



## Socio-Economic and Gender Analysis

# ▶ SEAGA for Emergency and Rehabilitation Programmes



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## Socio-Economic and Gender Analysis

### ▶ SEAGA

# for Emergency and Rehabilitation Programmes



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The authors have made every attempt to be accurate; however, errors in the representation of views may have occurred. Responsibility for such errors, and for the text in its entirety rests with the authors.



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## Document Hints and Links

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Within the text of the document, references to useful hints and links (squared boxes) will be made in order to facilitate the implementation of the guidelines:

 See – reference to important methodological and policy documents.

© Module link - Cross-use reference to other modules, since most of them are to be used simultaneously.

## Acronyms

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CAP	Common Assistance Programming, Consolidated Appeal Process
CFSAM	Crop Food Supply Assessment Mission
ECOSOC	Economic and Social Council
EMOP	Emergency Operation
ENA	Emergency Needs Assessment
FAO	Food and Agriculture Organization of the United Nations
FFW	Food For Work
FAAD	Food Aid for Assets Development
FFAR	Food For Assets Reconstruction
GIEWS	Global Information and Early Warning System
HFEA	Household Food Economy Approach
IDP	Internally Displaced Persons
JFNAM	Joint Food Needs Assessment Missions
MOU	Memorandum Of Understanding
LOU	Letter of Understanding
NGO	Non Governmental Organisation
PRA	Participatory Rapid Approach
PRRO	Protracted Relief and Rehabilitation Operation
RRA	Rapid Rural Appraisal (or Assessment)
TCE	Emergency Operations and Rehabilitation Division of FAO
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
VAM	Vulnerability Analysis and Mapping
WB	World Bank
WFP	World Food Programme



# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ To explain the importance of a gender perspective in emergency operations and assist emergency specialists in gender-sensitive planning.

### KEY CONCEPTS

- ▼ Coping Strategies, Counseling, Differential impacts of emergencies on men and women, Division of labour, Food distribution, Food security, Gender analysis, Gender differences, Gender mainstreaming, Practical and strategic needs, Roles and responsibilities of men and women, SEAGA objectives, Vulnerable groups.

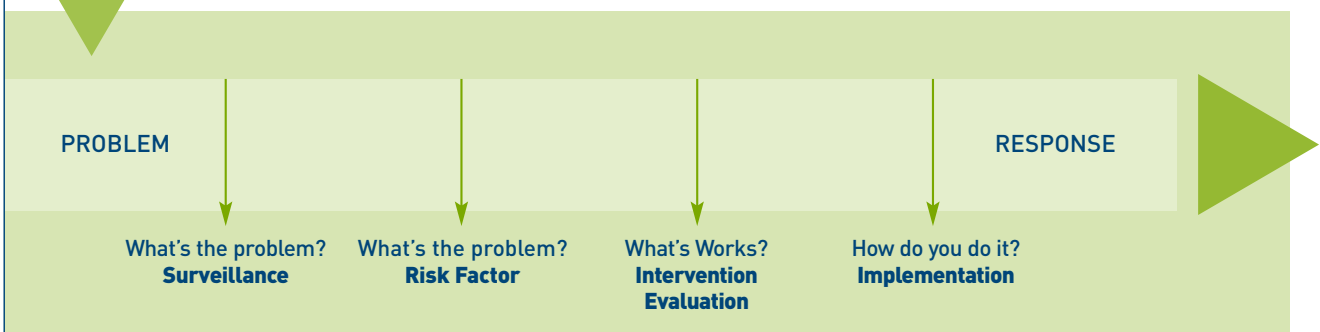
## INTRODUCTION

### Background

One of the purposes of the United Nations is "promoting and encouraging respect for human rights and for the fundamental freedoms for all without distinction as to race, sex, language or religion" (UN Charter).

The effects of war and natural disasters seriously threaten human survival and sustainable livelihoods. The international humanitarian response system is working towards not only providing appropriate immediate **life saving interventions** but also to **developing frameworks of analysis and action**. In order to develop more effective programmes there is a growing recognition of the importance of acquiring a greater understanding of the specific **context** of each crisis situation, the causes and how communities are affected.

### Approach for Developing Frameworks of Analysis and Action



Increasing global instability manifested in political, religious and socio-economic scenarios, as well as natural disasters, periodically afflict various regions. 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** under emergency situations and early rehabilitation.

Emergencies affect women and girls differently from men and boys. In wartime, men are often the primary casualties, while women in situations of armed conflicts, civil strife, or natural disasters often lose a **capacity** to sustain their families' livelihoods due to loss of seeds, livestock and tools. Women are often more **vulnerable** in emergencies due to their lower social and economic status. In addition, conflict situations considerably increase the trauma of gender-specific physical insecurity. This is particularly true in remote rural areas far away from general media coverage, and hence such violations are often either ignored or unreported.

In this context, gender analysis and mainstreaming help to clarify the *specific and often different needs, vulnerabilities and coping-strategies* of women and men, so that they can be more adequately addressed in response to the emergency situation. **Lessons learned reveal that interventions and life saving strategies are made more efficient and timely when gender differences have been properly understood and addressed.**

### Social Impacts of Emergencies

- ▶ Emergencies often increase existing vulnerabilities
- ▶ Disasters exacerbate gender differences
- ▶ Women play a key role in the effectiveness of prevention, disaster relief, reconstruction and transformation
- ▶ Emergencies offer fertile ground for change in gender relations

### Meaning of Gender Mainstreaming in Humanitarian Assistance<sup>1</sup>

- ▶ Differences in the ability of women and men to respond in an emergency situation
- ▶ Differences in the priorities of women and men (boys and girls)
- ▶ Differences in the security needs of women and men
- ▶ Gender division of labour
- ▶ Capacities of women, men, girls and boys to support peace or reconstruction
- ▶ Differences among women as well as men (e.g. class, ethnic, rural/urban and other categories)
- ▶ Opportunities to narrow gender-gaps and support women's equitable participation in decision-making

The FAO Socio-economic and Gender Analysis (SEAGA) Programme is an approach to development, based on a participatory identification and analysis of the socio-economic factors that determine women's and men's priorities and potentials. Its main objective is to close the gaps between what people need and what development delivers, to contribute to effective and sustainable development.

At the beginning of 2000, the FAO Gender and Development Service (SDWW), the FAO Emergency Operations and Rehabilitation Division (TCE) and WFP agreed to collaborate in the preparation of a Guide on Socio-economic and Gender Analysis for Emergency and Rehabilitation Programmes. An outline of these SEAGA guidelines was presented at the launch of the Consolidated Appeal Process (CAP) for Angola, Somalia and Tajikistan at FAO in November 2000; under the 2001 theme "Women and War".

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<sup>1</sup> Source: Mainstreaming a gender equality perspective in the Consolidated Inter-Agency appeals. Note prepared for the Donor Retreat on Consolidated Appeals Process and Coordination in Humanitarian Assistance, Montreux Switzerland, by CIDA/MHA Division (March 2001).

When an emergency occurs, both FAO and WFP offer **rapid response**<sup>2</sup> to help communities meet their immediate life-saving and life sustaining needs (food) and to assist the governments or ad-hoc counterparts in rebuilding agricultural and rural structures. FAO and WFP conduct joint crop and food supply assessment missions in order to assess the impact of a disaster on the crops and national food supply situation after emergencies, and to determine the need for international assistance. Both agencies are also key players in the United Nations Disaster Management Teams (UNDMT), which are formed during crisis situations and contribute to the CAP.

## Rationale

In 1999, the United Nations Inter-Agency Standing Committee issued a policy statement on gender and humanitarian assistance. This statement requires that, when providing humanitarian assistance in emergencies, all member organizations should formulate specific **strategies** to integrate **gender issues**, collect and **analyze data** from a gender perspective, build capacity for gender **programming**, and develop **reporting** and **accountability** mechanisms that ensure attention to gender.

This is based on founding international human rights instruments: i) Convention on the Elimination of All Forms of Discrimination against Women, ii) The International Covenant on Civil and Political Rights, iii) The International Covenant on Economic, iv) Social and Cultural Rights, and v) The Declaration on the Protection of Women and Children in Emergency and Armed Conflict.

A gender approach can assist in the understanding and profiling of **vulnerable groups**, in channeling resources to those most in need, and in the mobilization of the capacities of a significant proportion of the population that is often under-estimated.

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2 The mission of the Food and Agriculture Organization of the United Nations (FAO) is to help build a food-secure world for present and future generations. FAO assists governments and regional organizations to draw up plans for disaster mitigation and preparedness, including measures to minimise their effects and to mobilize rapid relief and rehabilitation assistance. The Emergency Operations and Rehabilitation Division (TCE) responds to requests for: (i) emergency agricultural assistance through the distribution of production inputs to the affected population; (ii) the rehabilitation of productive capacities, (iii) support to the coordination of activities of organizations involved in agricultural rehabilitation. (<http://www.fao.org/reliefoperations>).

Gender policy for FAO is encapsulated in its Plan of Action for Gender and Development (2003-2007) adopted by the FAO Conference in 2002. The Plan presents a framework to mainstream gender into the work of FAO and aims at removing the obstacles to women's and men's equal active participation in, and enjoyment of the benefits from, agricultural and rural development. The four medium-term objectives of the Plan are: (i) promote gender equality in the access to sufficient, safe and nutritionally adequate food, (ii) promote gender equality in the access to, control over and management of natural resources, and agricultural support services, (iii) promote gender equality in policy-and-decision-making processes at all levels in the agricultural and rural sector, (iv) promote gender equality in opportunities for on-and off-farm employment in rural areas.

The mandate of the World Food Programme (WFP) is to combat hunger, and to deliver food aid in emergency situations (<http://www.wfp.org>). At present emergencies now account for 80 percent of WFP's expenditures. WFP has a central role in accessing, coordinating, delivering and resourcing food assistance and the associated transport costs. WFP emphasizes early warning and contingency planning.

WFP's gender policy and specific programming for women is stated in its Commitments to Women. Its objectives include providing direct access by women to appropriate food aid; ensuring women's equal access to and full participation in decision making; facilitating women's access to employment, markets and trade; generating and disseminating gender disaggregated data and information; and improving accountability. For this purpose, WFP has produced numerous manuals, guidelines, assessment methodologies and lessons learned.



The commitment of the international community to bring a gender perspective into the Consolidated Appeal Processes derives from a commitment to gender equality. It is also based on the recognition that using this perspective will contribute to a more effective humanitarian assistance.



## Gender Mainstreaming and Common Assistance Programming

### Gender Mainstreaming and Common Assistance Programming support:

- ▶ A more accurate understanding of the situation, based on gender differences and inequalities
- ▶ The design of more appropriate responses to the different obstacles faced by potential participants or beneficiaries
- ▶ The highlighting of opportunities and resources

The Emergency Guidelines are being prepared jointly by FAO and WFP as a contribution to this policy. They are designed to assist both managerial and operational staff to mainstream gender analysis throughout the project sequence and in all aspects relating to emergency interventions, such as food aid, nutrition, household food security and agricultural policy in crisis situations. These guidelines will also contribute to the recommendations passed in UN Security Council Resolution 1325 (2000). The latter inviting the UN Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolutions.

## Commitments to Gender in Displacement and Poverty

An emergency-situation often affects women and men differently. Both conflicts and natural disasters force women in particular to take on new roles and responsibilities to ensure the survival of their families. Their husbands and sons are often absent (e.g. killed, missing) or have been incapacitated.

Women and children bear the main burden of coping with emergencies, particularly displacement (80 percent of refugees and internally displaced persons). Women face additional burdens and carry greater biological, emotional and economic responsibilities associated with their roles of mother, wife, nurturer, provider, and community spokespersons or representatives.



### Differential Impact on Men and Women of Hurricane Mitch

Men and women were affected differently by Hurricane Mitch, and made different contributions to relief efforts. Sex and gender-specific vulnerabilities determined the differential impacts of the tragedy on men and women.

Slightly more men died, while more women reported suffering physical and mental health-related problems. Similarly, gender-specific capabilities shaped men's and women's different responses and contributions to relief and mitigation efforts. More women prepared food in shelters while more men transported victims to shelters.

Women play a key role to maintaining the family unit, keeping ties with **community structures**, obtaining access to assistance and entitlements, and meeting basic family needs. However, when displaced women frequently find themselves stateless and dependent on others.

In many societies, women do not have the same socio-economic standing as men. They have considerably less decision-making power and control over their own or their children's lives. Women are usually poor, vulnerable and lacking in political influence due to **inequality, marginalization and disempowerment**.

In wartime, for example, men are often the primary casualties, affecting the actual population balance between women and men - leaving a significant number of widows, single women and mothers without male children. This will **influence labour force projections**, family structures and the gender profile of various professions.

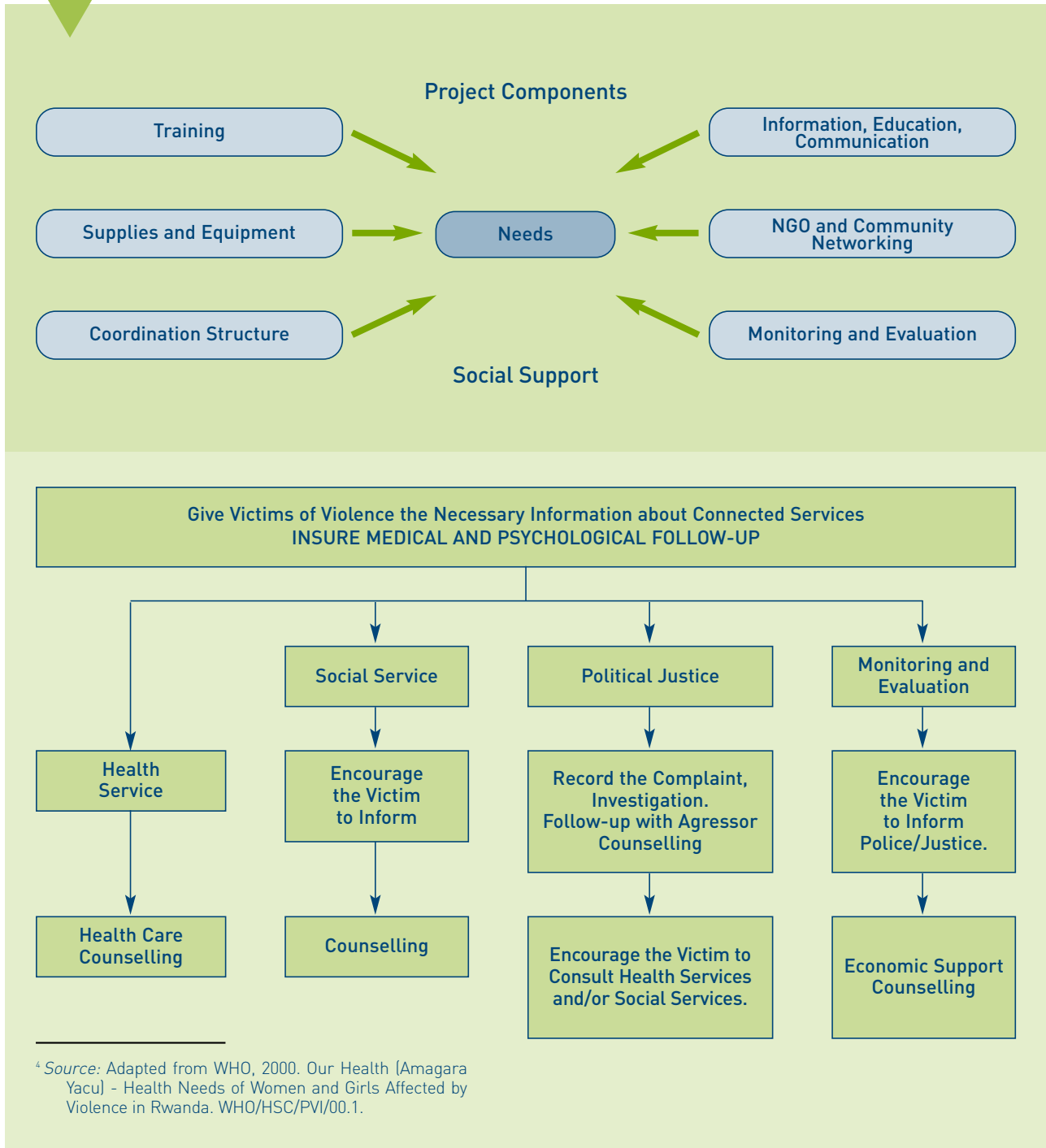
Women often play expanded roles in economic and agricultural production, in the absence of their husbands and sons, while facing an additional risk of eviction from their homes and lands.

Uprooted populations generally encounter problems of **protection** and **safety**, but women in particular also suffer additional forms of physical abuse.

Areas outside camps, where firewood and water are often gathered for household use and trade, can be dangerous due to the presence of landmines or other hostilities. Water sources available to refugees and displaced persons in camps are often polluted or contain water-borne infections.

Women are subject to more **violence** while displaced than in normal circumstances and suffer from a wide range of violent acts - many hidden and unreported - such as rape, torture, **intimidation, discrimination**, and psychological abuse. Stress related domestic violence also tends to increase. It is important to address and ensure protection against rape and other forms of sexual violence. This includes respecting privacy needs (for bathing, etc.), that may alter security risks.

### Integrated Approach to Care of Victims of Violence<sup>4</sup>



The mobilization of male soldiers (both in armies and as peacekeepers) contributes to the growth of prostitution around military bases and army camps. This may partly be the result of a lack of options for women, exacerbated by the insecurity of conflict. The negative impact of this trend is well documented, including health risks (HIV/AIDS).



## Gender-specific War Crimes

Recent events in former Yugoslavia have drawn international attention to rape and violence against women as gender specific war crimes. Sexual violence is a gross violation of fundamental human rights. When committed in the context of armed conflict it is a grave breach of humanitarian law (UNHCR).

It should be recognised that relief aid may have bearings on women's and men's productive activities and their potential to earn incomes, with implications on their **possibilities** to participate in community activities and decision-making. Full community involvement, including women's active **participation**, improves the efficacy of prevention, relief, reconstruction and transformation efforts.

There may not be a unified set of **interests** and priorities among groups of women and men. It is important to build upon existing local structures by applying a participatory approach, avoiding contradictory **pressures**, in order to ensure a sustainable and **equitable** implementation.

In a family, women are frequently primarily responsible for, and most active in, **food preparation** and ensuring a sufficient supply of water. They may have to walk further to find fuel, stand in line to secure water from outside sources, and care for injured family members. Thus, they may find it difficult to participate in relief committees or other organized activities. It is important to establish whether women's responsibilities for securing and preparing food for family consumption are taken into consideration, particularly in national statistics and official reports.

Gender roles clearly are not static and may rapidly **change** in response to sudden traumatic events such as violent conflicts, natural disasters or war. This may provide opportunities and entry points to develop programmes that support efforts to build more equitable gender relations.

During the **rehabilitation** and **reconstruction** phase, women, who assumed non-traditional roles during wartime, might be expected to abandon these tasks once the war is over. Men might suffer from a variety of problems related to adjustment to peace (employment and identity problems, and psychological traumas from wartime experiences, etc.).

The main concern is inevitably to ensure that the affected population has sufficient food and resources in order to **survive**. Humanitarian aid can be more efficient and have a greater impact if opportunities for positive change in gender roles during crisis situations are enhanced and sustained during the emergency and post-conflict phase.

On 31 May 1999, the United Nations Inter-Agency Standing Committee (IASC) issued a policy statement that built upon a 1998 ECOSOC Resolution. It requires all member organizations to mainstream a gender perspective when providing humanitarian assistance in emergencies.

The principles of the IASC policy include:

- ▶ Gender equality, particularly in decision-making.
- ▶ Equal protection of human rights of women and men, with special attention to the violation of women's human rights.
- ▶ Equal representation of women and men in peace mediation and decision-making at all levels of humanitarian assistance.
- ▶ Integration of a gender **perspective** in emergencies.
- ▶ Participation of women's organizations in capacity building in humanitarian aid, as well as rehabilitation and recovery.

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 all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design and implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women can benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC, 1997)."

Although every emergency is different, there are key elements that are relevant to all emergency relief activities. These are:

- Taking measures to ensure women's equal access to and full participation in **decision-making** structures (e.g. leading roles in planning and targeting).
- Ensuring that women can be **registered** for relief in their own right, and have direct access to appropriate and adequate relief items to meet their needs (e.g. protection and reduction of diversion and monetisation).
- Recognizing and reducing security **risks** incurred by women (e.g. ensuring that relief distribution does not increase the risk of violence to women).
- Improving generation, dissemination and use of gender-disaggregated **information** for planning and monitoring (e.g. gender-sensitive household food economy assessments).
- Taking **positive action** to facilitate women's equal **access** to resources, (e.g. employment, markets, income-generation and skills training).
- Insisting on sustaining educational efforts, for boys (who may be demilitarised) and girls (who will need new skills more than ever).

The term *gender* refers to the *social roles and relations* between women and men. This includes the different responsibilities of women and men in a given culture or location. Unlike the sex of men or women, which is biologically determined, the gender roles of women, men are socially constructed, and such roles can change over time and vary according to geographic location and social context.

Factors such as class (social position, wealth), age and education will also influence gender roles. In turn, gender and gender roles are major factors in defining and determining men's and women's specific needs as well as their respective access to power and **resources**.

