



FOOD AND AGRICULTURE
ORGANIZATION
OF THE UNITED NATIONS

EMERGENCY AND REHABILITATION PROGRAMMES: DOES GENDER MATTER?

CHALLENGES FACED IN EMERGENCIES

MANY FAILURES IN THE OUTCOMES of programmes and policies are due to the assumption that large groups of people are homogeneous, rather than men, women, youth and various disadvantaged groups with different needs and interests. Lessons learned reveal that interventions to save lives and secure livelihoods in emergencies are more efficient and effective when gender differences are properly understood and addressed.

Full community involvement, including women's active **participation**, improves the efficacy of prevention, relief, reconstruction and transformation efforts. It is also essential for sustainable development of their **resilience** (adaptive and operational capacities).

In 1999, the United Nations Interagency Standing Committee issued a statement on gender and humanitarian assistance, requiring all member organizations to formulate specific strategies to integrate gender issues, collect and analyse data from a gender perspective, build capacity for gender programming, and develop reporting and accountability mechanisms that ensure attention to gender.



FAO'S ROLE in natural and human-induced disasters is guided by the commitments set forth in the Rome Declaration on World Food Security and the World Food Summit Plan of Action. (FAO Emergency Activities: Technical Handbook Series).

www.fao.org/docrep/003/x6868e/x6868e00.htm

THE BURDEN ON WOMEN IN MOZAMBIQUE

In 2003 nearly 57 percent of the Mozambican adults (15-49 years) living with HIV/AIDS was women. Within the age group of 20-24 years, women living with HIV outnumbered men by four to one. More than 230 000 children had lost their mothers or both parents in 2001 due to AIDS. The number of households headed by elderly or children had risen, and a special effort to train children in food production techniques and nutrition is urgently required.

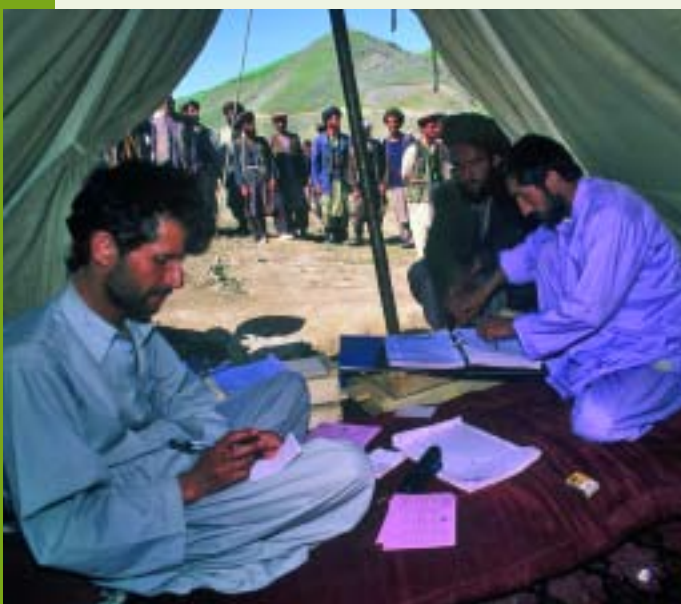
The compounding effects of HIV/AIDS and repeated natural disasters have significantly increased the vulnerability of an already impoverished population (67 percent of the population affected by recurrent drought with the highest HIV prevalence in the country).

Source: FAO, 2004a.



DEALING WITH GENDER-SENSITIVE ISSUES

EMERGENCIES affect women and girls differently from men and boys. In wartime, men are often primary casualties, while women in situations of armed conflicts, civil strife, or natural disasters often lose the capacity to sustain their family's livelihood. Increasing global instability manifested in political, religious and socio-economic scenarios, as well as natural disasters, periodically afflict various regions.



WOMEN ARE OFTEN more **vulnerable** because of lower socio-economic standing to men, in terms of access to necessary **resources** and ability to gainfully provide for their families. They lack influence due to inequality and disempowerment, and have less decision-making power and control over their lives.

