gender issues in disaster preparedness activities and how to sensitise other colleagues

Two-day workshop on gender issues in disaster preparedness

Workshop objectives:

- To raise awareness of the link between gender and disaster preparedness activities;
- To help develop gender analysis skills;
- To introduce some key tools including the 'engendered log frame'.

Schedule	
Day 1	Day 2
Session 1 <ul style="list-style-type: none"> • Paired introductions • Introduction to objectives, expected outcomes of workshop • Participant's expectations • Workshop norms • Introduction to gender using warm up activity 5 on gender roles 	Session 5 <ul style="list-style-type: none"> • Introduction to vulnerability and capacity assessment • Case study 1.3 Gender-sensitive vulnerability and capacity assessment
Break	
Session 2 <ul style="list-style-type: none"> • Case study 1.1 Broadening involvement in disaster preparedness activities 	Session 6 <ul style="list-style-type: none"> • The engendered log frame • Checklists for project planning
Lunch	
Session 3 <ul style="list-style-type: none"> • Case study 1.4 Disaster preparedness project idea 	Session 7 <ul style="list-style-type: none"> • Brainstorming on how to attract female volunteers • Case study 1.2 Attracting female volunteers
Break	
Session 4 <ul style="list-style-type: none"> • Gender considerations in project formulation • Overview of gender-analysis tools • Summary of day's activities 	Session 8 <ul style="list-style-type: none"> • Bringing it all together, preparing a plan for integrating gender into future disaster preparedness activities • Workshop summary

Three-day workshop on gender issues in Red Cross/Red Crescent core activities.

Workshop objectives:

- To increase awareness of the link between 'gender' and Red Cross/Red Crescent core activities;
- To strengthen the capacities of participants to develop the necessary practical skills to enable them to mainstream gender in their work.

What participants are expected to learn:

- The meaning of the term 'gender' as it applies to Red Cross/Red Crescent core activities;
- By examining the case studies participants learn to appreciate that success in addressing gender in typical Red Cross/Red Crescent programmes (disaster preparedness, disaster response, health issues and other activities) depends on the use of gender analysis;
- The differences between 'Women in Development' (WID) and 'Gender and Development' (GAD) approaches;
- An understanding of the ways in which National Societies, Delegations and the Federation Secretariat are themselves influenced by 'gender';
- The importance and difficulties involved in trying to incorporate a gender dimension into project/programme design and implementation.

Three-day schedule covering all sections of gender training pack

	Session 1: Introduction and gender concepts	Session 3: Gender issues in disaster response	Session 5: Equal opportunities / gender mainstreaming strategies
9.00 to 12.30	<p>Overview of workshop</p> <p>Introduction to Federation's Training Pack on Gender Issues.</p> <p>Warm-up exercise - "Matching Definitions"</p>	<p>Overview of Red Cross/Red Crescent disaster response</p> <p>Warm-up exercise - "Titles for newspaper articles"</p> <p>Presenting and working with case studies on gender issues in disaster response</p>	<p>Presenting and working with case studies on gender mainstreaming</p> <p>Tool: a gender audit of your organization</p>
	Break	Break	Break
	<p>Presentation/discussion on gender concepts</p> <p>Group exercise: determining WID/GAD approaches</p> <p>Outline of the Federation's Gender Policy</p>	<p>Presentation and summary from group work on case studies</p> <p>Tool: Tips for conducting a gender analysis</p>	<p>Exercise - sharing of potential concerns or challenges in promoting gender issues in:</p> <ul style="list-style-type: none"> • HR management • programming
12.30 - 2.00 - Lunch			
	Session 2: Gender issues in disaster preparedness	Session 4: Gender issues in health	Session 6: Conclusions
2.00 to 5.30	<p>Warm-up exercise - "Gender Roles"</p> <p>Overview of gender issues in programming</p> <p>Presenting and working with case studies on gender issues in disaster preparedness</p>	<p>Introduction to health and Red Cross/Red Crescent work</p> <p>Presenting and working with case studies on gender issues in health</p>	<p>Developing a follow-up plan</p> <p>Participants present their follow-up plans which are then open for discussion and feedback.</p>
	Break	Break	Break
	<p>Presentation and summary from group work on case studies</p> <p>Tool: checklist for project planning, the engendered log frame</p>	<p>Presentation and summary from group work on case studies</p> <p>Tool: developing qualitative and quantitative gender sensitive indicators</p>	<p>Workshop evaluation</p>