### Resources for Consideration in Gender Mainstreaming

Resources	Types
▶ Natural	Land, water, forests, rivers, etc.
▶ Economic	Work opportunities, wages, remuneration, remittance, credit, and production inputs
▶ Social	Formal and informal education and social services
▶ Infrastructure	Bridges, road and markets
▶ Political	Access and participation opportunities for organisation and decision making at community, regional and national levels
▶ Time	Work time and free time
▶ Personal	Self esteem abilities, communication capacity, and individual decision making capability

*Gender analysis* is a process of understanding women's and men's different **activities and responsibilities**, and their **access to resources and decision-making**. Established patterns of gender inequality and inequity can be exposed, explored and addressed. This analysis strengthens planning, implementation, monitoring and evaluation, and makes programmes and projects more efficient and relevant. Ignoring gender issues has caused many emergency and development programmes and projects to fail in reaching their principal goals and in delivering the desired benefits to the target population.

Gender analysis helps us understand women and men's **roles and relations**. It frames questions about who does what, when and why. The aim of such analysis is to improve targeting within the formulation of emergency and development interventions. The goal is to provide a means to optimise the usage efficiency of assistance to be provided. This requires ensuring that women's and men's needs and constraints are addressed in a manner that maximises the humanitarian return on the donor investment made.

Gender analysis highlights the **capacities** of both men and women and indicates where **opportunities** are missed by humanitarian agencies for targeting effective strategies to support and enhance women's skills and capacities. It can identify the division of labour within the household and domestic economy as well as identify the burden of reproductive labour which women bear, and highlight the way this intensifies during periods of rapid and violent social change. Gender analysis can also reveal the **socio-cultural constraints** facing women who, as bearers of culture and the social reproduction of norms and values, become subject to new forms of control and victimisation during emergencies.

Gender analysis points out that the **experiences** and **identity** of socio-economic groups in times of emergency are also impacted. The 'gender' question is not just a woman's issue. The ways in which violence has helped restructure 'masculinity' in poverty-affected and marginalised societies is an important factor when considering boys and men's involvement in armed militias and their acts of violence against women. This is particularly important when considering the post-conflict phase where men and boys are re-socialised.

Women and girls have different medical and sanitary needs from men and boys. These should be addressed in basic emergency-supply packages (e.g., addressing needs arising from pregnancy, genital mutilation, family planning, sanitary products and supplementary food for pregnant and lactating mothers). In some cultures women may be reluctant to seek medical advice from male health workers (especially if they are of a different nationality). It may be necessary to promote access to female staff and medical professionals.

SEAGA participatory processes critique: What opportunities exist for **consultation** of each gender separately and for negotiation. Who has been, is being and can be consulted and how. Who **participates** and why; and who should participate. What the **problems** of men and women are, and whether are being responded to. What the *gender relations* are, and whether complementary or competing *agendas* among beneficiaries exist. What the **needs** and **constraints** of beneficiaries are.

Gender analysis techniques can assist humanitarian workers in responding to the crisis in a manner that supports the different **special, practical** and **strategic resource needs** of women and men for overcoming household food insecurity. Changed (new) socio-economic roles and situations should be thoroughly analysed and understood in order to lessen the inequalities between women and men that might widen in the crisis. Practical needs are defined as those that relate to socio-culturally accepted roles in society and do not challenge gender divisions of labour or position in society. Strategic needs are those which relate to improving roles and contributions in society.

In all phases of the emergency cycle, the application of gender analysis in a participatory approach can assist in identifying the most **appropriate intervention measures**. All factors, linkages and causal relationships associated with the preparation of a relief intervention (design, targeting, implementation, monitoring and evaluation procedures) and its context (social, economic, cultural, geographical, agro-ecological, and political) should be taken into consideration in a logical manner.

In documentation and registration procedures, women should have the right to register in their own name. Distribution systems should be based on actual rather than idealized family structures - according to sound assessment methodologies.



### Common Practical Needs and Food Security Constraints

Issues	Priorities	Constraints
▶ Technology	Labour saving for smallholders (not hired labourers)	Lack of tools, suitability, maintenance, culture, social, and resource control
▶ Post Harvest	Less losses, time, food security, cost	Limited resources, targeting and division of labour
▶ Marketing	Feasibility and profitability	Credit, legality, regulation, distribution and administration
▶ Water	Food production, cooking, hygiene, user management	Consultation, distance, delivery design, energy, credit, and maintenance
▶ Energy	Nutrition, income generation	Food type, cooking time, fuel availability and collection time

### Common Strategic Needs and Food Security Constraints

Issues	Priorities	Constraints
▶ Land	Resources access	Displacement, population pressures, law, local custom, usufruct, commerce, ownership shifts, tenure shifts, labour roles
▶ Credit	Inputs purchase, food production, business	Requirements, time, institutions, facilities, procedures, collateral, distance, transport, literacy, fear, skills, education, costs, social, knowledge, crop types
▶ Extension	Information sharing	Lack of appropriate advice, staffing, cultural, language, education, resources access, targeting, mobility, and other responsibilities
▶ Literacy	Knowledge, participation	Literacy Gap

Impact/situation and needs assessments, together with vulnerability surveys, provide a basis for applying **gender-sensitive** livelihood analyses to population target groups. In general, the areas with major disaster and war impacts are where a greater number of vulnerable people live or where they have resettled (e.g. IDPs and refugees going back to their areas of origin). SEAGA tools can be used to: i) Evaluate the **impact of a disaster** on aspects such as agriculture production capacity, ii) Estimate the needs of the targeted population for relief, and eventually iii) Facilitate rapid resumption in production.



### Common Special Needs of Women and Men for Food Security

▶ Equal access/control of resources	▶ Participation and organization
▶ Gender sensitisation	▶ Functional literacy training
▶ Reproductive health	▶ Social capital-building, group formation and empowerment
▶ HIV/AIDS awareness	▶ Security
▶ Equal work remuneration	▶ Recognition
▶ Psychological counseling (for victims of rape, violence, legal rights)	▶ Appropriate and adequate ablution facilities

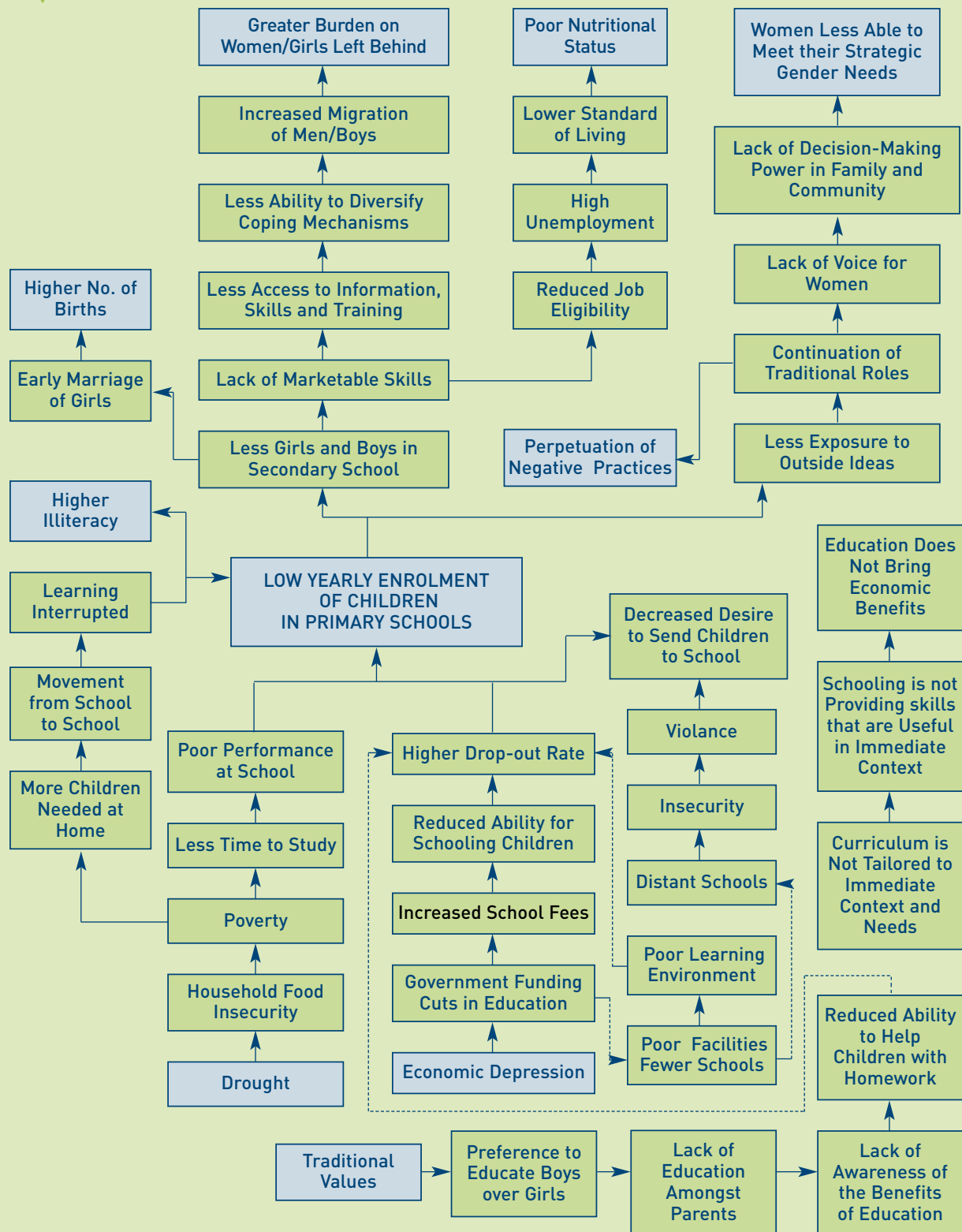
National NGOs with 'a commitment to gender equality' and women's associations in the intervention area can play a major role to target female-headed households **and raise awareness** on empowerment issues in the community. Specific efforts can be made to empower women by ensuring their **active role in decision-making** and implementation process, and identifying their main constraints and **possibilities for change**.

UN agencies (e.g. UNICEF and WFP) have launched a humanitarian appeal to help prevent children from dropping out of **school**, with an emphasis on girls in order to bridge the gender gap. WFP has reported an increase in the female schooling rate in several countries (e.g. Kenya, Morocco, Niger and Pakistan) following the introduction of a school-meal programme.

### Implications of Gender Roles in Food Distribution

Food distribution in refugee camps has in the past resulted in a significant drop in girls schooling rates (usually the oldest) outside each camp. Girls were selected by their families to collect fuel-wood to be used for the preparation of food inside refugee camps, receiving food in return. This had also some repercussions on the environment, such as deforestation.

Causes and Consequences of Low Yearly Enrolment of Children in Primary Schools, Triggered by Drought and Economic Depression



## SEAGA Programme

The Socio-economic and Gender Analysis Programme, of which this emergency module is a part, was initiated in 1993 to promote gender awareness when meeting development challenges. The programme was initially undertaken by FAO, ILO, the United Nations Development Fund (UNDP) and the World Bank - under FAO's coordination. The SEAGA package consists of key documents, including Macro, Intermediate and Field Handbooks, training materials and technical guides. All these documents illustrate in a very practical and user-friendly way the concepts, methods and tools for conducting socio-economic and gender analysis.

SEAGA materials are constantly updated to meet development challenges. Key documents are available in English, French, Spanish, Portuguese, and, for specific areas, also in Arabic, Italian, Russian and Chinese. Thematic/sectoral guides are being developed on irrigation, the project cycle, monitoring and evaluation, plant genetic resources management, micro-finance, animal production and health, household resource management, land tenure and agricultural engineering. There are also Information Communication Materials and a Training of Trainers Manual, available on CD-ROM, through a contact database managed by the FAO, Gender and Development Service, Gender and Population Division, Sustainable Development Department (SDWW): <http://www.fao.org/sd> or <http://www.fao.org/gender>.

## Objectives of the Guidelines

The main objective of these guidelines is for mainstreaming gender analysis throughout the emergency response sequence, to ensure that humanitarian assistance is more effective.

The specific objectives of the guidelines are to:

- Review basic principles and concepts of emergency response.
- Introduce basic gender-based planning tools applicable to emergency-situations.
- Identify how gender is a relevant factor in natural disasters and complex emergencies.
- Strengthen the planning role of key partners and stakeholders in the emergency context.

The key issues to be analyzed include: **risk** and **vulnerability**, **food security** and **livelihoods**, **needs assessments**, **beneficiary targeting**, **planning**, **partnerships**, **procurement**, **logistics**, **information** and **data**, as well as **monitoring and evaluation**.

## Structure of the Guidelines

The document is comprised of individual modules that each focus on engendering aspects of the emergency context and project cycle. Description of referenced SEAGA 'Participatory Appraisal and Planning' tools is also included. A 'Question Tank' comprised of a number of relevant checklists is included at the end of each substantive Module. The document draws on concrete lessons learned in field emergency-situations. Once completed and field tested, it is expected that these guidelines will be used both as an awareness tool and as training material for emergency operators to systematically integrate socio-economic and gender analysis into humanitarian assistance practices.



# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ To give an overview of the SEAGA Approach.

### KEY CONCEPTS

- ▼ Conceptual framework, Context analysis, Food security, Guiding principles, Livelihood analysis, Logical framework, Participatory methods, Performance indicators, Quantitative and qualitative data, Resources, Needs and constraints analysis, SEAGA approach, SEAGA levels, SEAGA matrix, Stakeholder analysis, Typologies of sampling and participation.

## FOUNDATION (SEAGA OVERVIEW)

### SEAGA Approach

The SEAGA Approach uses a combination of **quantitative** and **qualitative** methods for integrating **socio-economic** and **gender issues** into planning and delivery of rescue, resuscitation, relief, rehabilitation and development aid programmes.

Two ways of distinguishing between quantitative and qualitative data are by the source of information and the way in which the information is gathered, interpreted and used. Quantitative data are based on formal surveys, including national data sources. They are usually analyzed using formal statistical tests. Qualitative data are based on less formal methods of data collection, such as rapid appraisal techniques. Qualitative methods study process more effectively. Quantitative methods tend to focus on inputs and numerically definable outputs.

### Quantitative and Qualitative Data Definitions<sup>1</sup>

**Quantitative** data can be defined as measures of quantity, such as the number of women and men who own sewing machines in a village.

**Qualitative** data can be defined as people's judgements and perceptions about a subject, such as the confidence those women and men have in sewing machines as instruments of financial independence.

There is sometimes considerable overlap between quantitative and qualitative approaches, yet confusion in their presentation. "Quality of life" indicators, such as those that measure changes in a population's health, education or employment, are often confused with qualitative indicators, because both appear to refer to "quality". In fact, health, education or any other subject can be measured by using both qualitative and quantitative data gathering methods.

Quantitative and qualitative data should be used together to permit a more complete representation of the situation and for cross checking of data. **Participatory** qualitative methods (such as case studies and/or rapid appraisal techniques) can provide information to help identify important areas of study, or assess the validity of analyses from quantitative data for a specific community or region. They can also assist local people to systematically assess and communicate information themselves about their situation (their perceptions, needs, resources and constraints).

In general, if designing both qualitative and quantitative studies for the same purpose, they should be carried out sequentially to provide the opportunity to improve one study based on findings from the previous study. Qualitative and quantitative methods may provide seemingly contradictory information in some instances. This discrepancy itself is an important source of information and points to issues that need further exploration.

<sup>1</sup> Source: CIDA, (1996). "Guide to Gender Sensitive Indicators".

## Rapid and Participatory Rural Appraisal (RRA and PRA)

It is important to recognize the difference between RRA and PRA. The key difference is *who* leads the research. If the learning process is mostly *managed by outsiders*, such as development field workers, it is called RRA; if, on the other hand, it is a continuous research and action process managed by the *local community*, it is called PRA.

Rapid Rural **Appraisal** should be organised in the case of assessment surveys for emergency situations, when there is a time limitation factor and need to collect information quickly. Emergency field operators mostly manage this process. RRA facilitates making full use of **local knowledge** and **experience**, limiting the imposition of outsiders' preconceptions on local conditions. Local people are given the opportunity to describe how they do things, what they know and what they want.

### Typologies of Sampling

▶ Systematic	Every person/household/variety and so on, is given a number. Every fifth, tenth or other is chosen for the sample until the required size is obtained
▶ Random	Sample numbers are selected at random until the required sample size is obtained
▶ Stratified	Groups of a population are separated based on certain characteristics (e.g. land holding size, family status). Each group is treated as a separate case and samples are drawn for each group
▶ Cluster	Groups or clusters are sampled instead of on an individual basis (e.g. agro-ecology zones). Random samples are then drawn for each group
▶ Quota	A number of cases are required. Sampling proceeds until the quota is met

The focus is not on learning everything, but on understanding what is necessary for deciding on relief interventions. Both careful planning and flexibility are needed to ensure fruitful fieldwork. As RRA tools (techniques) depend on schematic pictures, maps and diagrams, they provide information immediately available for analysis.

The number of sites to include in the RRA depends on the size and complexity of the affected area and on the time and resources available. The more variation there is in an area by socio-economic factors, farming systems and environmental conditions for example, the more numerous the sites will have to be in order to have a full understanding of the situation.

## SEAGA Concepts

The SEAGA approach is based on three *guiding principles*, (i) **Gender Roles and relations** are of key importance, (ii) **Disadvantaged people are a priority**, (iii) **Participation** of local people is essential for development (progress).

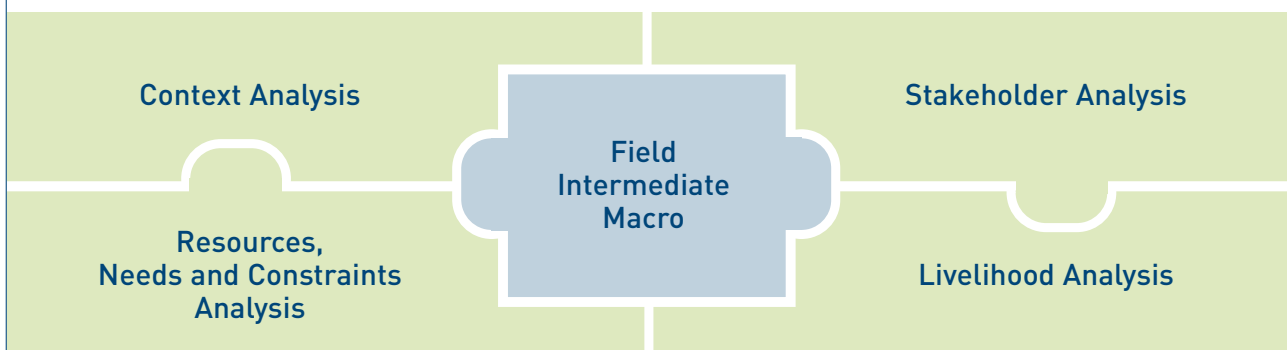
Participation is a rich concept with different typologies, meaning different things to different people in different settings. In the SEAGA Concept, **participation** is considered a process of communication among local people and intervention agents, during which local people take the leading role to analyse the current situation and to plan, implement and evaluate relevant activities.

### Typologies of Participation

▶ Passive	People are informed what is going to happen
▶ Sharing	Questions asked by outsiders are answered
▶ Consultative	People are consulted but have no part in decision-making
▶ Incentive	People provide resources such as labour in exchange for material incentives
▶ Functional	People participate in groups to meet predetermined objectives
▶ Interactive	Local people and outsiders participate in joint analysis, project design, implementation and monitoring and evaluation
▶ Mobilising	People take initiative independently from external institutions

SEAGA addresses socio-economic patterns at three levels (field, intermediate and macro levels), for different people.

A SEAGA Framework Profile matrix can be used to organise substantive topics. Information is gathered from answers collected from applying investigative tools (techniques) and “question tanks”, through various aspects of analysis, linked at the three **levels**, in order to effectively address the different *special, practical and strategic* needs of men and women.





## SEAGA Framework

A SEAGA Framework Profile can be drafted and filled, based on the answers found to question tanks (checklists) using the indicative categories (layers or angles) of information below.

### SEAGA Levels

*People* are the focus of the **Field Level**, particularly the socio-economic differences between women and men as **individuals**, and among **households**, and **communities** as a whole.



### Linkages

A lack of food security in a village may stem from environmental (e.g. drought) and economic problems (e.g. a lack of wage labour opportunities), institutional problems (e.g. inadequate extension training on food conservation methods) and social problems (e.g. discrimination against women).

Discrimination against women, for example, can result in women's lack of access to credit, in turn limiting their ability to purchase inputs. The end result is that overall productivity is lower than it could be under the circumstance. Where women have a major responsibility to produce food crops, these linkages are important food security considerations.