VIOLENT CONFLICT IS A KEY OBSTACLE TO ACHIEVING THE MDGS

During 1990-2001 there were 57 major armed conflicts in 45 locations. Deaths from conflicts are hard to gauge, and estimates vary. As many as 3.6 million people were killed and many millions more injured. Sub-Saharan Africa has been hit the hardest, but no developing region has been unaffected. Civilians, not soldiers, are increasingly the victims - accounting for more than 90 percent of deaths and injuries. Children account for at least half of civilian casualties. Beyond these tragic direct effects, collapsing economies and infrastructure can take a further human toll.

Source: UNDP, 2003.

EFFECTS OF HURRICANE MITCH IN CENTRAL AMERICA

The devastating effects of Hurricane Mitch had a strongly gendered impact in El Salvador, Guatemala, Honduras and Nicaragua. Rural women were found to be particularly vulnerable. These societies were characterized by high rates of female-headed households, mainly linked to civil and armed conflict in the region, with a consequent high male mortality and out-migration. The hurricane had a more severe impact in terms of men's death, increasing the proportion of female-headed households.

Source: FAO, 1999.

HOWEVER, WOMEN CARRY BIOLOGICAL, emotional and economic responsibilities associated with their roles of mother, wife, nurturer, provider, and community spokespersons or representatives. They are vital to maintaining the family unit, keeping ties with community structures, obtaining access to assistance and entitlements, and meeting basic family needs. Emergencies force men and women in particular to take on **new roles and responsibilities** to ensure the survival of their families. The disruption and displacement that often occurs in times of disasters may lead to changes in sexual behaviour and increased rate of sexual abuse on both men and women, which often leads to an increased infection rate of HIV and other sexually transmitted diseases.





TO RESPOND TO THE RESULTING CHANGES in the **external environment**, it is essential to understand: (i) the specific roles and responsibilities of men and women in food security and agriculture; (ii) their main constraints and needs; and (iii) their ability to carry out activities in emergency situations and early rehabilitation. Relief aid may have bearings on the potential to earn incomes of women and men and implications on their participation in community activities and decision-making structures.

The identification of external factors such as requirements for the provision of **skills development and training**, necessary for achieving project activities (especially ensuring the continued involvement of men and women participants in the project) and benefits (specifically for

women) is key to mainstreaming a gender perspective in emergency and rehabilitation programmes.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. Gender analysis addresses the issues of “whose **needs**” and “whose **participation**”. It highlights the skills and capacities of men and women, identifies the division of labour within the household and reveals the constraints they face during periods of rapid change.

STRATEGY PROPOSED FOR GENDER MAINSTREAMING AND WOMEN'S EMPOWERMENT IN IRAQ

In 2003 FAO, under its Socio-Economic and Gender Analysis (SEAGA) Programme, prepared a strategy for participatory processes of context, livelihood and stakeholder analysis with the immediate objective of assisting emergency specialists in planning and implementing gender-sensitive operations in Iraq. The main outputs foreseen included improved i) information systems from a gender perspective, ii) institutional capacity in terms of socio-economic and gender analysis and planning capability, and iii) micro-projects for women's empowerment.

Source: FAO, 2003b.

LEVELS	CONDITIONS OF VULNERABILITY
MODERATE	Reduction in assets while preferred production/income are maintained.
HIGH	Depletion of assets while preferred production/income are disrupted.
EXTREME	Liquidation of means of production and abandonment of preferred production/income, physically and socially damaging coping strategies.

Source: Frankenberger, 1992

WHAT FAO AND OTHER AGENCIES ARE DOING

FAO AND OTHER AGENCIES have adopted a development approach that places the concerns and experiences of both men and women as an integral dimension of the design, implementation, monitoring and evaluation of emergency and rehabilitation policies and programmes so that they can benefit equally, and inequality is not perpetuated.