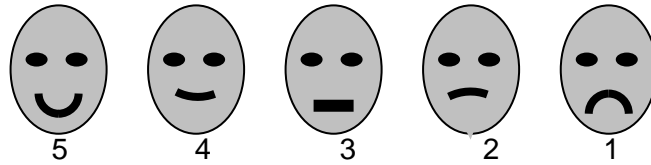
Annex 9: Summary checklist for gender training workshop

(Adapted from IIED, 1995)

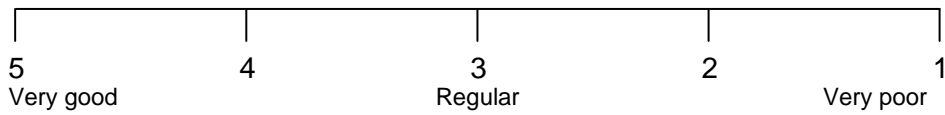
- Prepare a pre-training needs assessment to determine gender training needs of participants.
- Ensure the overall timetabling and schedule of a workshop is adapted to the needs of each group of participants.
- Ensure specific sessions take into consideration the time of day when the training will take place (people may be tired in the evenings).
- Be clear who participants are, read carefully their pre-training needs assessments.
- Based on the pre-training needs assessment, write overall training objectives.
- Work out a division of roles with your co-facilitator if there is a co-facilitator.
- Ensure all your sessions have an introduction, a main section and a summary.
- Prepare a number of warm-up activities.
- Think about the timing, pace and content of each case study session, and plan to contrast the pace of sessions that follow on from one another.
- Ensure there is a variety of learning/training methods in each session.
- Plan each session to start with participants' experience, give time for reflection on their experience, time for the case study, and time to think how they could apply what they have learned to future work activities.
- Consider how you evaluate whether you have achieved the objectives of each session or not.
- Be aware of your choice of words and the overall way in which you express yourself.
- Anticipate further questions or requests from participants for more information.
- Ensure that you have prepared a summary to close each session.
- Ensure the room and seating arrangements are suitable for each session.
- Check you have all the equipment/materials you need and that everything is in good working order.

Annex 10: Sample evaluation form for gender training workshop

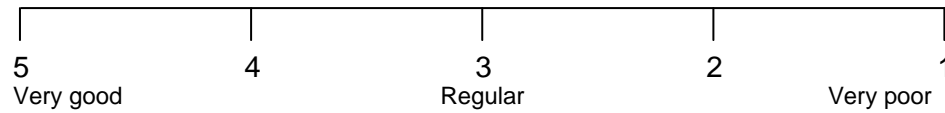
Please take a few minutes of your time and consider each of the following questions to help us evaluate this workshop. Indicate your opinion on a scale from 1 to 5.



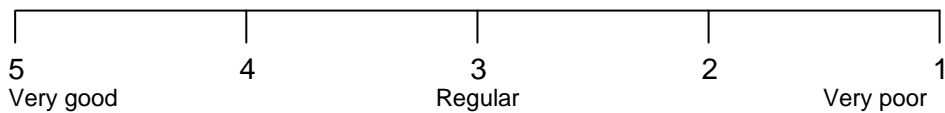
Workshop content



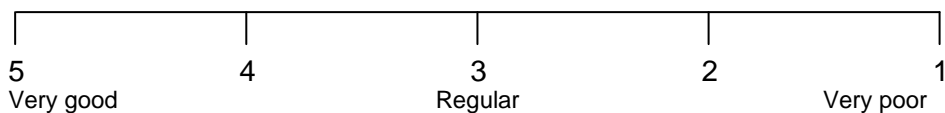
Working in small groups



Presentations/plenary sessions



The facilitator's methods and skills



Did the workshop meet your expectations?

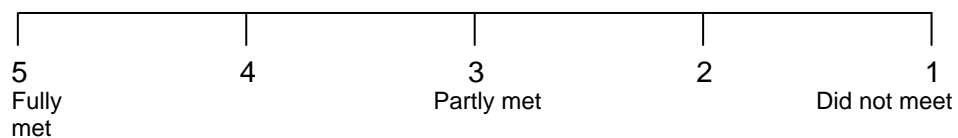


If the workshop did not meet all or some of your expectations, please tell us which of your expectations were not met.

Please list things you especially liked / found useful.

Please list things you found less useful.

How well did the workshop meet its main objective?



What other specific comments about the workshop do you have?