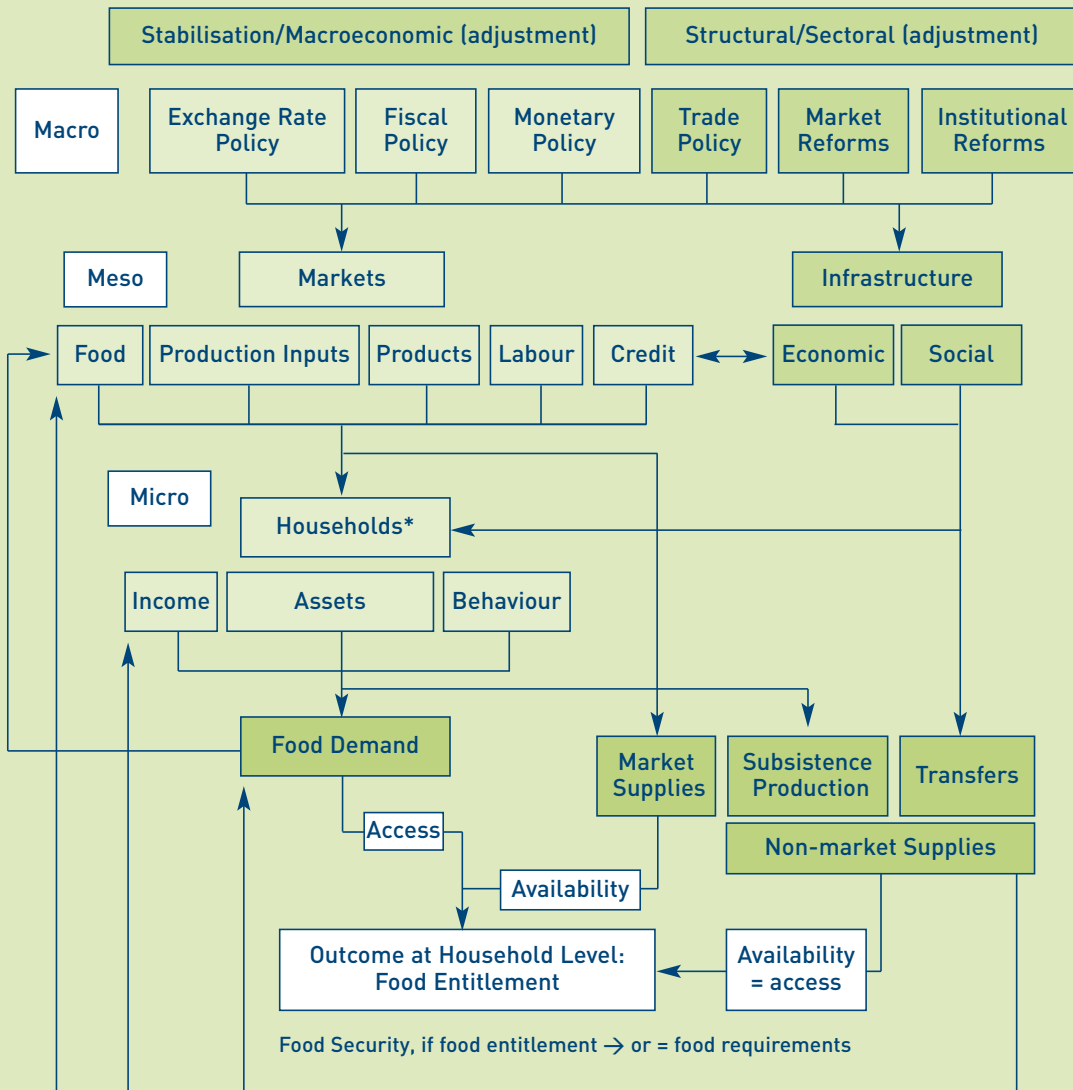
A lack of food security in a village, for example, may not result only from crop and animal production problems at the household or community level, but also from barriers to district-level markets, as well as national pricing policies and international terms of trade.

*Structures* are the focus of the **Intermediate Level**, such as institutions and services, that function to operationalise the links between macro and field levels, including communications and transportation systems, credit institutions, markets and extension, health and education services. Institutions are often responsible for interpreting national policies and for developing programmes that implement those policies. Institutions are also often in a position to develop processes that permit local people to get more involved in making decisions about the kind of change they would like to have happen in their communities. They facilitate linkages between households and individuals, communities, and policy makers who work at the macro level. Institutions also are responsible for the collection, documentation, analysis and interpretation of data in a country. The manner in which quantitative and qualitative data are structured and presented has a strong influence on the use of those data by policy makers at all levels. SEAGA includes both national level and community level institutions as part of the intermediate level analysis. The analysis of the institutional component provides information about regulatory mechanisms and the flow of services. There are many types of institutions in any society. Institutions are public, private, formal, non-formal, religious or secular.

The **Macro Level** focuses on *policies and plans*, both international and national, economic and social, including trade and finance policies and national development plans.

Framework of Linkages between Policies and Food Security<sup>2</sup>

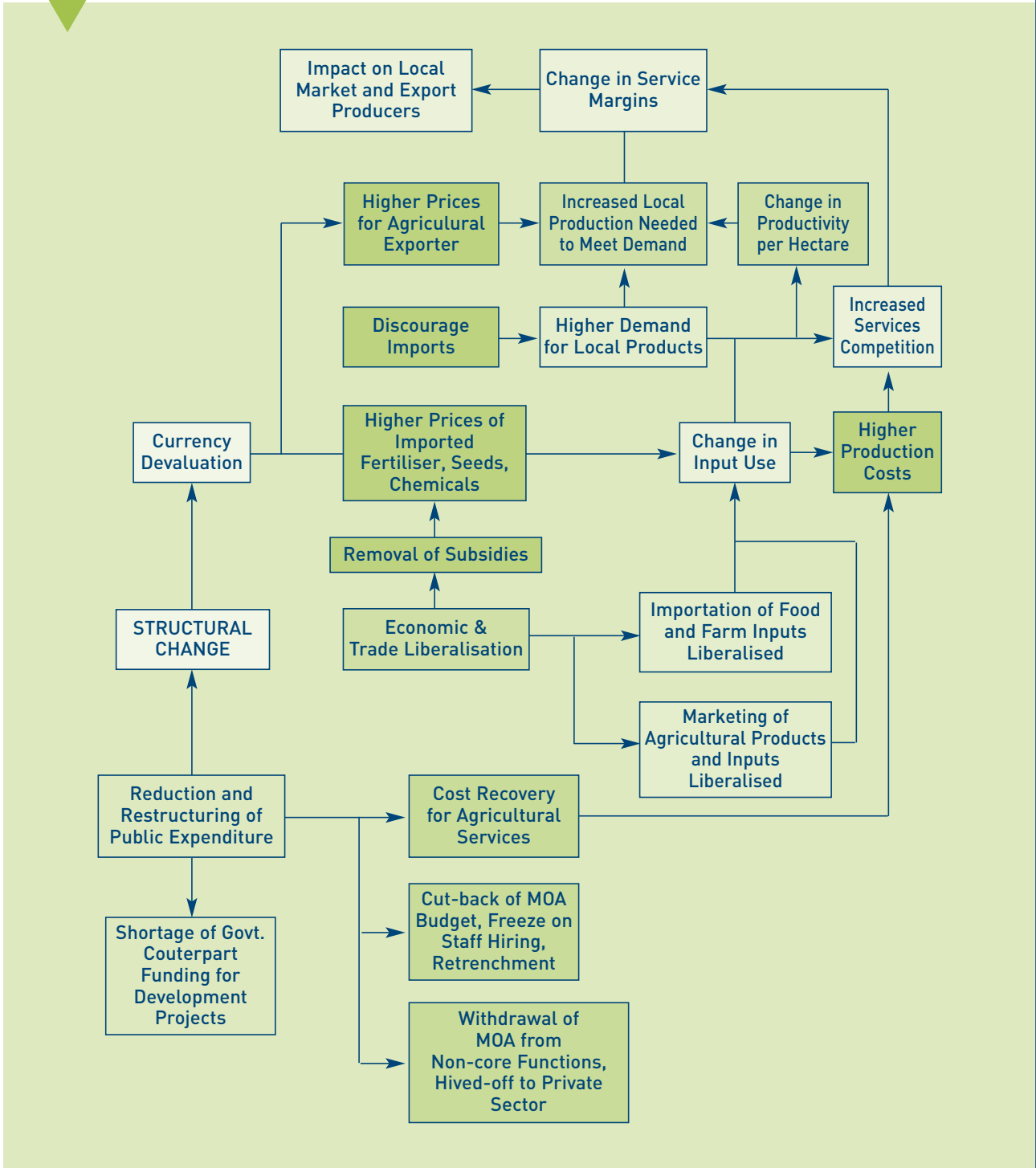
**Policy Spheres**



**\*Household Resource Endowment:**  
 - Land (Farm Size, Quality, Tenure).  
 - Household Composition (Labour Force)  
 - Human Capita 1 (Skills & Knowledge).  
 - Savings other & Assets  
 - On farm & Off-farm Capital (Livestock & Equipment).

<sup>2</sup> Source: Adapted from World Bank (1990).

Impact of Structural Changes on Agricultural Production and Farmers (Example Conceptual Framework)<sup>3</sup>

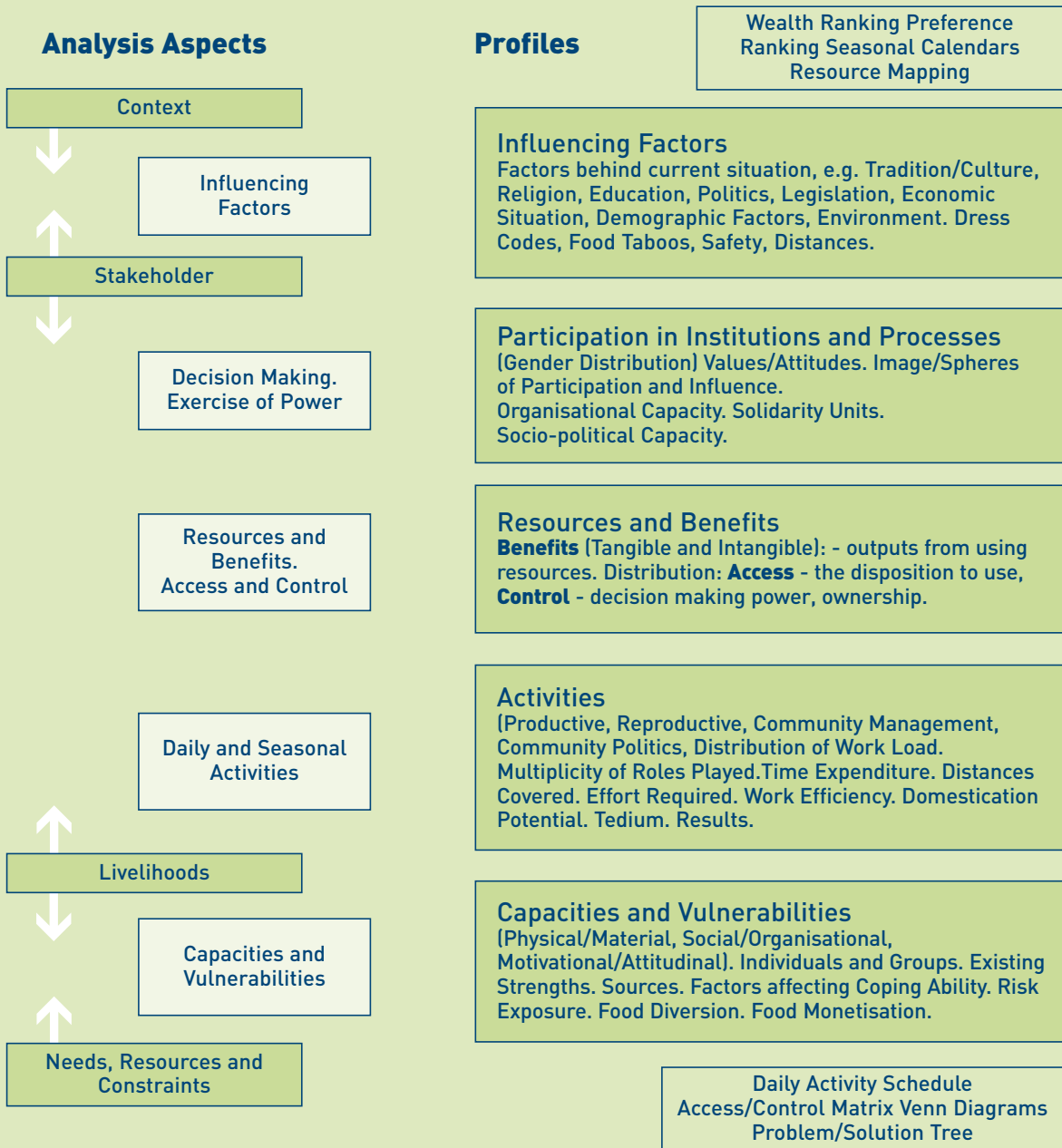


<sup>3</sup> Source: FAO, 1997. Implications of Economic Policy for Food Security. A Training Manual. FAO, 2001. SEAGA Macrolevel Handbook (Revision: Harrigan, J., & Evers, B.).

### Aspects of SEAGA Analysis

For any particular problem, a number of socio-economic patterns play a role. SEAGA materials address six socio-economic categories: socio-cultural, demographic, institutional, political, economic and environmental. In some cases institutional and political issues, as well as social and demographic issues are paired and treated as two categories instead of four.

### Gender Mainstreaming Analysis - Simple Situation Profile Outline



## SEAGA Substantive Process Outline

**Social Structure**

- ▶ Locations and Definitions
- ▶ Population, Birth Rates, Migration, Wealth, Sex, Ethnicity, Cast, Religion
- ▶ Gender Audit. Inequities, Socio-economic Groups, Social Coping Strategies

**Daily and Seasonal Calendars**

- ▶ Daily and Seasonal Activities, Income, and Food Availability
- ▶ Multiplicity and Division of Activities and Work Loads
- ▶ Variations and Biases (e.g. wage labour, child care)

**Benefits**

- ▶ Products and By-products
- ▶ Product Uses and Outputs from their Use
- ▶ Disposition to Use Products (Access). Ownership and Decision-making (Control)

**Farming Systems**

- ▶ Household Livelihoods Complexity
- ▶ On-farm and Off-farm Activities. Knowledge Bases and Who is Involved. Roles and Responsibilities
- ▶ Flow of Resources to and from the Household

**Income and Expenditure**

- ▶ Sources and Relative Divisions
- ▶ Basic Needs and Savings. Potentials. Changes in Crises
- ▶ Relative Importance to Groups and Household Members

**Institutions and Services**

- ▶ Management, Institutions, Groups, Services and Stakeholders
- ▶ Capacities, Participation, Communication Lines, Decision-making Roles and Relations, and Conditions
- ▶ Structures, Linkages, Risks, Benefits and Affects

**Problem Analysis**

- ▶ Problem Identification. Nature, Visibility, Personification, Political Significance, Related Trends, Predictions. Priorities and Ranking
- ▶ Resource Control and Division of Labour
- ▶ Practical, Strategic and Special Needs of Groups

**Strategic Planning**

- ▶ Principles. Desired Change. Policy Initiative. Vision. Goal. Objectives
- ▶ Situation, History and Assumptions. Beginning, Trigger, Seasonality, Frequency, Duration, Geography, People (%), Groups and Stakeholders
- ▶ Implementation Strategy

**Options Assessment**

- ▶ Analysis of Best Bets, Feasibility, Costs, Benefits, Implications
- ▶ Social Fault Lines. Resources and Constraints. Conflict and Partnership. Force Fields. Consensus
- ▶ Realistic and Concrete Action Plans for Priority Activities

**Causes, Effects and Solutions**

- ▶ Analysis of Agendas and Opportunities
- ▶ Causes of Problems, Resulting Effects, and Solutions
- ▶ Resource and Assistance Requirements

**Conflict Management**

- ▶ Identification of Conflict Dynamics. Interest Based Bargaining. Options
- ▶ Understanding Types, Existence, Circles and Perceptions of Conflict
- ▶ Resolution of Conflicts

**Project Formulation**

- ▶ Definition of Objectively Verifiable Indicators
- ▶ Partnership, Networking, Mandates, Relative Advantages, Feasibility, Responsibilities, Donors
- ▶ Logistical Framework

▶ SEAGA Substantive Process Outline

**Structural Policy**

- ▶ Infrastructure, Services, Institutions and Trade
- ▶ Availability, Credibility, Distance, Social Mobility Competition, Time, Rates, Norms, Literacy
- ▶ Contact, Quantity and Regularity of Supply Constraints

**Stabilisation Policy**

- ▶ Exchange Rate, Fiscal and Monetary Policy
- ▶ Resources, Freedom, Information, Capacities, Experiences, Effects
- ▶ Social, Political and Economic Trade-offs and Impacts (Private and Social Prices)

**Food Security Policy**

- ▶ Integration of Economic and Welfare Policy Goals
- ▶ Understanding the Constraints and Needs of Vulnerable Groups
- ▶ Policy Alternatives and Choices that Support Vulnerable Groups' Livelihoods and Services

**Data Selection Policy**

- ▶ Definitions, Indicators, Types, Levels, Sectors, Methods, Sampling and Resources, Monitoring, Evaluation of Results
- ▶ Sex-disaggregated Data. Intra-household Data. Access and Control
- ▶ Macro Level Statistics

**Data Management Policy**

- ▶ Capacity to Store, Retrieve, Relate, Integrate and Present Data Types: Spatial, Numeric, Textual
- ▶ Maps, Population, Landforms and Land Use Activities
- ▶ Information Analysis

**Participation Policy**

- ▶ Focus and Nominal Groups, Networks, Activities, Media, Displays
- ▶ Participation, Responsibilities. Timetable and Schedules, Locations, Linkages
- ▶ Consultation and Promotion

The **Context Analysis** tools address economic, environmental, social and institution patterns that pose support or constraints to development (progress).

### SEAGA Framework Profile - Context Analysis

CONTEXT

Field	Intermediate	Macro
<ul style="list-style-type: none"> <li>▶ Geographic situation</li> <li>▶ Physical organisation of the disaster area</li> <li>▶ Village social maps (population trends, number and location of households by type)</li> <li>▶ Land use trends</li> <li>▶ Wealth rankings</li> <li>▶ Poverty and food security status indicators</li> <li>▶ Welfare factors, population trends and type of victims</li> <li>▶ Jobs, wages and cost of living</li> <li>▶ Crop production history, area planted, amount harvested, food self-sufficiency, food security, exchange terms</li> </ul>	<ul style="list-style-type: none"> <li>▶ Major cultural beliefs and languages spoken among the population</li> <li>▶ Linkages capacities (macro-meso-micro). Regional and district services. NGOs and networking structures</li> <li>▶ Degrees of decentralization</li> <li>▶ Organizational structures (services, communities, committees, and representatives)</li> <li>▶ Gender policies in institutions and organisations</li> <li>▶ Lines of decision-making</li> <li>▶ Information dissemination and communication channels</li> </ul>	<ul style="list-style-type: none"> <li>▶ Levels of religious involvement by the State</li> <li>▶ Existing welfare policies and stages of processes (health, education, housing, civil legislation)</li> <li>▶ Existing laws and new rules.</li> <li>▶ Labour demand</li> <li>▶ Currency stability and terms of trade</li> <li>▶ International assistance (e.g. lending policies)</li> <li>▶ Conference outcomes</li> </ul>



The **Livelihoods Analysis** tools address the flow of activities and resources through which different people make their living.

### SEAGA Framework Profile - Livelihoods Analysis

#### LIVELIHOODS

Field	Intermediate	Macro
<ul style="list-style-type: none"> <li>▶ Food habits</li> <li>▶ Social resources</li> <li>▶ Natural resources (land forms and uses, locations and sizes, activities)</li> <li>▶ Farming systems (on farm and off farm activities)</li> <li>▶ Activities linkages and mobility</li> <li>▶ Livelihood strategies (seasonal and daily calendars)</li> <li>▶ Crisis coping strategies</li> <li>▶ Household composition</li> <li>▶ Resource access and control</li> <li>▶ Activities and labour intensity</li> <li>▶ Expenditure and income sources</li> <li>▶ Benefits and consumption</li> </ul>	<ul style="list-style-type: none"> <li>▶ Infrastructure (communication and transport channels)</li> <li>▶ Markets</li> <li>▶ Services</li> <li>▶ Support systems</li> <li>▶ Bargaining power</li> <li>▶ Contacts and networks</li> <li>▶ Labour returns - activity analysis</li> <li>▶ Wage rates for men and women</li> <li>▶ Price analysis</li> </ul>	<ul style="list-style-type: none"> <li>▶ Intra-household gender audit, and data for gender sensitive macro-level planning</li> <li>▶ Natural resource management</li> <li>▶ Gender base roles, rights and obligations</li> <li>▶ Work opportunities, trade and local markets</li> <li>▶ Traditional and formal law</li> <li>▶ Exchange and interest rates (monetary and fiscal policies)</li> <li>▶ Incentives</li> <li>▶ Disaggregation of markets</li> </ul>



The **Stakeholders Analysis** tools address planning intervention activities based on men's and women's priorities.