FAO's gender policy is described in its Gender and Development Plan of Action (2002-2007) which focuses on promoting gender equality in four key areas: access to food, access to natural resources and agricultural support services, **access to policy and decision-making processes**, and access to on- and off-farm employment. FAO and WFP produced some joint **Guidelines and a**

Passport to Mainstreaming a gender perspective in emergency and rehabilitation programmes under the SEAGA Programme.

www.fao.org/sd/dim_pe1/pe1_040701_en.htm

www.fao.org/reliefoperations/common/ecg/41707_en_Passport_Seaga.pdf

Generating and sharing information on progress and **impacts**, and ongoing needs, with all involved parties is essential for a comprehensive view of the overall interventions, for the coordination between donors, NGOs, governments and local beneficiaries, and the achievement of sustainable longer-term rehabilitation and recovery.



REGIONAL GENDER ADVISER

In many post-conflict countries, particularly in sub-Saharan Africa, both gender inequalities and the AIDS epidemic are factors that undermine nutrition and household food security, and consequently require special attention in policies, programming and strategies adopted in emergency operations. For this reason, FAO recruited an HIV/AIDS and Gender Adviser to assist its Regional Emergency Office in Nairobi with planning and implementing a gender programme with a focus on strengthening collaboration in the sub region.

Source FAO, 2004c.

POLICY

IT IS IMPORTANT that the specific **target groups** for all policies and programmes be identified. The questions need to be asked 'Who are the targets of policy initiatives? Who is involved in the different aspects of food security and what could be done to improve the situation? Is the concerned group, women, men, youth, children, minority groups, disabled or a combination of several groups which should be addressed separately as sub groups (rich/poor, married/single etc.)?'



DEDICATED PROGRAMMES FOR WOMEN

The United Nations High Level Committee on Programmes has produced a Note on organizing the UN response to the triple threat of food insecurity, weakened capacity for governance and AIDS for southern and eastern Africa. One of the main programmatic points is: "to undertake dedicated programmes for women's empowerment". Women, who make up the majority of African farmers, are the backbone of agricultural systems and are key drivers of both rural and urban economies. The roles of men and women need to be addressed to promote a safe and supportive environment for women's socio-economic empowerment.

Source: FAO, 2004a.

ORGANIZATION AND PARTNERSHIPS

THE EFFECTIVENESS OF EMERGENCY operations depends largely on a variety of factors related to effective **partnerships**. One of the most important effects of relief interventions can be their contribution to institution building, and the reinforcement of local democratic structures. Adequate **representation** of the affected population and beneficiaries should be ensured.

Capacity building of local committees to increase their representation and functional capacity for gender mainstreaming is important for the delivery of any emergency operation, and to achieve self reliant



and sustainable interventions. Action may be required to strengthen the **social and personal resources** of participants and stakeholders involved in project planning and implementation processes. This requires an appraisal of the status of consultative mechanisms and whether broad-based support has been developed and representative views of both men and women projected.



BUILDING ORGANIZATIONAL CAPACITY IN AFGHANISTAN

FAO is helping to build up and strengthen local and national agricultural government institutions, so that Afghans can run their own institutions and play the leading role in restructuring agriculture. Local communities are assisted to develop the skills to resolve their own problems. Locally-based partnerships are created among farm families, officers in Afghanistan responsible for local administration, non-governmental organizations and the private sector (particularly the suppliers of agricultural inputs, transport and marketing) mainly through farmer-based organizations. Educating and training of groups of farmers are becoming the major tools to develop the human resources of rural communities, so that people can make informed choices. Specific activities are directed to women (up to 95 percent of rural women was illiterate in 2003).

Source: FAO, 2004a.

INFORMATION



MACRO-LEVEL aggregate statistics often do not show crucial differences within a population. Sex-differentiated information is often insufficiently available in national and international databases. Existing databases are often not well developed and updated, and information is scattered, anecdotal and conflicting. Women's work in agriculture is large-

ly unreported and underestimated in population censuses and labour force surveys.