### SEAGA Framework Profile - Stakeholders Analysis

**STAKEHOLDERS**

Field	Intermediate	Macro
<ul style="list-style-type: none"> <li>▶ Local groups and institutions</li> <li>▶ Key informants and experts</li> <li>▶ Institutional profiles (goals, achievements and needs)</li> <li>▶ Linkages with outside organisations and agencies</li> <li>▶ Priority problems of men, women, socio-economic groups</li> <li>▶ Causes and effects of priority problems</li> <li>▶ Livelihood intervention opportunities and action priorities</li> <li>▶ Opportunities for improved participation and resolution of conflicts</li> <li>▶ Stakeholders (Venn Diagram)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Product markets</li> <li>▶ Markets (raw materials, credit, labour, land)</li> <li>▶ Facilitating stakeholders</li> <li>▶ Constraining stakeholders</li> <li>▶ Opportunities for improving data collection and compilation sources, methods and mechanisms</li> <li>▶ Opportunities for network building</li> <li>▶ Opportunities for integration of a gender theme in programming and management</li> <li>▶ Options for new lines of decision making</li> <li>▶ Communication alternatives</li> </ul>	<ul style="list-style-type: none"> <li>▶ Stabilisation policy reform and structural adjustment processes</li> <li>▶ International partners</li> <li>▶ Government representatives</li> <li>▶ Political parties</li> <li>▶ Nominal groups and committees</li> <li>▶ Distribution of funds for policy implementation</li> <li>▶ Control of costs and benefits by institutional structures</li> <li>▶ Political and economic gains or losses, and implications</li> </ul>



The **Needs and Constraints Analysis** are for managers involved in planning and delivering policy based programmes and projects.

### SEAGA Framework Profile - Needs and Constraints Analysis

#### NEEDS & CONSTRAINTS

Field	Intermediate	Macro
<ul style="list-style-type: none"> <li>▶ Resources missing</li> <li>▶ Group needs</li> <li>▶ Problem analysis</li> <li>▶ Priority analysis</li> <li>▶ Conflicts and partnerships analysis</li> <li>▶ Preliminary community action plan</li> </ul>	<ul style="list-style-type: none"> <li>▶ Information management systems</li> <li>▶ Resource needed</li> <li>▶ Constraints and options analysis</li> <li>▶ Problems, conflicts and partnerships management</li> <li>▶ Force analysis</li> <li>▶ Best bets action plans (problems, causes, coping strategies, opportunities, priorities, solutions, what, who, costs, timing)</li> <li>▶ Strategic planning</li> </ul>	<ul style="list-style-type: none"> <li>▶ Food security constraints analysis</li> <li>▶ Market welfare analysis</li> <li>▶ Linkages modeling</li> <li>▶ Stakeholder and development planning</li> <li>▶ Implementation design (actors, pros, cons and resources)</li> <li>▶ Project cost benefit analysis (feasibility)</li> </ul>

## SEAGA Matrix - Context Analysis Tools

In any particular community, there are a number of socio-economic patterns that influence how people make a living and their options for development. Looking at the *Context* helps us to understand these patterns.

Key questions include:

- ▶ What are the important agro-environmental, economic, institutional and social patterns in the village?
- ▶ What are the links between the field-level patterns and those at the intermediate- and macro-levels?
- ▶ What is getting better? What is getting worse?
- ▶ What are the supports for intervention? The constraints?

**Trend lines:** for learning about the *Impact of Disasters* (without and with project) and the *Vulnerability* of people in affected areas.

- ◇ Environmental (*Deforestation, Water Supply*).
- ◇ Economic (*Jobs, Wages, Costs of Living*).
- ◇ Population (*Birth Rates, Out-migration, In-migration*).
- ◇ Other Issues Important to the Community {*Crop Production*: good, bad and normal years over the past 5-10 years. *Area Planted* - year 1, year 2, year 3, year 4, year 5. *Crop Harvested* bags (UNITS): year 1, etc. *Food Self-Sufficiency* (months): year 1, etc. *Households Food Insecure (%)*: year 1, etc. *Prices* of main staple per bag (UNITS): year 1, etc. *Terms of Exchange*: e.g. exchange of 1 adult male sheep would bring how many kg of grain over year 1, year 2, etc.}.

**Village Resources Map:** for learning about the environmental, economic and social resources in the community.

**Transects:** for learning about the community's natural resource base, land forms, and land use, location and size of farms or homesteads, and location and availability of infrastructure and services, and economic activities.

**Village Social Map:** for learning about the community's population, local poverty indicators, and number and location of households by type (ethnicity, caste, female-headed, wealthy, poor, etc.)

**Venn Diagrams:** for learning about local groups and institutions, and their linkages with outside organisations and agencies.



## SEAGA Matrix - Livelihoods Analysis Tools

Livelihood Analysis focuses on how individuals, households and groups of households make their living and their access to resources to do so. It reveals the activities people undertake to meet basic needs and to generate income. Gender and socio-economic group differences are shown with respect to labour and decision-making patterns. Key questions include:

- ▶ How do people make their living? How do the livelihood systems of women and men compare? Of different socio-economic groups?
- ▶ Are there households or individuals unable to meet their basic needs?
- ▶ How diversified are people's livelihood activities? Do certain groups have livelihoods vulnerable to problems revealed in the Development Context?
- ▶ What are the patterns for use and control of key resources? By gender? By socio-economic group?
- ▶ What are the most important sources of income? Expenditures?

**Resources Mapping - Farming Systems Diagram:** for learning about household members' on-farm, off-farm and non-farm activities and resources.

**Benefits Analysis Flow Chart:** for learning about benefits use and distribution by gender.

**Daily Activity Clocks:** for learning about the division of labour and labour intensity by gender and socio-economic group.

**Seasonal Calendars:** for learning about the seasonality of women's and men's labour, and seasonality of food and water availability and income and expenditure patterns, and other seasonal issues of importance to the community.

**Resources Access and Control Matrix** for learning about use and control of resources by gender and socio-economic group, often applied using proportional piling and picture cards.

**Income and Expenditures Matrices:** for learning about sources of income, sources of expenditures and the crisis coping strategies of different socio-economic groups.

**Wealth Ranking:** for determining the proportion of the population that is vulnerable. Proportional piling techniques can be used to determine proportions, e.g. of people that are poor.



## SEAGA Matrix - Stakeholders Analysis Tools

Stakeholders are all the different people and institutions, both insider and outsider, who stand to gain or lose, given a particular activity. With this toolkit the focus is on learning about people's priority problems and the development opportunities for addressing them. For each activity proposed, different stakeholders are identified, revealing where there is conflict or partnership. Key questions include:

- ▶ What development activities do different people propose?
- ▶ For each proposed development activity, who are the stakeholders? How big is their stake?
- ▶ Is there conflict between stakeholders? Partnership?
- ▶ Which organizations work most closely with community members?
- ▶ What are their ties to other levels of systems, such as government and/or private institutions?
- ▶ How does the community infrastructure support opportunities for economic development in a community?
- ▶ How do institutional structures and mechanisms control the costs and benefits of development?
- ▶ Are there gender-linked differences in the distribution of these costs and benefits?
- ▶ Are there gender-specific aspects to the importance of infrastructure to community members?

**Venn Diagrams:** for learning about local groups and institutions, and their linkages with outside organisations and agencies.

**Institutional Profiles:** for learning about the goals, achievements and needs of local groups and institutions.





## SEAGA Matrix - Resources, Needs and Constraints Analysis Tools

Bottlenecks to implementing change can occur when institutional regulations and functions do not adapt to policy and legal changes. In addition, all groups in a society may not have equal access to these institutions. In many instances, institutions explicitly or implicitly control the distribution of costs and benefits of development through regulatory and service-delivery mechanisms. Key questions include:

- ▶ What are the priority problems in the community? For women? Men? For different socio-economic groups?
- ▶ What are the immediate needs for institutional capacity building to facilitate a participatory approach to development?
- ▶ Given resource constraints and stakeholder conflicts, which proposed development activities can realistically be implemented?
- ▶ Which development activities most support the SEAGA goal of establishing an environment in which both women and men can prosper?
- ▶ Which development activities most support the SEAGA principle of giving priority to the disadvantaged?

**Problem Analysis** for bringing together different groups in the community, to explore *local coping strategies and to identify opportunities to address the problems* by identifying issues related to the situation, to existing attitudes and to individual group behaviours. Preferences can be recorded in the form of flow charts and ranking matrices.

**Force Field Analysis:** for planning specific actions for achieving change by focusing on forces that facilitate or constrain change.

**Conflict Identification and Resolution:** for understanding and addressing the potential and actual types of conflicts at each planning phase.

**Resource and Constraints Analysis:** for understanding how individuals and groups allocate and use resources to manage risks, minimise constraints and maximise opportunities.

**Policy Analysis:** for analysing policies by defining issues, examining policy alternatives, making choices, and then implementing, monitoring and evaluating each.

**Strategic Planning:** for providing a common direction framework or umbrella under which programmes can be developed, implemented, monitored and evaluated.

## Logical Framework

Incorporating gender analysis into programme and project management processes for Emergency Relief Operations requires addressing strategic questions posed at each intervention 'Objective Level' (goals, purpose, outputs and activities). The questions asked should investigate the socially constructed differences between men and women, and among themselves. These differences determine the extent to which men and women vary in their access to and control over resources and encounter different constraints and opportunities in society (whether at the level of the household, community or state).

A Logical Framework (*Logframe*) is an analytical instrument that links macro and intermediate levels with micro-functions of a programme and project. It provides for organizing thinking, relating activities and investment to expected results, setting performance levels, allocating responsibilities, and communicating concisely. The logframe helps to structure policy and management practices (implementation - strategy, design and delivery) while at the same time provides information, guidance, and decisions or complementary inputs to achieve consensus.

Engendering the logical framework is particularly about identifying and accounting for the gender issues implicit in the planning, monitoring and evaluation of projects, *i.e.* ensuring it is conscious of social equity issues such as gender relations.

The preparation of an **engendered logframe** matrix involves the participation of project planners, stakeholders and beneficiaries in analyzing gender relations and addressing the strategic questions posed at each 'Objective Level'. Stakeholder agreements on these are critical. This analysis should take place not only once during start-up, but also throughout the course of monitoring and evaluation.

A generic project logframe consists of a matrix with four levels (goals, purpose, outputs and activities) each with a set of four attributes (narrative summary, objectively verified indicators, means of verification, and assumptions).

Different terms are used for each 'Objective Level' to specify the accomplishments, achievements and targets to be achieved by the intervention. Objectives separate cause from effect (e.g. project strategy - intended effect; means - ends; cause - effect; intervention - achievement; independent variables - dependent variables).

In planning an intervention, a logframe typically begins to take form by working "**top-down**" through the matrix. First the ultimate goal is defined, followed by the purpose of the project, then the outputs needed to achieve the goal, and finally, the activities and inputs needed to achieve the outputs. To reduce the risk of being unfocused, only one goal and purpose should be stated for each intervention. Normally, however, there are multiple activities and outputs in a project, which should be reflected in the logframe.



## Logical Framework Structure

### Goals

- ▶ Goals are the most general level of objective. A project should contribute to a goal, but is not responsible for all efforts toward attaining a goal. This is the sectoral or national aim and the reason for which the project is undertaken. The project should contribute toward reaching this aim, but is not solely responsible for it. What are the long-term objectives associated problems and possible solutions?

### Purpose

- ▶ The *Purpose* is the clear statement of what is expected to be achieved as a direct result of the intervention. Achieving the purpose depends on the project success, but may also depend on some factors not completely within project management control. What are the immediate objectives, expected immediate effects, benefits, to who, expected improvements or changes?

### Outputs

- ▶ *Outputs* are the specific contributions of the intervention, resulting from the management of the project objectives and activities. Which outputs (kind, quantity, purpose, by whom, by when, where) should be produced in relation to the immediate objectives?

### Activities

- ▶ *Activities* are substantive tasks carried out by intervention staff using the range of resources necessary to perform project activities -human, material, financial, etc. Which materials, equipment, services, commodities, resources should be provided, quantity, purpose, by whom, when, where, at what cost?

SUMMARY	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
What do we want/need to achieve?	How can we tell if we have achieved it?	Where can we get information to confirm this?	What else must happen if it is to succeed?



It is important to understand how the underlying logic of a logical framework is tested. This is done by reading the logframe from “bottom-up”. For example, the linkages between the components of the matrix would read as follows: if activities are implemented, and the associated relevant assumptions are valid, the project would achieve the outputs. If the outputs are achieved and the related assumptions remain valid, the project will achieve its purpose. If the purpose is achieved and the related assumptions hold, then the overall goal is achieved.

Assumptions about stakeholders at all levels should be discussed. Analysis of institutional issues (capability, resources, constraints and structural mechanisms) should be considered before proceeding with the design phase. In some instances, integration of gender and other socio-economic issues into design may require planned interventions at the institutional level such as training or modification of institutional mechanisms.

The establishment of *indicators* and *means of verification* are intrinsic to the functionality of a logframe. They show what and how to measure the achievement of the summary in each level. Indicators are units against which to measure success - covering statements of purpose, activities, inputs and outputs. Qualitative indicators are classified as objective indicators, or “objectively verifiable indicators”.



## Performance Indicators

An indicator is an item of information, which conveys a change or result expected at each level of the operation hierarchy in order to demonstrate progress. An indicator can be either direct or indirect (proxy) but should be such that reasonable independent observers would agree that progress has or has not been made as planned. A good indicator should have four attributes:

- ▶ Plausible - possible to measure
- ▶ Independent - measure changes at one level
- ▶ Targeted - specifically defined i.e. measures of whether, what, purpose, when, where and how. (How much? — Quantity; How well? — Quality; By when? — Time; Who - Target group; Where? - Location)
- ▶ Objectively verifiable - Quality standards should be included when appropriate

## Question Tank - Engendered Logical Framework

### Goal Checklist

<b>Narrative summary</b>	<b>Objectively verified indicators</b>	<b>Means of verification</b>	<b>Important assumptions</b>
<ul style="list-style-type: none"> <li>▶ Do gender relations affect the project goal?</li> </ul>	<ul style="list-style-type: none"> <li>▶ What measures can verify achievement of the gender-sensitive goal?</li> </ul>	<ul style="list-style-type: none"> <li>▶ Are data for verifying the goal sex-disaggregated and analysed in terms of gender?</li> <li>▶ What gender analysis tools will be used (e.g., in impact assessment)?</li> </ul>	<ul style="list-style-type: none"> <li>▶ What are the important external factors necessary for sustaining the gender sensitive goal?</li> </ul>

### Purpose Objectives Checklist

<b>Narrative summary</b>	<b>Objectively verified indicators</b>	<b>Means of verification</b>	<b>Important assumptions</b>
<ul style="list-style-type: none"> <li>▶ Does the project have gender responsive objective(s)?</li> </ul>	<ul style="list-style-type: none"> <li>▶ What measures can verify achievement of the gender responsive objective(s)?</li> </ul>	<ul style="list-style-type: none"> <li>▶ Is 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)?</li> </ul>	<ul style="list-style-type: none"> <li>▶ What are the important external factors necessary for sustaining the gender-responsive objective(s)?</li> </ul>



### Outputs Checklist

**Narrative summary**

- ▶ Is the distribution of benefits taking gender roles and relations into account?

**Objectively verified indicators**

- ▶ What measures can verify project benefits accrue to women and men, and different types of women engaged in or affected by the project?

**Means of verification**

- ▶ Is data for verifying project outputs sex-disaggregated and analysed in terms of gender? What gender analysis tools will be used (e.g., participatory field evaluations)?

**Important assumptions**

- ▶ What are the important external factors necessary for achieving project benefits (specifically for women)?



### Activities Checklist

**Narrative summary**

- ▶ Are gender issues clarified in the implementation of the project, e.g. workplan?

**Objectively verified indicators**

- ▶ Which goods and services are provided by the beneficiaries to the project?
- ▶ Are contributions from women and men accounted for?
- ▶ Are external inputs accounting for women's access to and control over these inputs?

**Means of verification**

- ▶ Is data for verifying project activities sex-disaggregated and analyzed in terms of gender?
- ▶ What gender analysis tools will be used (e.g. monitoring the activities)?

**Important assumptions**

- ▶ What are the important external factors necessary for achieving the activities and especially ensuring the continued involvement of men and women participants in the project?





### Quantative Indicators of Participation

- ▶ What is the extent of the inputs of women/men at different levels into project identification and planning?
- ▶ How many project identification and planning meetings were held with local stakeholders?
- ▶ What was the attendance by local stakeholders at project identification and planning meetings, by sex, age, ethnicity and socio-economic background?
- ▶ What were the levels of contribution/participation by local stakeholders at project identification and planning meetings?
- ▶ What were the levels of participation by local stakeholders in data collection efforts?
- ▶ With what frequency did women and men attend?
- ▶ How many women and men were placed in key decision-making positions?



### Qualitative Indicators of Participation

- ▶ What were the stakeholder and end-user perceptions of their level of participation (measured through participatory ranking techniques on a scale of 1 to 5)?
- ▶ What was the degree of mutual support among the group and between men and women?
- ▶ How able was the group to moderate conflict resolution and to prevent conflict?

## Question Tank - Programme and Project Review<sup>4</sup>

### General Checklist

#### General

- ▶ Is information on affected populations/beneficiaries disaggregated by sex and age?
- ▶ If 'gender' is a designated theme, is there a clear indication of what strategies will be used or what results relating to gender inequalities or differences are expected?
- ▶ Has there been any coordination of agencies on gender issues?
- ▶ Has there been any training of staff or efforts to build capacity in this area?
- ▶ Have any lessons been documented from previous years relating to specific gender issues and strategies?
- ▶ Do the gender elements in funding proposals only consist of specific, targeted initiatives or has a gender perspective also been used throughout major initiatives?

### Gender Equality Checklist

#### Gender Equality

- ▶ Have both women and men been consulted on priorities, needs and capabilities?
- ▶ Has there been attention to the systematic reporting of and appropriate responses to gender-violence and sexual exploitation?
- ▶ What specific steps have been taken to overcome the barriers that prevent women from playing a key role in decision-making?
- ▶ Has there been specific support to women's organizations and to the involvement of women's in peace negotiations and reconstruction?
- ▶ Where there is work with national institutions (such as the Ministry of Agriculture), is there a component to strengthen the capacities of these institutions to work on gender issues?

<sup>4</sup> Source: Donor Retreat on Consolidated Appeals Process and Co-ordination in Humanitarian Assistance, Montreux Switzerland by CIDA/MHA Division (March 2001).



### Vulnerable Groups Checklist

#### Vulnerable Groups

- ▶ Is there recognition that all vulnerable groups are usually made of men, women, boys and girls and that their vulnerabilities may be influenced by gender?
- ▶ Are women listed as a vulnerable group without attention to how their vulnerabilities are also influenced by whether or not they are displaced, head a household, under the age of 15, etc.



### Food and Agriculture Checklist

#### Food and Agriculture

- ▶ Have men and women been consulted in the design and distribution of food aid?
- ▶ Has there been a recognition of the roles of women in caring for families and dependents?
- ▶ Have women's roles in agriculture been identified and supported?



### Health Checklist

#### Health

- ▶ Is there recognition of women's and men's roles and needs relating to reproductive health care?
- ▶ Are the resources allocated to meet agency guidelines on reproductive health (for example, as outlined in the inter-agency field manual)? Have staff received training in the use of the manual?
- ▶ Are the health priorities of women who are not mothers taken into consideration?
- ▶ Has there been attention to the psychosocial well-being of women and men?
- ▶ Do HIV/AIDS programmes recognize and respond to women's and men's needs and situations?



## Water and Sanitation Checklist

### Water and Sanitation

- ▶ Are water and sanitation programmes based on an understanding of the roles, responsibilities and needs of women and girls in ensuring domestic water supplies?
- ▶ Women often hold the primary responsibility for water collection and use – have they been involved in setting priorities and making decisions about water supply programmes.
- ▶ One prerequisite for successful sanitation programmes in 'ordinary circumstances is women's involvement'. Has this 'lesson learned' been applied?



## Education Checklist

### Education

- ▶ Do education programmes reach girls as well as boys?
- ▶ Has attention been paid to the different obstacles faced by girls and boys in attending schools?
- ▶ Are both women and men mobilized as teachers?
- ▶ Do adult education/vocational training programmes target both women and men?



## Economic Recovery and Reconstruction Checklist

### Economic Recovery and Reconstruction

- ▶ Do mainstream economic reconstruction programmes provide opportunities for women as well as men? Are there strategies to minimize obstacles to their participation?
- ▶ Are there opportunities for women to learn skills in non-traditional fields?



## Child Protection Checklist

### Children

- ▶ Is there recognition of the different needs and resources of girls and boys?





# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ To give an overview of the gender-differentiated policy issues to be taken into consideration at the beginning of and during an emergency operation.

### KEY CONCEPTS

- ▼ Characteristics and levels of vulnerability, Food security policy, Gender profile, Household coping strategies, Nutritional crises, Process and outcome indicators, Role of food aid, Socio-demographic service mapping.

## FOOD SECURITY POLICY

### Introduction

Food security is generally defined as a state of affairs where 'all persons at all times have access to sufficient safe and nutritious food to maintain a healthy and active life'. This simple statement involves many issues from food production, distribution and marketing, preparation, processing and storage, to population and health, education, employment and income.

Food security is a multi-sectoral issue reaching far beyond agriculture and food production alone. Food security policy needs to include provision of food to urban non-food producers as well as rural landed and landless people. The need for a continuous supply of food needs to be addressed, including during transitory situations such as famine, crop failures and political and economic instability.

Food security is different to food self-sufficiency, which refers to sufficient domestic production to meet the needs of the population. Food security includes both domestic production of food together with the capacity to import in order to meet the needs of the population. Household food security refers both to the availability and to stability of food, together with the purchasing power of the household.

Food security is an issue for individuals within households, for households as a whole, for nations and for the international community. The problem of food insecurity is apparent even in countries where food is abundant, indicating that the problem is not just one of food availability.

At household level, it is possible for individual members of a household to be malnourished while others have sufficient food. At the national level, there can be sufficient food supplies available to the nation as a whole but food insecure households or areas of the country due to production shortages or low-income levels. Internationally, food production levels are more than sufficient to feed all people. At present, a lack of purchasing power remains a fundamental problem.

Improving food security therefore means either ensuring people have the means to produce sufficient food of sufficient quality for their own consumption - or the opportunity to earn enough regular income to purchase it from accessible markets. Whether in terms of labour input, decision-making, or control of production resources, there is a need to emphasize the inclusion of gender issues in food security in the real sense of availability and accessibility.

Gender is relevant to the majority of these issues since women are generally affected differently to men due to their differing access to finances and resources. In all cases, the question needs to be asked 'Who are the targets of policy initiatives? Who is involved in the different aspects of food security? What could be done to improve the situation? Is the concerned group, women, men, youth, children, minority groups, the disabled or a combination of several groups which should be addressed separately as sub-groups (rich/poor, married, single etc.).

Many failures in 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. It is important that the specific target groups for all policies and programmes are identified and policies and programmes designed to reach them.

Gender sensitive policies are vital to good development practice. Goals and objectives cannot be achieved without a clear understanding of the target group. Knowing who does what work and carries out what roles in providing for household food security is essential in policy planning.

The roles, divisions of labour and expectations accorded to women, vary with societies, level of economic development and over time. What is accepted for poor women may not be the same for wealthier women and what is common practice in towns may be different to the rural areas.

If women in general are responsible for a particular aspect of food policy they need to be specifically targeted, rather than assuming that they will be reached. However, treating all women as the same can be as inappropriate as treating all men as the same. It is important to recognize that women are not a homogeneous group. A specific group or groups of women may need to be targets of policies and programmes. These could comprise the young, old, rich, poor, married, single, members of particular social or ethnic groups, minorities and disadvantaged groups, the powerful and the relatively powerless.

Emergency-situations differ from **chronic food insecurity** problems and therefore need to be addressed differently. In these circumstances, such as those related to crop failure, famine, drought, economic or political problems - food policy needs to be designed to restore the normal situation as rapidly as possible.

### Chronic and Transitory Food Insecurity

#### Chronic

- ▶ A household usually runs a high risk of inability to meet the food needs of its members

#### Transitory

- ▶ A household faces temporary decline in the security of its entitlements, and the risk of failure to meet food needs is of short duration

## The Role of Food Aid

A coherent strategy with a programme of actions providing for immediate relief and protection of the crisis' victims priority needs is required. This should address the root causes of the crisis, decrease vulnerability, restore stability and link relief with sustainable development. The programmes engaged should be structured to mitigate the consequences of crises and prevent their re-occurrence.

Cross sector issues surrounding relief mechanisms to be employed need to be assessed against past lessons learned in the implementation of projects. Decisions should be made on the timing and how best to utilize available resources - for saving lives in the immediate term while providing for livelihoods through an 'aid dependency escape plan'.

### Roles of Food Aid<sup>1</sup>

#### The “Must” Function

- ▶ When a disaster causes the loss of important food stocks and livelihoods, and where people are forced to live in camps, food aid may be essential for the survival and maintenance of their health. It has a **MUST** function, at least during the initial period of an emergency.

#### The “Can” Function

- ▶ When complementary to other forms of assistance, mostly financial and technical support, or the only source of assistance available, food aid **CAN** be an appropriate form of assistance - where it has no serious disadvantages to existing programmes.

The effects of food aid, subsidies, and rehabilitation programmes on women, as the principle providers of food for the household, need to be considered, as opposed to looking at households as units. In such difficult circumstances, there may be no man associated with the household and even where there is, it may still be considered the women’s responsibility to provide for food by whatever means possible.

### Lives and Livelihood Additive and Interactive Cross-cutting Issues

Issues	Protection	Lives	Livelihoods
▶ Lack of cash to meet non-food needs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Increased poverty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Increased workload	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Harrassment, families disruption	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Local market impact	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Local food procurement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Cash and food for work opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Targeting mode	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
▶ Health and malnourishment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<sup>1</sup> Source: WFP Needs Assessment Guidelines, October 1999.

An emergency food aid need is not easily measurable. Food supply deficits, and national and individual coping-capacities have to be considered. Good knowledge is required of food security related socio-economic issues and an understanding of how people make their choices and how they interact. Although in many cases food aid is not the only way to address problems of food insecurity it usually has advantages with respect to improving the diet, allowing better targeting and supporting the role of women.

### Possible Measures in Addressing Nutritional Crises<sup>2</sup>

#### Food Access

- ▶ Reinforcing the capacity of households to ensure their own food security.

#### General Feeding

- ▶ Provision of a general ration to all households to compensate for deficiencies in existing food supplies, particularly when no other sources of food are available. These should meet the micronutrient as well as protein and energy needs of all household members.

#### Supplementary Feeding

- ▶ Short-term special protection measures targeting specific nutritionally vulnerable groups (such as pregnant and lactating women, children and elderly.) These are designed to compensate for specific deficiencies in energy, protein and micronutrients until adequate rations are provided and households can meet their own needs.

#### Therapeutic Feeding

- ▶ Urgent life-saving interventions when the health system is not functioning and where there is severe widespread protein-energy and micronutrient malnutrition amongst infants and young children. A combination of medical and nutritional treatment is provided on an in-patient basis in special feeding shelters, together with education on health, hygiene and other protection issues.

#### Infant Feeding and Supplements

- ▶ Based on breastfeeding, use of breastmilk substitutes and complimentary feeding measures are supplied based on need. Essential vitamins (e.g. Vit. A) are provided to children under five years (every 6 months) and mothers (after delivery and within 8 weeks).

Food aid is required when there is non-availability or extreme shortage of food supplies and lack of purchasing power (economic access to food) among the beneficiary population. Although emergency food aid can and should contribute to the rehabilitation of economical and physical assets, the primary purpose of food aid is to sufficiently improve the immediate food security of the target groups.

2 Source: WFP Emergency Needs Assessment Guidelines, October 1999.

The role of food aid changes through the stages of an emergency. During the first stage of many emergency interventions, the role of food aid is life saving or has a key feeding function. In Protracted Relief and Rehabilitation Operations (PRROs), beneficiaries may use food aid as a resource that can be traded to cover other essential needs or to rebuild assets. When beneficiaries have uncovered non-food needs (e.g., firewood in refugee camps), a part of food aid is often used to cover these needs, sometimes at the expense of its nutritional or gender-specific impact.

### Women Returning to Their Lands

Sattorova Davlatmo is a 35-year-old widow. “My husband died seven years ago and I was left with five children to care for,” she says. “In 1992 when the war spread to our village, we fled to Dushanbe, the capital of Tajikistan, with my two brothers.

There, 19 of us lived crammed together in one house. We really suffered – we could only afford four or five small loaves of bread a day, shared between the lot of us.” Returning home, they found the village destroyed and homes burnt down. “But a few of the trees had fruit on them. I started looking for food for the children. We were desperate for bread. I managed to collect some fruit and vegetables, and sell them to buy some loaves.”

Then, Sattorova heard about WFP’s “food for work” project on farms. WFP is working with authorities in a scheme, which enables the neediest families (mostly widowed women and children) to directly negotiate and privately lease sizable plots of irrigated land to farm (30 % of harvest rent). WFP supports them during the difficult first year – before their efforts can yield results – by paying them in food.

That means energies can be focused on farming rather than the grim daily struggle to get something to eat. “Now I have half a hectare farm plot on which to grow food, as well as my own garden. The food-for-work payments mean I can save money to buy seeds and fertilizers, and feed my children.”

## Vulnerability

Vulnerability is the extent to which a household may be adversely affected and rendered more food insecure by possible future events. Several factors influence a person or household’s vulnerability in a crisis. These include events that undermine household food supplies and access by: (i) Loss of own food production or stocks; (ii) Loss of income and/or tradable assets; (iii) More difficult economic access to food (e.g. due to price increases), and (iv) Break-down of traditional support systems.

In complex emergencies and protracted crises, it is important to understand the interplay between political vulnerability and other sources of vulnerability.

### Characteristics of Vulnerability

Type	Target Groups
Physiological	▶ Children, pregnant and lactating women, and the elderly
Social	▶ Female-headed households, unaccompanied minors, child headed households, widows without families, and disabled
Sexual	▶ People exposed to rape, impregnation, and STD infection
Economical	▶ Landless poor, herdless pastoralists, the poorest of caste groups and marginalised communities
Political	▶ Specifically discriminated against people because of who they are (e.g. members of the opposition, ethnic groups and religious minorities), what they have (e.g. cattle herds and mineral resources), what they represent (e.g. wives)

Female-headed households in rural areas are often the most economically and politically disadvantaged population group. Information on these households should be correlated with indicators (e.g. for maternal mortality, fertility, teenage pregnancy rate, literacy level and employment rate) in order to understand their constraints, productive capacity and their capabilities as food securers for their dependants.

*Vulnerability maps* identify the areas and **sectors of the population most at risk** of food insecurity, including the **types and levels of risks** involved based on past, present and projected trends. They are used to assess the **needs of areas most at risk** and the **groups of people at particular risk**. It has been reported that it is common for women to be more at risk of malnutrition than men are in emergency situations.

### Levels of Vulnerability<sup>3</sup>

Vulnerability Levels	Conditions of Vulnerability
Moderately	▶ Drawing down assets while maintaining preferred production/income
Highly	▶ Drawing down assets while maintaining preferred production/income
Extreme risk	▶ Liquidating means of production abandoning preferred production/income, physically and socially damaging coping strategies

<sup>3</sup> Source: Vulnerability Matrix for the U.S. Famine Early Warning System

Approaches used in vulnerability mapping include: (a) **Disaggregation of existing data** on socio-economic groups; (b) **Surveys** to collect direct information, and (c) **Rapid Appraisals**. A combination of approaches is most often necessary. Vulnerability mapping is most often needed.

There are two critical steps in ensuring accurate and comprehensive incorporation of the issues for vulnerability mapping. They include: (a) Involving an **appropriate cross-section of stakeholders** in **diagnosing constraints and identifying associated indicators**, and (b) **Acquiring data** which is **disaggregated by sex**, and developing a **useful set of indicators of vulnerability**.

Participatory rapid appraisal techniques (PRA) provide effective tools to evaluate household food security **constraints** in a representative and efficient manner under emergency situations.

## Indicators

Ultimately, vulnerability to food insecurity is best assessed by a bottom-up approach, as insecurity, perception of risk, and their attendant strategies and responses are very specific to households and communities. A challenge for the SEAGA approach is to develop indicators that are informed by data that are collected through participatory field methods.

Given the very wide range of issues implicated in food security analysis, the array of indicators that may be employed is vast. Indicators selected vary greatly depending on the size, budget, and sophistication of the information system.

A major factor affecting the choice of indicators is how much direct household information can be cost-effectively obtained for important population groups. Indirect aggregated sources, such as district-level food production estimates and market price data, offer a more pragmatic approach.

Aggregate indicators of food security may be divided into **Process Indicators** and **Outcome Indicators**.

### Process Indicators

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Process Indicators are those that reflect **food supply** and **food access**, the causal or underlying components of a household's or individual's food security status.

Indicators that reflect **food supply** include inputs and measures of agricultural production, the natural resource base, institutional development, and market infrastructure.



### Examples of *Food Supply* Process Indicators

#### **Supply Process Indicators**

- Rainfall data
- Crop harvest measurements
- Major staples, alternative food crops, and wild foods
- Different types of households
- Essential products (inputs)
- Food balance
- Market access, origin of buyers and sellers, volumes
- Levels of exchange

However, these indicators are often too aggregated to yield sensitive information on pockets of vulnerability.

Indicators that reflect **food access** are the various means and strategies used by households to meet their needs. These strategies will vary by region, community, social class, ethnic group, gender, and season. This information can be obtained for households. However, as gender differences are often concealed within the household, several indicators of access to food must be monitored at an **intra-household level**. These data may be collected for households categorized according to locally relevant criteria, such as ethnic group, landowning class/landless, occupational class, etc. Within each category, male-headed and female-headed households must be compared.

### Examples of *Food Access* Process Indicators

#### **Access Process Indicators**

- Household demographic characteristics such as dependency ratios, age, and generation profile of males and females
- The household resource base, in terms of access to land (amount owned, rented, sharecropped, or accessed in other ways) or other critical productive resources (e.g., fishing equipment for households whose primary livelihood is fishing)
- Access to labour (from within household or outside), credit, farming inputs (improved technology)
- The household asset base (the most critical asset is often livestock, but house, furniture and jewelry are also frequently considered)
- Livelihood strategies of male- and female-headed households, including farming strategies (crop mix, risk-minimization strategies), mode of livestock rearing, diversification into off-farm employment
- Exchange strategies and access to markets

## Outcome Indicators

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Outcome Indicators reflect the food security status of households and individuals, in terms of how the available food is translated into consumed food and nutritional levels. Given the cost and time involved in gathering individual intake data, several proxies are used. Outcome indicators may be grouped into **Direct Outcome Indicators** or **Indirect Outcome Indicators**.

**Direct Outcome Indicators** include those that are closest to reflecting actual food consumption, as obtained through household budget and consumption surveys. **Indirect Outcome Indicators** are more easily obtained proxies for household consumption, used when direct information is too costly or difficult to obtain.

### Examples of Direct Outcome Indicators

#### **Direct Outcome Indicators**

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- Per capita calorie consumption, annual and seasonal variations
- Frequency and composition of meals and dietary diversity (from 24-hour recall or food frequency assessments)
- Extent of self-provisioning (number of months consumption needs are met from household production and receipts in kind)
- Content of market food purchases (consumption of foods purchased from the market is the most likely to suffer during crises)

### Examples of Indirect Outcome Indicators

#### **Indirect Outcome Indicators**

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- Storage estimates
- Subsistence Potential Ratio (the ratio of the household's ability to feed itself to its consumption needs)
- Nutritional status estimates of children under five: anthropometric measures such as weight-for-age, height-for-age and weight-for-height (there are several problems with these measures as indicators of food security in the short run Maxwell and Frankenberger, 1992:99. However, they work well in identifying vulnerable populations, and are also powerful data in eliciting policy support)

## Coping Strategy Indicators

Coping abilities during an emergency are the primary determinants of differences in the levels of needs across vulnerable groups (between populations, and among and within households).

Coping mechanisms are the various activities (often desperate measures) that individuals, households and communities develop to overcome poverty, adversity and crisis. They vary by region, community, social class, ethnic group and gender, and according to the nature and duration of the emergency. Patterns of coping behaviours and household assets utilized to cope with a crisis will reflect who (men and women) control household decision-making processes. Coping mechanisms tend to be expensive (financial, social and nutritional status), and can have particularly deleterious effects on the most marginalized in a society.

**Household Coping Strategy Stages<sup>4</sup>** are a special aggregate indicator category which serve both as *process indicators* (reflecting households' mechanisms of access to food in lean periods) as well as *outcome indicators*. They are widely regarded as early warning indicators of the food security status of vulnerable groups. Coping strategies vary with the context, with households' baseline situation, the severity of crisis, and with the household's stage in coping with the crisis. The coping strategies used in specific contexts need to be charted and carefully monitored.

### Examples of Coping Strategy Stage Indicators

#### Stage 1

- |   |  |
|---|--|
| <input type="checkbox"/> Reduction in amount, frequency, or quality of meals. | <input type="checkbox"/> Borrowing food, or purchasing food on credit. |
| <input type="checkbox"/> Use of famine foods.                                 | <input type="checkbox"/> Emergency livelihood strategies.              |

#### Stage 2

- |   |   |
|---|---|
| <input type="checkbox"/> Depletion of food and seed stocks.           | <input type="checkbox"/> Sale of productive assets such as livestock. |
| <input type="checkbox"/> Sale of domestic assets: jewelry, furniture. | <input type="checkbox"/> Pledging land.                               |

#### Stage 3

- |  |  |
|--|--|
| <input type="checkbox"/> Long-term or permanent migration. | <input type="checkbox"/> Sale of land. |
|--|--|

4 Source: Frankenberger, T. (1992): "Indicators and Data-Collection Methods for Assessing Household Food Security". In Maxwell and Frankenberger: Household Food Security: Concepts, Indicators, Measurements, A Technical Review, Jointly Sponsored by UNICEF and IFAD.

## Question Tank - Food Security Policy<sup>5</sup>

### Socio-Demographic Gender Profile Checklist

- ▶ What are the determinants of food insecurity and the capacity of population groups to cope with the effects of disaster? Are women/men affected in different ways? How do men/women cope?
  - ▶ Where are women? What are their roles? What is their income, health and family status? What is their food security status? What characterises food insecure women?
- Collect and/or collate the following information to review/formulate/adjust food security policy with an appropriate gender dimension.

- |  |   |
|--|---|
| ● Size, age, and gender structure of population                                    | ● Household expenditure distribution (particularly on main food groups)                         |
| ● Geographic distribution. Rural/urban distribution                                | ● Labour force participation and occupations (household, formal and informal sectors)           |
| ● Land tenure/access   | ● Health indicators (fertility rates, maternal/infant mortality rates, under 5 mortality rates) |
| ● Female-headed households (rural/urban).  | ● Education levels/literacy levels  |
| ● Food security indicators (e.g. iron, vit A, iodine deficiency, fuel-wood access) | ● Time Budgets  |
| ● Income levels  |   |

- ▶ In reviewing existing material in all relevant areas (e.g. poverty, malnutrition, and food insecurity), are these data sex-disaggregated?
- ▶ In which areas are secondary data insufficient?
- ▶ Have primary data collection exercises, through rapid rural appraisal techniques using multi-disciplinary teams and local community knowledge, been planned?
- ▶ Will these techniques provide insight to food security as experienced (differently) by both men and women?

<sup>5</sup> Source: Bonitatibus, E., Cook, J., Walker-Leigh, V., Osei-Hwedie, K., Mufune, P., Mwansa, L. Chasi, M., Ngwira, N., Kyasiimire, E. & Al Hassan, R., 1995. Incorporating Gender in Food Security Policies in Commonwealth Africa (Botswana, Zimbabwe, Malawi, Uganda, and Ghana). Draft Handbook for Policy Makers. BC Consultants. Commonwealth Secretariat, pp. 1- 39.

### Resources, Programmes and Services Mapping Checklist

- ▶ What food security services/programmes are available?
  - ▶ Where are food security services available?
  - ▶ Do they specifically target women?
  - ▶ Are they accessible to women?
  - ▶ Are they located together with other services used by women (markets, health care, education)?
  - ▶ Do women have equal and effective access to food security programmes?
- Collect and/or collate the following information to review/formulate/adjust food security policy with an appropriate gender dimension.

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>● Spread of services/facilities across country.<br/>Location vis-a-vis access by transport, distribution of target group and linkages vis-a-vis other services.</li> <li>● Target groups.</li> <li>● Eligibility criteria.</li> </ul> | <ul style="list-style-type: none"> <li>● Availability of service.</li> <li>● Implementing agency.</li> <li>● Funding.</li> <li>● Planning for new/extended services.</li> </ul> |
|--|---|

- ▶ How is the food security policy coordinated with other programmes and policies? Are there mechanisms (in all Ministries) for analysis of policies and programmes for gender sensitivity (e.g. within a wider framework such as land use and agro-ecological policy)?
- ▶ What are the linkages with other (Ministries) services and programmes?
- ▶ Are both men and women active in the policy-making bodies, targets and timetables? Are women consulted and representative views projected?
- ▶ Do effective institutional arrangements and mechanisms exist for consultation and participation by women in decision-making, policy formulation and programme implementation at all levels?
- ▶ Who is accountable for ensuring that the policy targets and timetable are maintained?
- ▶ How will accountability be checked?
- ▶ Are women and specific target groups involved?



### Consultation Process Checklist

- ▶ What levels of organisation have been consulted (national, district, village)?
  - ▶ Are women represented in key advocacy and interest groups (e.g. national labour unions, professional associations, and consumer groups)?
  - ▶ Are both women's and men's organisations represented in a task force?
  - ▶ Are women on the task force able to express views in conflict with those of the men?
  - ▶ How will any defined targets and timetable be implemented?
  - ▶ Will women be involved in implementation at all levels?
  - ▶ How will specific target groups be reached?
  - ▶ Has broad-based support been developed?
  - ▶ Are the members of the task force regularly in touch with village level problems?
  - ▶ Have comments of the various groups been addressed? Are there any major disagreements? If so, how can they be overcome?
  - ▶ Has sufficient time been allowed to incorporate comments from the different levels in the policy development? Is the process flexible or has everything been decided before consultation.
- Progress in all programmes, projects, activities and targets should be collated at national level within a comprehensive information system.
  - Progress reports, maps, indicators, trends and causal relationships should be compiled annually in addressing gender concerns.
- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>● Institutional arrangements/mechanisms for projecting the views/concerns of women (at village, regional and national levels) to policy makers</li> <li>● Consultation procedures with representatives of women in the policy formulation and implementation processes</li> <li>● Methods for coordinating responses from women</li> </ul> | <ul style="list-style-type: none"> <li>● Information flows (up and down)</li> <li>● Key NGOs advocating women's and nutritional issues</li> <li>● Number of participatory planning workshops</li> <li>● Mechanisms for involving women in decision and policy making</li> </ul> |
|---|---|



## Strategy Areas Checklist

- ▶ What are the constraints to women increasing household food security?
- ▶ What opportunities exist for enhancing women's food production, income generation or nutrition levels?
- ▶ What key strategy areas must be addressed through specific programmes, actions and services. Set a priority to each of these areas.
- ▶ What strategies should be engaged to overcome constraints and make use of opportunities?
- ▶ What are the indicators and their target levels that should be selected against which to measure progress?