Gender sensitive indicators should be designed to demonstrate changes in relations between men and women in a given society over a period of time, and used to assess progress in achieving gender equality by measuring changes in the status of women overtime.

ASSETS AND LIVELIHOOD STRATEGIES

FAO in close collaboration with Development Cooperation Ireland (DCI) and the Government of Zambia completed household livelihood research among 740 households. The Gender Inequality and Rural Livelihoods Report includes qualitative and quantitative information on macro-factors influencing livelihoods, asset dynamics, household livelihood strategies and livelihood outcomes for different household categories affected by HIV/AIDS.

Source: FAO, 2004c.

NEEDS ASSESSMENT AND TARGETING

IN EMERGENCY OPERATIONS an initial quick response is essential and there is often scant time available for lengthy surveys, requiring a mostly qualitative rapid appraisal approach and investment in organizational capacity.

The approach should allow for gathering the **perceptions** of target beneficiaries to provide a basis for decision-makers in the design, targeting and implementation of policies, strategies and action programmes and interventions to protect and promote food security and agricultural production, and improve the nutritional status of women and men living in the affected area.

The objective of targeting during emergency interventions is to respond to the actual needs of the most vulnerable within the available resources in the most efficient manner, from a social and economic point of view. This four-step process should be conducted through representative consultative mechanisms with beneficiaries, stakeholders and others involved in the **planning, distribution, forwarding, receiving and benefit** of project inputs to select appropriate targeting mechanisms and identify potential risks and consequences for creating lasting direct benefits for recipients and to local governance.

FOOD SECURITY ASSESSMENT IN THE WEST BANK AND GAZA STRIP

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

Source: FAO, 2003c.

TARGETING STEPS

OBJECTIVE

PRIORITIZATION

Identifying the criteria on which specific areas, population groups and individual households are to be selected.

IDENTIFICATION

Developing screening tools (administrative, community or self-targeting mechanisms) to ensure that only those who meet the targeting criteria actually receive benefits.

ALLOCATION

Determining the quantity of goods and services to be provided to those in need to achieve the desired impact among programme beneficiaries.

OPTIONS

Choosing suitable intervention strategy and delivery options to reach the identified target population.

Source: FAO, 2001b.

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PROCUREMENT AND LOGISTICS

A gender perspective in aspects related to logistics, procurement and distribution begins with the identification of the needs and specifications of the end-users of the commodities in the logistics process. The potential impacts of commodity distribution should also be analysed.

Action may be required to strengthen the capability of participants and stakeholders to participate in each phase of the procurement and logistics process.

When a disaster occurs, the institutional systems for procurement and logistics might collapse or be disrupted and unable to meet the demand. In such cases the possibility of creating informal supplying networks should be investigated

and local knowledge exploited and built with skills development and training for collective benefit.

PHASES OF PROCUREMENT AND LOGISTICS PROCESS

Identification of needs and technical specifications.	Technical clearance and purchase requisition.
Port capacity, storage and handling facilities.	Identification of suppliers, tendering and bidding.
Transport and communication infrastructure and overhead costs.	Ordering and purchasing, and delivery and quality control.

MONITORING AND EVALUATION

The Monitoring and Evaluation process enables staff to analyse the performance of emergency operations and rehabilitation programmes to adjust them in order to obtain the desired results as needed.

Adequate human and financial resources should be allocated to formulate specific strategies to integrate gender issues, collect and analyse data from a gender perspective, build capacity for gender-sensitive planning and programming for reconstruction among key partners and stakeholders, and develop reporting mechanisms that ensure accountability for gender mainstreaming.

The distribution of benefits should take gender roles

and relations into account, and gender issues be clarified in the implementation of the project, e.g. work plan. Reporting should demonstrate whether both women and men are included in the programme or project as agents/project staff, and as beneficiaries at all levels. The verification of project activities and outputs should be based on sex-disaggregated data and analysed in terms of gender using appropriate tools (e.g. engendered logframe).

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