Some key strategic areas common to many countries include:

- |  |  |
|--|--|
| ● Food crop production and targets               | ● Marketing and distribution                       |
| ● Levels of self-sufficiency in particular crops | ● Education and training                           |
| ● Balance of food crop to cash crop production   | ● Employment and income                            |
| ● Prevention of post harvest losses              | ● Population, nutrition and health                 |
| ● Relief, price and income support               | ● Participation of target groups, especially women |
| ● National food reserves                         | ● Environment and sustainable development          |
|  | ● Urban food security                              |

- ▶ Have the effect on both women and men been considered?
- ▶ Have target groups been identified?
- ▶ Have women and men's views been consulted in defining strategy areas and target groups?
- ▶ Have target group representatives been involved?
- ▶ At what levels?
- ▶ Is there enough flexibility for programmes to be adjusted if it becomes apparent that particular target groups are being adversely affected?



### Emergency Situation Food Security Issues/Constraints Checklist.

- State procurement, marketing boards, cooperatives, etc.
- Emergency relief systems: Early warning and risk/poverty/vulnerability mapping, mechanisms for aid delivery
- National, regional, and local information systems. Monitoring and evaluation of food production and supply systems to track progress
- Seasonal, regional fluctuations in food supply
- Appropriate levels of food stocks at national and regional levels
- Import policies, tariffs, and their effects on domestic production and incomes
- Export policies, export/cash crops, and their effects on food crop production, food supply, and rural incomes
- Availability of information, with particular reference to household level accesses to agricultural extension and information on nutrition and health
- Subsidies on products and input prices and their effects on production of food crops and incomes of the poor
- National, regional, and local transportation infrastructure for food distribution and/or marketing
- Cropping patterns
- Social and environmental stability and long term sustainability of the food production and delivery systems/technologies
- Availability of inputs: water, irrigation, fertilizer, crop protection, seeds labour, credit. Processing facilities and safe storage methods for food stocks
- Community support for production, transport and delivery. Availability and status of common property resources (forest, pasture, and water)
- Nutritional value of crops produced
- Food prices: farm-gate prices, consumer prices. Incomes and purchasing power of households. Wages for agricultural labour. Off-season income opportunities (food-for-work projects, etc.)
- Adequacy of food supplies (quantity, quality, and nutritional aspects). Stability of food supplies and access
- Household coping strategies, key savings assets, common trade-offs. Micro-level social and cultural mechanisms for exchanging and sharing food
- Intra-household food security. Differential access within households to production and consumption
- Supplementary feeding programmes for at-risk sections of the population



# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ To give an overview of the gender-differentiated information sources to be taken into consideration at the beginning of and during an emergency operation.
  - © *Link:* Needs Assessment Module.
  - © *Link:* Partnerships Module.
  - © *Link:* Human Resources Module.

### KEY CONCEPTS

- ▼ Data collection, Decentralisation, Gender specific information, Information management systems, Information sources, Labour force surveys, Partnership, Population census, Primary and secondary data, Sex differentiated data.

## INFORMATION

### Gender-Specific Information

Data disaggregated by sex and critical socio-economic categories are needed at all levels of policy formulation, planning, implementation, and monitoring. Integration of gender is emphatically not about creating a separate body of knowledge about women. It is about reconceptualising social and economic processes, to take better stock of gendered realities<sup>1</sup>.

Macro-level aggregate statistics often do not show crucial differences within a population - addressing *outcomes* considerably more than the *processes*, and associated complex relationships among multiple variables, leading to such outcomes.

### SEAGA Data Collection and Information Systems

#### Mixed Methods

- ▶ Participatory research methodologies are increasingly widespread and well developed, and form the core of the SEAGA approach. A variety of tools facilitate two-way communication, and allow for understanding of complex processes and relationships at the micro-level. They can be more timely and cost-effective than formal survey methods.

#### Decentralization

- ▶ Information systems that are designed to involve stakeholders at different levels and prioritize the needs of disadvantaged people should have structures for eliciting inputs at local levels. Decentralization involves institution-building at local (district and sub-district) levels of official information and planning agencies, with appropriate training, resources, and coordination provided to these levels and effective mechanisms at higher levels for receiving and incorporating this information into the policy-making process.

#### Partnerships

- ▶ Along with decentralization, macro-level information systems should build in mechanisms for partnering with NGOs, universities, and private researchers to “channel synergies” and expand the vision and analysis underpinning policy.

#### Paradigm

- ▶ “A shift from things to people, from blueprint to process, from hardware to software, and from the uniform to the diverse.” Wider exposure to the practice of participatory techniques. Regular dialogue between front-line workers and planners.

#### Technology

- ▶ Geographic Information Systems (GIS) offer new user-friendly technologies that facilitate storage of multiple types and levels of data in one database, and presentation of data in ways that demonstrate linkages between different levels and types of data.

<sup>1</sup> Source: Coelho, K. & Coffey, M., 1996. FAO Paper - Reversing the Flow: Toward Gender-Oriented Policy Information Systems in Agriculture.

They frequently contain conceptual, practical and logistical biases and anomalies. Concepts such as “work”, “labour force”, “production”, “income”, and heads of “household” are often not well structured. Women’s activities, often more varied, complex, and seasonal than men’s are, tend to fall outside established boundaries of what constitute “productive activities” or work.

People interviewed often fail to categorize their productive activities as “work”. Their income may tend to be irregular and from varied sources, and they may often seek to conceal what they earn. If interviewers are male they may find themselves speaking only to male respondents, by choice or due to local cultural constraints or both. If interviewers visit households in the hours when the evening meal is being prepared, they may not be able to interview women.

Census data, while useful in analyzing long-term trends, are often of limited use in emergencies due to their infrequent collection, long gestation periods, and the limited number of variables they cover. They tend to be centralized, standardized, and simplified. Consequently, they may be ill equipped to deal with complex local realities and overlook remote or marginalized populations. They are often sectorally organized, so that useful data generated in one sector are not available to other sectors, and are not always readily usable, retrievable, or comprehensible.

Managers should realize that information about gender “does not come cheap”. Not acquiring it may turn out a great deal more expensive in terms of projects that fail or are dysfunctional because the information on which they are based is faulty in that it lacks the gender-based perspective<sup>2</sup>.

Many countries use specially commissioned sample surveys to gather data for specific purposes, at shorter intervals. These surveys, if appropriately designed, can be extremely useful in yielding information about the socio-economic and gender dimensions of development problems. The current state of the art in survey concepts and design, however, carries some built-in difficulties in addressing gender issues.

Different research and extension packages already popularized around the world, such as Farmer Participatory Research, Farming Systems Research Extension (FSRE), and Rapid Appraisal, incorporate participatory methodologies in different forms and to different degrees. Rapid Appraisals could be designed to provide some “typical” socio-economic profiles and gender relations models for different contexts within the country. These could help policy makers, for example, understand how different production incentive policies impact people at the field level.

## Emergency Situation Information

Experience has shown that women (especially female-headed households) are often most vulnerable when an emergency occurs due to, amongst other factors, their frequently lower economic and social status.

In emergency operations, a quick response is essential and there is scant time available for lengthy surveys. Emergency operators are required to quickly analyse and integrate collected information and food security policy in view of designing appropriate responses, to restore and assist in ensuring the sustainability of the livelihoods of the affected and vulnerable population.

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<sup>2</sup> Source: Macdonald, M., 1994. Oxfam Paper - *Gender Planning in Development Agencies: Meeting the Challenge*. Oxford.

Sex-differentiated information is often insufficiently available in national and international databases. Women's work in agriculture is largely unreported and underestimated in population censuses and labour force surveys. Existing databases are often not well developed and updated, and information is often scattered, anecdotal and conflicting. Further methodologies for surveying and analysing data may differ from country to country and among different institutions. Consequently data utilization by emergency operators can prove difficult, leading to constraints in effectively addressing gender issues.

Special efforts are being undertaken to improve measurement techniques in order to quantify more accurately the extent of female participation in agricultural work. For example the FAO Programme for the World Census of Agriculture 2000 has placed emphasis on various items that can provide gender-related structural information on agricultural activities<sup>3</sup>.

Databases for sex-differentiated information for those responsible for impact assessment should be established. These should be integrated or linked to a Common International Database (CID) in the Food Insecurity Vulnerability Information Mapping System (FIVIMS). In order to protect all essential baseline data, which could eventually feed a database, these should be kept outside conflict-prone zones.



### Critical Vulnerability of Some Population Segments

**A post-Mitch analysis of selected social indicators has revealed critical vulnerabilities for women in the affected countries (Nicaragua, Honduras, Guatemala and El Salvador), that have provided some explanation on the differential gender effects of the Hurricane.**

These countries had low life expectancy, and high maternal mortality, fertility, teenage pregnancy and illiteracy rates among rural women. Moreover, these societies were characterized by relatively 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 Mitch had a more severe impact in terms of men's death and has thus exacerbated the situation increasing the number of female-headed households.

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<sup>3</sup> Source: FAO, 1999. Filling the data gap – Gender-sensitive statistics for agricultural development. Rome. Pages 17-18.

### Population Censuses and Labour Force Surveys

Women should be accounted to be of economic importance by general systems of national accounting, as recommended by the International Labour Organization.

A population census might indicate women as not economically active, while other sources of information (sector surveys of planning institutions) may show women to be involved in productive activities such as fuel-wood collection. For example, in Pakistan, women's economic participation varies from 3 percent (1981 Population Census) to 12 percent (Labour Force Survey). The Agriculture Census (1981) estimated that 73 percent of women in agriculture households were economically active. The Labour Force Survey (1990/91) showed women's economic activity rates of 7 percent when using conventional questionnaires and 31 percent when considering questions on specific activities such as transplanting rice, picking cotton, grinding, drying seeds and tending livestock.

It is rarely possible to respond to high information demands in a rapidly changing emergency-situation. Conventional data-collection techniques may not be feasible and baseline information may not reflect the new reality. Rapid appraisal techniques (PRA) provide effective tools to consolidate information in a representative and efficient manner under emergency-situations.

A number of global and local information sources are available and can be utilized for emergency and contingency planning. UN agencies and NGOs also integrate national official data through country FIVIM, VAM and Early Warning systems and focal points.

In some complex disaster situations these sources might not be in existence, may be disrupted or not accessible for a variety of reasons. In such cases, the UN and other aid agencies may act as the sole custodians of up to date information.

## WFP Vulnerability Assessment and Monitoring Network

The WFP World VAM Network currently provides food security analysis for 36 countries. It offers an information base for contingency planning and emergency needs assessment activities. It is also used to monitor changes in the food security of target groups, and assist in assessing progress made towards achieving Key WFP programme objectives.

To simplify data collection at country central level two statistical categories are typically identified that encompass most vulnerable groups, *i.e.*, **marginal farmers** and **the landless**.

VAM systems use primary and secondary data sources (e.g. rapid assessments, key informant interviews and expert panel workshops) to fill important data gaps. For gender mainstreaming the WFP VAM system promotes the collection and analysis of sex-disaggregated data, the identification of gender based gaps or disparities and the design of graphic outputs which highlight gender disparities. Gender-sensitive approaches and techniques are integrated into rapid rural appraisals and emergency needs assessment analysis.

A common constraint in the integration of a gender perspective in the WFP VAM exercise is related to the lack of sex-disaggregation in secondary databases. Limited resources to collect and analyze primary data, to properly assess the specific needs of the target households (particularly women) are another constraint.

It is recommended that the user collects the most updated national agriculture censuses, general population censuses and periodical sample reports survey (on population, agriculture, food security) from relevant institutions at country level. As much gender-differentiated information should be extracted as possible, at sub-national disaggregation level.

The main objective of the WFP VAM network is to increase the effectiveness of WFP aid by improving the understanding of food security dynamics and the vulnerability to food insecurity. It provides an information base for contingency planning and emergency needs assessment and monitors changes in food security of the target groups, transferring skills and developing planning and analysis systems among local partners.

### Example of Factors analyzed in VAM Missions

#### VAM's activities are designed to:

- ▶ Develop focused information products linked to WFP's programme
- ▶ Define and target the most food insecure and vulnerable groups
- ▶ Identify risks and constraints to improved food security
- ▶ Carry out an inventory and map of local resource capabilities of partners
- ▶ Identify indigenous capacities used to address food insecurity
- ▶ Frame goals and objectives of country programmes

### The FAO Global Information and Early Warning System (GIEWS)

The FAO Global Information and Early Warning System on Food and Agriculture (GIEWS), provides policy-makers and analysts up-to-date and accurate information on all aspects of food supply and demand. It produces periodic bulletins on food crop production and markets at global level and situation reports on a regional and country-by-country basis. GIEWS compiles and analyses information on global production, stocks, trades and food aid, export prices and main grain exchange developments. It reacts to emergency-situations by sending rapid evaluation missions to the countries affected and issuing Special Alerts reports that are quickly disseminated to the international community. The missions are often fielded jointly with WFP.

This system develops also new approaches and technologies for early warning and makes these available to national and regional early warning systems. GIEWS is closely linked for information sharing with governments, NGOs, other UN agencies, research institutions, the international press and private individuals.

## Question Tank - Information

### Information Sources Checklist

- |  |  |
|--|--|
| <input type="checkbox"/> FAOSTAT and FAO relevant publications (e.g. Report on the 1990 World census of Agriculture) | Farming population. No. of agriculture holdings. Farm employment. Mechanisation level. Irrigation means. Data differentiated by sex/class/age. Extension worker/farmer ratio (gender audit of extension workers) |
| <input type="checkbox"/> UNDP Annual Human Development Report  | Socio-economic understanding, mortality, fertility, teenage pregnancy, life expectancy.  |
| <input type="checkbox"/> Population and Agriculture Censuses and Statistical Yearbooks                               | Gender differentiated migratory patterns (temporary, seasonal and permanent trends)  |
| <input type="checkbox"/> UNESCO statistical yearbook   | Literacy rates   |
| <input type="checkbox"/> UN statistical department   | Population differentiated by sex. Women members of parliament and ministers  |
| <input type="checkbox"/> Regional Organisations (OAU, SADCC, ASEAN, I-ADB.)  |  |
| <input type="checkbox"/> Specialised Services (VAM, FIVMS, GIEWS, EMPRESS, FEWS, Economist Intelligence, and CIA)    | Vulnerability, Nutritional status, Food intake, Dietary habits. National Food Supply and Demand, Animal/Plant Pests and Diseases, Dynamics of changes  |

### Marginal Farmers Checklist

#### Main sources: Agriculture censuses and Agriculture Statistical Yearbooks

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>▶ Landholding size</li> <li>▶ Livestock holdings by herd types and sizes</li> <li>▶ Holder's sex, age, education, marital status and legal status with respect to owned/cultivated/held land.</li> <li>▶ Tenure status.</li> <li>▶ Crops (temporary, permanent).</li> <li>▶ Household size.</li> </ul> | <ul style="list-style-type: none"> <li>▶ Composition of household by gender, age and type of relationship/dependency with holder.</li> <li>▶ Labour force participation by gender of landholding members.</li> <li>▶ Primary occupation by gender of landholding members.</li> <li>▶ Secondary occupation by gender of landholding members.</li> <li>▶ Hired workers by gender.</li> </ul> |
|---|--|

### Landless Households Checklist

#### Main sources: Population and Agriculture Censuses, Integration with VAM, FIVIMS

- ▶ Household size
- ▶ Homestead sizes (gardening area)
- ▶ Tenure status
- ▶ Head's sex, age, marital status and education
- ▶ Household compositions by gender, age and type of relationship/dependency with head
- ▶ Labour force participation by gender of members
- ▶ Primary occupation by gender of members
- ▶ Secondary occupation by gender of members
- ▶ Available means of production
- ▶ Crops preference
- ▶ Livestock preference

### Farmers in Production Checklist

#### Main sources: FAO Programme for the World Census of Agriculture 2000

- ▶ Purpose of production
- ▶ Land holders and members of their households by age, education and marital status
- ▶ Main occupations and type of work [permanent, occasional]
- ▶ Number and area of land and water holdings, land tenure and use, annual area of land cleared under shifting cultivation
- ▶ Major temporary crops
- ▶ Other temporary crops
- ▶ Major permanent crops
- ▶ Other permanent crops
- ▶ Number and area of forest trees
- ▶ Number of stationary power producing machinery by source of supply
- ▶ Use of other agricultural machinery by source of supply
- ▶ Building and other structures (use of non-residential buildings by tenure, area and volume of non-residential buildings by purpose)
- ▶ Size of the holder's households
- ▶ Landholders and members of their households who are economically active by age
- ▶ Holdings by number of permanent workers [member of the holder's households and hired workers]
- ▶ Use of high-yielding varieties
- ▶ Use of fertilisers and pesticides
- ▶ Number of each kind of livestock
- ▶ Purpose of each kind of livestock
- ▶ Fishery activities
- ▶ Kinds of aqua-culture installations





# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ Provide an overview of possible partnerships, and the participatory identification of relevant stakeholders in emergency relief.

📖 See: SEAGA Tools.

📌 *Module links:* Human Resources, Targeting and Procurement

### KEY CONCEPTS

- ▼ Consolidated Assistance Programming, Group dynamics, Institution building, Partnership analysis and mapping, Total quality management.

## PARTNERSHIP AND PARTICIPATION

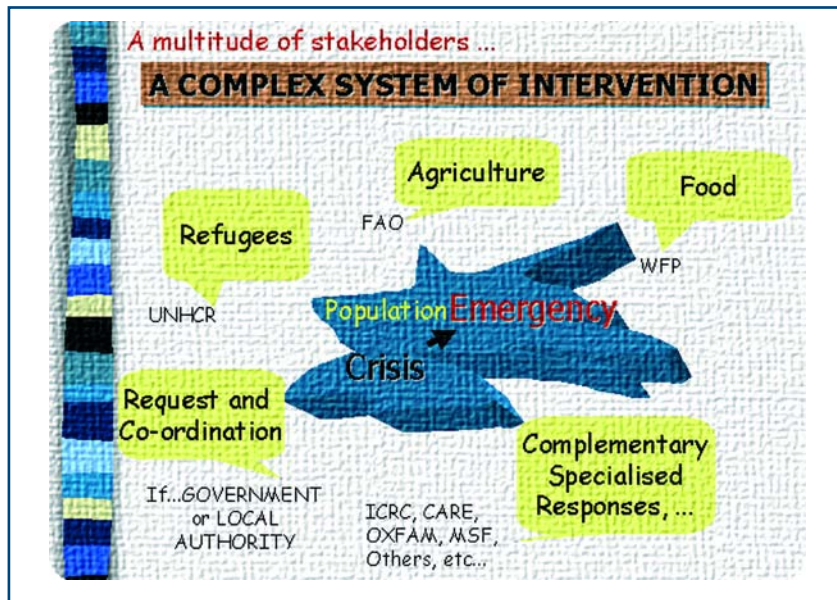
### Partnership Analysis and Mapping

The effectiveness of emergency operations depends largely on a variety of factors related to partnerships. The identification of partners will depend on the type of disaster, the scenario of the emergency and the phase of intervention.

Partnerships analysis and mapping is fundamental to develop team expertise, and represents the physical criteria for the identification and selection of partners, at headquarters and field level, according to their mandate and capacities.

It is important to: (i) Check who might be involved in the emergency operation; (ii) Identify whether available government structures (e.g. health clinics and schools) or development institutions (e.g. food aid projects and NGOs) can be strengthened and used for an emergency response, or if alternative solutions should be employed; (iii) Contact partners at all levels, from headquarters to the field areas of operation; (iv) Build mutual trustful relationships, and (v) Establish a timeframe of the different phases and tasks of various partners.

### A multitude of stakeholders... A complex system of intervention



One of the most important effects of relief interventions can be their contribution to institution building. The reinforcement of local structures can form the basis for the development of democratic structures. It is desirable to assess and map local institutions' abilities to provide sound technical resources, manage equipment and supervise the labour of participating workers. The nature of local markets and transport infrastructure, and their ability to respond effectively to changing patterns of supply and demand during the crisis period should also be understood.

### Different Partners for Emergency Operations

- Other UN technical divisions
- Other UN agencies
- Government bodies
- Local authorities
- Local NGOs
- International NGOs
- Inter-governmental agencies
- Bilateral agencies

A useful SEAGA tool for learning about local groups and institutions, and their linkages with outside organizations and agencies is the Venn Diagram of Stakeholders, which can also help building network linkages.

## Implementation of SEAGA

Socio-economic and gender analysis is important to understand the destructive impact of emergencies on the social, economic and political infrastructures of the economy. SEAGA is also important in linking responses to emergency needs and the setting of roots for sustainable development.

The multidisciplinary cross-sectoral issues covered by SEAGA require visible aggregation of the efforts of humanitarian agencies, and integration of their complementary capacities. Inter-agency group dynamics for implementation of SEAGA in emergencies need to be promoted, particularly the dialogue and harmonisation of humanitarian response strategies, to achieve the best results.

Socio-economic and gender issues need to be highlighted during diagnosis and planning within common assistance programming, in order to improve the effectiveness and efficiency of humanitarian assistance i.e. the impact on the affected population.

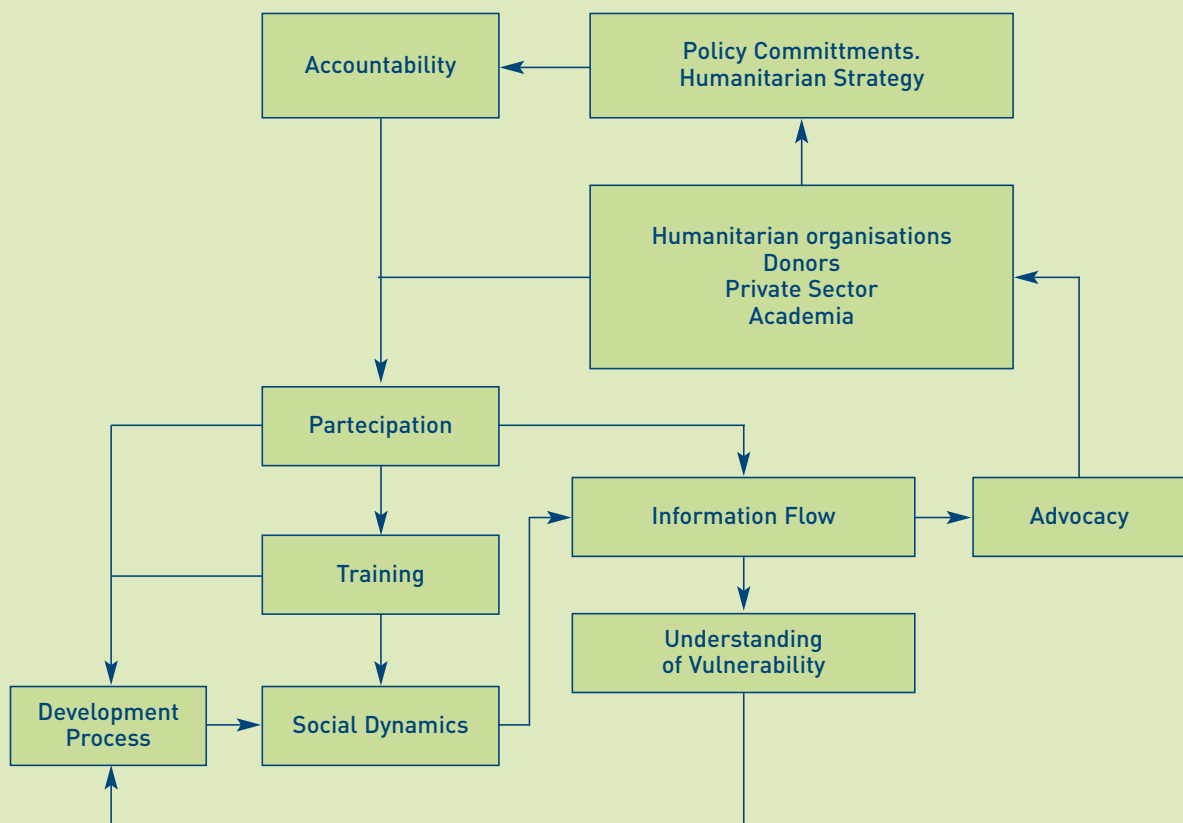
OCHA plays an important role, including operational and implementation aspects, e.g. coordination and consolidation of common assistance programming and inter-agency thinking processes.

A conceptual framework is required for the implementation of SEAGA. It should reflect donors' strategies and the comparative strengths, relative needs, means and capacities of operators in the field. An agenda is needed for sensitisation and practical training of agency managers and staff, particularly at

programming and implementation levels. Concrete corporate commitments and accountability, with monitoring and evaluation systems, should be established at the highest level among country teams (Humanitarian Coordinators, Heads of Agencies) and partners.

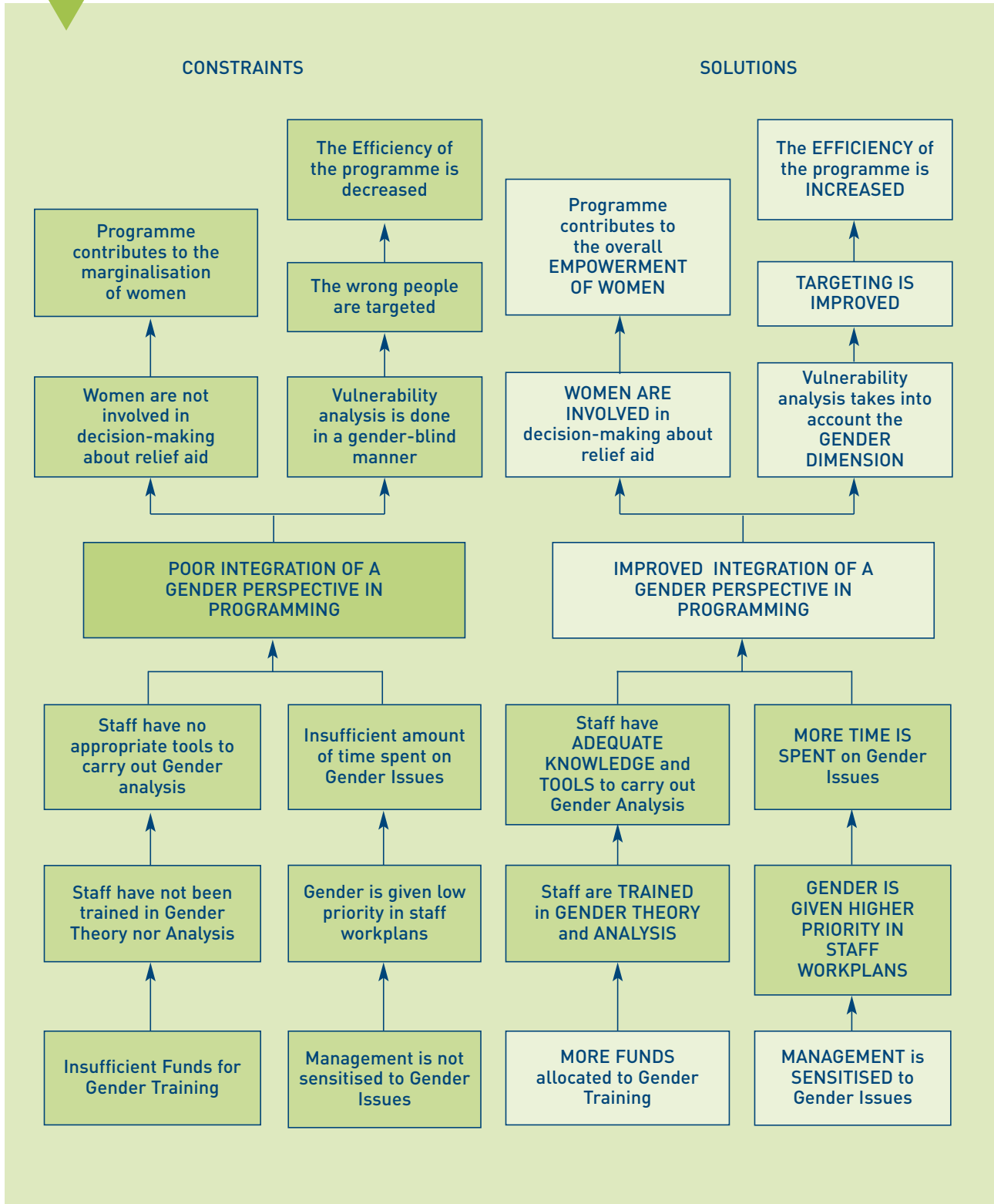
The Consolidated Appeal Process is a strategic instrument of collaboration, often viewed as a corporate marketing tool representing the image and mandate of the UN. Consolidated Appeal Processes are continuous and should preferably include partner governments and NGOs. Linkages with support mechanisms (e.g. common country assessments) should be reinforced. Consolidated appeals should not be seasoned catalogues of projects unrelated to each other.

### TQM (Total Quality Management) Schematic for Integration of Humanitarian Agencies into Multi-disciplinary SEAGA Partnerships.



Ongoing inter-agency collaboration and interaction mechanisms are complex. Collaboration among agencies tends to be strong at local operational levels, particularly where several agencies intervene in common sectors. However, inter-agency dynamics tend to be less efficient at the planning level. Bilateral cooperation mechanisms and individual strategies among agencies tend to be stronger than as a collective inter-agency entity. Guidance from agencies' headquarters is important.

### Constraints and Solutions for Gender Mainstreaming in Emergency Programming (Example).



## Question Tank - Partnership

### Partnerships Analysis and Mapping Checklist

- Mandate and Locations
- Type
- Existing and Ad-hoc agreements
- Areas and phase of intervention
- Gender awareness and audit
- Resources and sustainable means
- Staff capacity and comparative advantage
- Rapid response capacity
- Local roots

### Country-Common Inter-agency Core Team Responsibilities Checklist.

- Create awareness of the risks faced by various stakeholders and humanitarian principles
- Strengthen the inter-agency sense of ownership of SEAGA
- Provide clear leadership at all levels (headquarters and country teams)
- Harmonize the agenda and content of SEAGA training and sensitisation undertaken by agencies
- Mobilize the efforts and attentions of the international community
- Overview existing inter-agency mechanisms addressing cross sectoral issues at country level, and assist in the integration and harmonisation of SEAGA activities into programme conception, management and implementation
- Access knowledge and information available among agencies and other operators in the field, and make use of this information through dissemination between agencies, partners and the private sector
- Support compilation and analysis of available existing information
- Support information collection processes to fill information gaps
- Support humanitarian information sharing systems
- Facilitate expertise exchange, i.e. exchanges of working experiences and demonstrate past and ongoing successes
- Integrate information into consolidated inter-agency planning and programming

### Key Informants Checklist

- ▶ How can we use the local knowledge?
- ▶ Have women or men developed informal networks or formal organizations that could be supported? These associations play important roles in supporting efforts to articulate their needs and mobilize change.
- ▶ Who participates in committees/decision-making organizations? Who participates in programmes identification and implementation? Women's participation in committees and other structures is often inhibited by cultural constraints, full workload, and at times resistance by men.
- ▶ Who should do household-level targeting: Village officials? Partner NGOs? Ministry staff? Project staff? What supportive measures or separate organizations are necessary?

**Identify Key Informants in the following categories:**

**Outside the community**

- Key governmental officials and technicians at central and peripheral level
- UN agencies aid operators
- National and international NGOs managers and staff
- Other relevant humanitarian organisations

**Within the community**

- Local community associations
- Traditional chiefs
- Community leaders and elders
- Men and women in the intervention area

- ▶ What information should we get and how?

**Identify Key Informants for the Following Roles:**

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>● Understanding of the population's history (e.g. refugees, displaced)</li> <li>● Identify people's main needs.</li> <li>● Assist/become "facilitators"</li> </ul> | <ul style="list-style-type: none"> <li>● Identify socio-economic aspects related to the structure of the different population groups</li> <li>● Identify transitory organisation and coping strategies.</li> <li>● Estimate the knowledge of key informants/beneficiaries?</li> </ul> |
|---|---|





# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ Explain how to integrate the gender perspective in human resources management and in the design of Terms of References (TORs) for emergency operations.

### KEY CONCEPTS

- ▼ Human resources management, Key Informants and facilitators, Qualifications, Relief Operations, Situation and needs assessment, Targeting procedures, Terms of Reference.

## HUMAN RESOURCES

Lessons learned from emergency response reveal that programme interventions and life saving strategies are made more efficient and timely when there is a real understanding of men's and women's different needs, interests, vulnerabilities, capacities and coping strategies.

### **Gender Sensitive Terms of Reference**

Human resources should be considered important assets in rehabilitation and recovery planning and operations. Their planning and management concern emergency operators at all levels as well as other stakeholders and beneficiaries.

Local and international capacity building for gender mainstreaming is essential in the delivery of any emergency operation, particularly towards achieving sustainable interventions. In this regard, a set of actions may be required to strengthen the capability of participants and other stakeholders involved in project implementation processes.

Emergency operators should be qualified and subsequently held accountable for the degree of gender-sensitivity conducted in their operations. Consequently, there is a need to explicitly address gender equity in the design of Terms of Reference and Sectoral socio-economic and gender analysis should be incorporated.

### **Identification of Key Informants and Facilitators**

To initiate the participatory targeting process in the field, key informants should be identified during the situation and needs assessment phase of the emergency.

Appropriate gender representation is fundamental when identifying key informants. It is important to ensure that women are equally represented among key informants, and to consider that gender structures are both in transition and inherited from pre-disaster patterns. Women often play an important role as bearers of the knowledge of community structures. Highly qualified women informants, with knowledge of the differentiated socio-economic organisation and trend dynamics, should be identified.

Key informants of the impact assessment phase often become the key facilitators during the operation phase. They should be locally identified and selected, taking into account their current capacity to reach and assist the vulnerable population.

## Situation Analysis and Needs Assessment

The needs identified should be met by the basic inputs of a relief programme proposed to the donor community. The areas of intervention and the most affected people should be identified (disaggregated by sex).

Sex-disaggregated background information should be gathered from different existing sources and databases at country and field levels. The information collected from the country's institutional sources and the databases of aid agencies should be reviewed in terms of socio-economic and gender analysis. For complex emergencies, the information should be analysed with Key Informants in the new context, considering the changing trends in the existing structures.

This information represents a reference for emergency operators to identify and assess the diversified impacts on men and women, to be ascertained with participatory tools, at general and local context. The immediate relief needs of the most vulnerable affected by a disaster, analyzed by sex, should be assessed with a participatory process in order to restore their minimum food security and acceptable livelihood status.

Project documents should cover the needs identified for the intervention and background information on the area context. They should include a justification, rationale, description of the operation (location and number of male and female beneficiaries) and implementation strategy modalities (including distribution modes), technical specifications for the relief packages, and cost estimates of the operation.

## Relief Operations

The in-depth process of area and beneficiary segregation and selection is performed at the inception of the relief operations, based on the results of the impact assessment phase. This requires the building of an additional information system to identify individual beneficiaries, with the maximum participation of all stakeholders.

For the implementation, national NGOs with a 'commitment to women' mandate and women's associations at the operational level should preferably be selected as partners for targeting female-headed households. The final estimation of target beneficiary numbers and their location will be based on vulnerability mapping and agreed with the implementing operators and partners.

In order to follow a gender perspective in administrative screening, proper agreements with aid administrators should be reached, based on the reliability and validity of the results of a vulnerability mapping exercise carried out during needs assessment.

A matrix combining all the collected information (including recommended relief packages) should be built. This should define the quantity of goods and services to be provided to the target group, in order to achieve the desired impact of the project activities. The result of this process will be used for the preparation of allocation and distribution plans. Appropriate screening tools for administrative, community or self-targeting mechanisms should be selected to ensure that only those who meet the targeting criteria actually receive the benefits.

In the case of a community targeting procedure, a gender perspective in aid distribution will depend on the community's level of organization, which should be thoroughly evaluated prior to choosing this option.

A self-targeting approach implies choosing an aid package that only the target population wants (including a cost that only the target beneficiary is willing to pay). When targeting female-headed households the results of the livelihood and farming systems analysis should be taken into account to understand the effectiveness and applicability of such a procedure. The prevailing workload of women and existing relations with their actual nourishment and health status should be considered.

The extent to which interventions actually cover all those experiencing acute and exceptional food insecurity should be judged. The timing and duration of sustained forms of reconstruction, rehabilitation and recovery should also be evaluated. Actual beneficiary numbers should be monitored and compared with provisional figures established at project inception.



#### Qualifications (Project Officers and International Consultants)

- University degree in rural development, agronomy or rural sociology with experience in women in development and gender issues
- Excellent knowledge and practical experience of PRA application and training, as well as broad working experience in the field of community participation in the Region
- University degree in rural development, rural sociology or agronomy, with experience in women in development and gender issues
- Knowledge and field experience in gender issues, possibly in emergency situations
- Knowledge of locally spoken languages would be valuable



### TOR - Emergency Relief Programme Specialist

#### Needs Assessment, Targeting and Project Formulation:

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- Participate in the assessment of the rural sector using a gender approach in order to establish a profile of small-scale farmer's needs and constraints, particularly female-headed households, to meet short-term and long-term objectives (i.e. creation of income-generating opportunities)
- Assist in the identification of target farmer groups in the rural sector using stakeholder analysis (SEAGA Programme)
- Evaluate the gender 'protocol of intervention' in the case of a new emergency
- Collaborate in the design of a coherent agricultural and rural development policy using a participatory and gender approach
- Ensure incorporation of a gender approach into information systems, so that both men's and women's needs are properly taken into consideration in the dissemination of information
- Revise and update information and training material to incorporate a gender perspective
- Assist men and women beneficiaries to be responsive to their economic, social and cultural setting



### TOR - Participatory Rural Development Specialist: Women's Groups

#### Rehabilitation of Women's Groups:

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- Conduct, in collaboration with the national coordinator and counterpart, PRA-based objectives and needs assessments among rural women's groups, using a gender approach. Establish a profile of farmers' needs to meet current short-term objectives, the plans of both men and women to realise these objectives, and needs for external support to overcome existing economic and institutional constraints at local level.
- Assess options for improving women's access to updated information and revise, on a demand-driven basis, existing training modules to assist women's groups in revitalizing their activities in the context of their current economic, social and cultural environment.
- Submit a final report highlighting achievements, the objectives and needs of the target beneficiaries, and recommendations for the follow-up of project activities.



### TOR - Emergency Coordinator

#### **Programme Coordination:**

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- Organize a Training workshop on Socio-economic and Gender Analysis in Emergency Operations for relevant staff of local governing bodies, NGOs and other stakeholders in cooperation with other international agencies.
- Organize training workshops with adequate women's and men's representation (including women's groups) to present and evaluate various potential rehabilitation options and approaches, which may contribute to the transition from a situation of emergency relief to a process of sustainable rural development. Focus should be placed on strategies such as access to productive resources, agricultural services (extension and training), group-based savings/micro-credit, the establishment of decentralised group-based and owned risk funds, agro-processing, and sustainable natural resource management, as well as the creation of new women's groups.
- Based on the findings from the field and lessons learned, revise the project approach and strategy proposed for any follow-up phases incorporating a gender approach.
- Submit a final report highlighting achievements, assistance objectives, needs of beneficiaries, and recommendations for follow-up activities.

## Question Tank Human Resource



### Gender Efficiency Checklist

- ▶ Under which circumstances does it matter whether the project's staff is male or female?
- ▶ Can men and women do the job equally well? Is gender seclusion practiced in the area?  
Are project staff of a particular sex needed to contact village men or women separately?
- ▶ What are the implications of hosting meetings in a public place?
- ▶ Do distributors harass either sex (e.g. sexual harassment)?
- ▶ Are favors being made or required by either sex in order for them to be able to obtain relief items?  
If so, one? Both? What is the nature of the favours?
- ▶ Can village members of both sexes (such as committee members) attend overnight training workshops outside the village? If not, which cannot and why?
- ▶ Is it culturally acceptable for village leaders or project staff of either sex to ride bicycles? Motorbikes?  
Can men and women each ride in a vehicle with a member of the opposite sex in the absence of their partner, and with no other person of the same sex present? If no, what are the minimum conditions considered acceptable?





# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ Give an overview of the Needs Assessment Process and SEAGA tools that can be used for a Participatory and Gender-sensitive Needs Assessment.

- 📖 See: SEAGA Guiding Principles and SEAGA Tools.
- 📖 See: WFP Commitments to Women.
- 📖 See: FAO Technical Handbook Series on Emergency Activities.
- 🕒 *Module links:* Targeting and Procurement
- 📖 See: WFP/UNHCR MOU (defining responsibilities and arrangements for cooperation).

### KEY CONCEPTS

- ▼ Access to resources and inputs, Agricultural and relief needs, Checklists, Crop and Food Supply Assessment Missions (CFSAM), Joint Food and Nutrition Assessment Missions (JFNAM), National food balance sheet, Needs assessment, Nutritional gaps.

## NEEDS ASSESSMENT

### Overview for Emergency Operations Planning

In the wake of a disaster or emergency, assessment of the most urgent needs of the men, women and children living in the most affected areas takes place. These needs will represent the basis for the design of a relief programme. During this phase **the areas of intervention and the beneficiaries are identified**. A more specific assessment of individual or group needs of registered beneficiaries is further **refined when relief operations take place**.

#### Needs Assessment

Needs assessment is a process of understanding the essential and immediate relief needs, of the most vulnerable and disadvantaged men, women and children, in order to restore their food and livelihood security status following a disaster.

In the reconstruction phase, it is important that project planners properly assess **household composition** (female-headed or orphan-headed households as a % of total population) and **labour availability** (family labour shortages due to disability, deaths, and old age).

The integration of gender analysis into every element of the assessment process is essential to understand the specific needs of each population segment. This is necessary to meet overall and specific objectives, such as principled or equitable distribution of aid and ensuring food security and recovery of agricultural production. The analysis of the impact of the crisis on communities begins with an **understanding of vulnerability** and **coping mechanisms**.

Female-headed households in rural areas are often the most economically and politically disadvantaged population group. The information on these households should be correlated with welfare indicators (e.g. maternal mortality, fertility, teenage pregnancy rates, literacy levels and employment rates) in order to understand their **productive capacity** and their **capabilities** as food securers for their dependents.

#### Main Aims of Needs Assessments

- Determine needs**, especially of the most marginalized men, women and children, in a disaster-affected society
- Set priorities for action**, focusing first on the needs of the most vulnerable
- Provide data** for programme **planning**, including data disaggregated by sex and age
- Determine the **anticipated impact**, of the programme on the most vulnerable

## Vulnerability Factors

**Several factors influence a person or household's food supply/access vulnerability in a crisis-situation:**

- Loss of own food production or stocks
- Loss of income and/or tradable assets
- More difficult economic access to food due to price increases
- Failure of traditional coping and support mechanisms and systems

## Assessing Food Assistance Needs

WFP needs assessments are often conducted in cooperation with FAO - Crop and Food Supply Assessment Missions (CFSAM), and UNHCR - Joint Food Needs Assessment Missions (JFNAM).

The focus of FAO/WFP joint assessment missions is to assess the national food supply situation during and after an emergency and to determine the need for international food assistance.

These missions are mounted by GIEWS in FAO and VAM in WFP and are based on indications provided by FAO's global information and early warning network. Regular missions are launched to the most insecure countries and sub-regions.

Agencies agree on the modalities of the assistance, composition of the food basket, ration size, duration of assistance, and non-food items that may impact the nutritional status of the beneficiaries. As the majority of the refugee population is composed of women and children, special consideration is given to these **vulnerable groups**.

The approved *per capita* minimum daily food energy requirement is 2100 Kilocalories. The food and nutrition situation of refugees should be reviewed at least every 12 months.

WFP needs assessments are carried out when urgent information on possible food aid needs is required, in particular when the importance and complexity of the operations exceeds the possibilities of a CFSAM or JFNAM. Very often, WFP assessments are also part of a management review exercise in protracted relief operations, when a better understanding and an improved impact of the WFP operation are required.

WFP intervenes when refugee caseloads exceed 5,000 persons. WFP is responsible to determine whether and how much food assistance is required for all or only part of the refugee population. The food item needs assessed (in terms of specific commodities and quantities) are cereals (in grain or flour form), edible oil and fats, pulses and sources of proteins, blended food (like corn soya blend), salt and sugar, and high-energy biscuits. In the case of whole grain provision, the availability of milling resources or facilities should also be assessed.

The CFSAMs are normally planned to be in country towards the end of the main cropping season, when production can be estimated in a reliable fashion. Accordingly, the food supply and demand situation in the forthcoming marketing year is analysed at national and sub-national levels, with the aim of estimating food deficits and the assistance required for meeting them. These two objectives are approached separately for estimation purposes.

### CFSAM Complementary Roles

#### FAO

- Estimating national and sub-national utilisation levels and capabilities of food supply
- Crops and harvest prospects
- National capacities to fill food supply gaps
- Per capita and national consumption of basic food commodities
- Overall food balance sheet

#### WFP

- Logistic support, and estimating the emergency food needs of the vulnerable population
- Households' food access and deficits levels
- Role of food assistance and food basket determination
- Quantity of food to be supplied at household level, and timing and duration of the assistance
- Intervention strategy and targeting methods

### National Food Balance Sheet Criteria

- Domestic food production (principal commodities)
- Opening and closing stocks
- Per capita and overall domestic utilisation
- Impact on local food systems and the coping behaviour and status of local institutional resources
- Affected population and the most vulnerable
- Food security of these various groups
- Target populations for emergency food assistance
- External commercial trade
- Imported food assistance requirements
- Scope for triangular transactions and financed local procurement
- Ration rates
- Programme duration
- Logistical aspects
- Distribution mechanisms

### JFNAM Mission Criteria and Activities

	UNHCR	WFP
<input type="checkbox"/> Socio-economic and nutritional status of beneficiaries	<ul style="list-style-type: none"> <li>● Nutrition status assessment</li> <li>● Refugee registration</li> <li>● Selective feeding</li> </ul>	<ul style="list-style-type: none"> <li>● Food requirement estimation and targeting</li> <li>● Leadership</li> <li>● Logistics</li> </ul>
<input type="checkbox"/> Cultural practices and impact on women		
<input type="checkbox"/> Overall food availability		
<input type="checkbox"/> Market conditions in host region and possible interactions	<p><b>Food commodities:</b></p> <ul style="list-style-type: none"> <li>▶ Local fresh food</li> <li>▶ Spices</li> <li>▶ Tea</li> <li>▶ Dried/therapeutic milk.</li> </ul>	<p><b>Food commodities:</b></p> <ul style="list-style-type: none"> <li>▶ Cereals</li> <li>▶ Edible oil and fats</li> <li>▶ Pulses and sources of proteins</li> <li>▶ Blended foods (like Corn Soya Blend)</li> <li>▶ Salt and sugar</li> <li>▶ High-energy biscuits</li> </ul>
<input type="checkbox"/> Prospects for self-reliance		
<input type="checkbox"/> Food security of local population		
<input type="checkbox"/> Availability of cooking fuel and impact of using the cooking fuels		

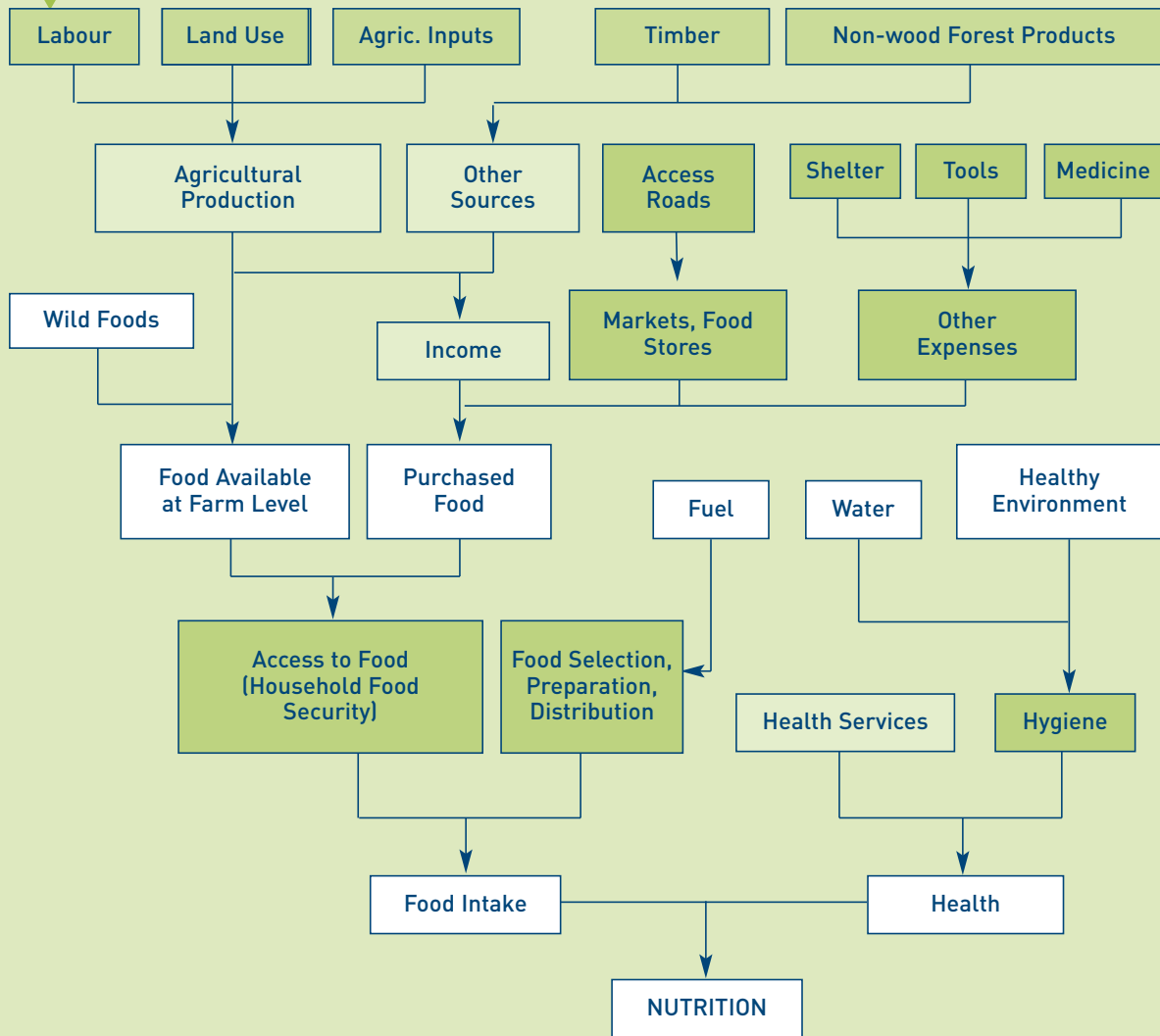
### Assessing Food Security Needs at Household Level

Statistical data collected at national and sub-national levels, from official aid agency sources and VAM systems, in many cases need to be integrated with qualitative data in order to gather gender-differentiated information. This is required to tailor the emergency intervention to the specific needs of men and women.

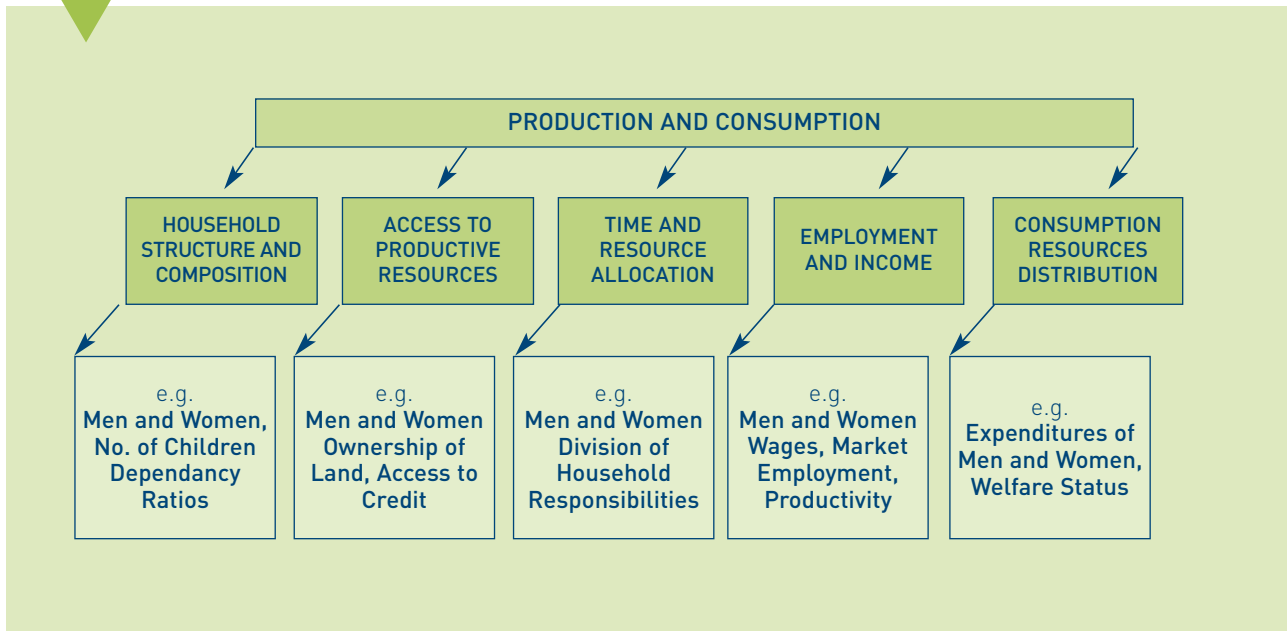
In general terms, emergency assistance is designed to cover the gap between minimum household-consumption requirements and resources available to affected household during a crisis.



### Linkages between Household Food Security Factors and Nutrition



### Intra Household Factors



The minimum food needs are those which can be neither produced, nor acquired by other means of income, food reserves, remittances or collection of wild foods. Needs can also be limited in time, requiring coverage of the deficit until a minimum quantity can again be realized. The need to sell significant amounts of food produced in order to meet other essential expenses, such as medicine, schooling, fuel, wood, and soap, should also be considered.

### Assessment of Nutritional Gaps

This type of assessment can be divided into two related categories:

**a) Wasting** is the principle type of growth failure associated with acute protein energy malnutrition among children and immediate causes of malnutrition. Severely malnourished children are easily identified. Mild and moderate malnutrition is more difficult to detect by visual observation. Cultural practices may favour one group over others. While nutrition assessments are targeting children, vulnerable adults such as the elderly are often left out and these may be a very vulnerable and affected group.

**b) Causal factors** are more complex. Assessment requires an understanding of the interplay and inter-relationships of food access caring practices, health services and the environment. Armed conflict and displacement have profound effects on these factors. A gender perspective in the assessment process will help determine the causes and factors affecting all levels and sections of the community and household.

## Assessment of Agricultural Relief Needs

Assessment missions are concerned with factors affecting agriculture activities over the season following the disaster, or on a continuing basis in protracted relief and recovery situations.

Priority types of assistance required to eliminate important constraints to production resulting from the disaster for each affected group, **number** of target beneficiary households; and the **amount** of each type of assistance required per group are **profiled**.

### Gender-related Issues at Field, Intermediate and Macro Levels

Emergency interventions for distribution of basic inputs should be designed based on an analysis of agricultural production systems applying a gender perspective. There is scope to strengthen the participation of men and women in carrying out diagnoses of emergency interventions and to make communities aware of the role of women in farm production units. This will contribute to furthering widespread recognition of women's contribution to the rural economy, and encourage attitude changes amongst both men and women.

In formulating priority types of assistance, an essential rule is to carefully compare the identified needs with the type of commodities to be provided, and the possibility of funding (locally and internationally). Resources are not always available to meet the needs of all those affected. Proper **prioritisation**, based on the results of the PRA process, is needed to concentrate on the means of production necessary and sufficient for short-term recovery of livelihoods and food production of the most needy population.

Emergency interventions for distribution of basic inputs should be designed in a participatory way based on an analysis of agricultural production systems, with a gender perspective. For this, it is necessary to strengthen the **participation** of men and women in assessments, raising awareness of women's roles in farming. The participatory tools indicated above will help emergency operators in understanding the dynamics of **divisions of work, access/use/control of resources, and decision-making**.

When calculating needs for inputs and means of production (e.g. through crop/farm models), labour requirements against availability of labour are normally considered. The gender analysis takes into account the fact that the availability of labour is different for female and male-headed land and animal holdings. The holding size for which requirements are to be evaluated, is frequently different for each. **Time and energy-saving technologies** should be specifically considered and designed for women who carry the burden of major workloads.

The quantification of female-headed households and farming/livelihood systems will provide the needed information base to yield a gender diversified need assessment process with proper analysis of impact differences on men and women. This should be conducted through general data collection at central level and from PRA field analysis.



## Access to Services

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When crises occur, women very often assist with or totally take over activities normally performed by men. For proper operations design, women's access to services such as credit, extension, training, supply sources, transport and mobility should be understood, as in many cases these may have been targeted at men.

Access to land is not only a legal matter or a customary issue, but also a question of power. Inputs distributed in emergency interventions might in some cases negatively affect women's control of crop production and land cultivation, as men might be attracted by the increased revenues and decide to replace women in taking responsibility for the introduced activity.

## Seeds

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Seeds are the most frequently needed form of emergency assistance inputs for crop production. The timing of food aid in case of extreme food insecurity is a determining factor in people's ability to retain seed for the following cropping season.



### Seed Security

**'Seed Security'**: The sustained ability of all farmers to have sufficient quantities of the desired types of seed at the right time'. It has two aspects: the **availability** of and the **access** to quality seed. It does not only refer to the **quantities** and **qualities** of seed, but also to the **timing** (i.e. availability of seed at the time of planting), the **finance** (ability to have or purchase), and **equity** (access to available seed for all farmers in the community).

- ▶ Seed security has to be addressed at different levels: household, community and national
- ▶ The best general approach to increase seed security is to strengthen the local seed system
- ▶ General poverty alleviation and consistent seed security policies are also necessary
- ▶ Rice, wheat and barley are self-fertilising crops and farmers can relatively easily produce and store good-quality seed

The different expertise and knowledge of men and women of the local environment should be considered during needs assessments. Men have often been exposed longer to improved production technologies, and their holdings are often larger and focus more on cash crops and large animals. Women are in many cases more knowledgeable about traditional techniques of production. Rural women are largely responsible for seed and planting material **selection, improvement** and **adaptation** of staple food-plant varieties. When seed sources are compromised by a disaster, women can often identify adapted varieties and ensure the means to restore production.

## Relief Seed Programmes

**Diagnosing and planning emergency seed provision is complex, not the least because of the need for acting fast.**

▶ <b>Timing</b>	Seed relief is rarely appropriate or feasible while an emergency is in an acute phase. The provision of food aid may be more useful so that families are not forced to eat their hoarded seed.
▶ <b>Appropriateness</b>	Where seed relief is appropriate, the aim should be to distribute seed that is as close as possible to that which the community was using before the emergency: not just seed of the same crops but also of the same varieties.
▶ <b>Rationale</b>	The underlying rationale for seed relief is that it helps to re-establish a 'self help' mode within communities affected by emergencies. Once families have seed and basic tools, their dependence on external sources for their livelihoods is reduced. In most circumstances, seed relief should be a short-term intervention.
▶ <b>Relevance</b>	It is a waste of resources committing seed relief unless there is a clear indication that a lack of seed is the key factor preventing families from returning to 'self-help' mode.
▶ <b>Perspective</b>	From past experiences, even after severe droughts or armed conflicts, seed is often still available within communities (from secret stores, or via traditional supply lines). Other items, such as drugs, tools and building materials may be in much greater demand.
▶ <b>Responsiveness</b>	Repeated distributions of relief seed after the first few post-emergency seasons are not appropriate as it interferes with restoring the local economy and re-establishing local seed supply.
▶ <b>Impact</b>	The free distribution of seed in such a situation may be very damaging to the restoration of the local seed system and the use of genetically adapted material.

While seed distribution emergency relief programmes have helped farmers, they have often not been able to restore the adapted crop diversity lost with the disaster. In some cases new untested varieties have been introduced, bringing new diseases, pests and reduced yields. More importantly, untested material can pollute germplasm of the local varieties, thereby accelerating genetic erosion.

## Seed Selection Characteristics

- |  |  |
|--|--|
| <input type="checkbox"/> Resistance to pest and diseases     | <input type="checkbox"/> Nutritional attributes      |
| <input type="checkbox"/> Soil and agro-climatic adaptability | <input type="checkbox"/> Taste and cooking qualities |
| <input type="checkbox"/> Processing properties               | <input type="checkbox"/> Storage properties          |

Seed and planting material requirements can be analyzed through participatory techniques. Examples include crop types, varieties, rates and plant population densities, cultivable area, amount per household, and sowing and planting times. In crises, the inclusion of seed protection (food) rations to last during the cultivation period until harvesting time should also be considered.

The repeated local production and saving of seeds by farmers can change the genetic composition of the variety. Quality Declared seed can lose its characteristics after three to five years (e.g. wheat). When this change is negative, it is called 'degeneration'. This can be managed through improving degenerated varieties or preventing varieties from degenerating.

### Variety Maintenance and Improvement Objectives

- Improve seed **vigour** by selecting well-developed plants and plump seeds only (**physiological and analytical quality**).
- Reduce disease incidence by discarding obviously diseased plants or seeds (**sanitary quality**).
- Maintain the genetic quality of the variety, adapt the variety to changing growing conditions, and obtain **better varieties**.

Variety maintenance and improvement have different objectives but are closely related and involve similar activities. In certain situations, these are based on the selection of seed from plants with particular defined, desired characteristics – eliminating the less desirable ones (positive and negative selection).

When a farmer is not using his or her own seed, there are different sources from which to obtain seed. The reasons for using seed from other sources depend on quality and price.

### Seed Sources

- Seed from a **relative, friend and neighbour** can be a good option because the variety and quality are known, because the farmer has seen the crop in the field during the previous season.
- National seed programmes** may be good sources of seed of new varieties. They usually provide certified (or quality declared) seed of recommended varieties. Farmers are quite capable of producing seed themselves. Once they have the variety, they can save their own seed.
- Seed from the **market** or from an **intermediary** can be risky. Seed from these sources is often grain produced for consumption, sometimes with some selection for size and uniformity. This is often the last option to obtain planting material.
- Commercial enterprises** tend to have to make profits. They will concentrate on selling seeds and crops of varieties that need regular purchases from farmers. Thus, they tend to prefer to specialise in hybrids and crops with seeds that are difficult to produce locally.

### Seed Demand

- The farmer was not able to save seed, (e.g. last year's harvest was too small and the grain was eaten, insects or moulds attacked the stored seed, or all the harvest had to be sold to meet sudden expenses).
- To get seed of a new variety.
- The storage period from one harvest until the next planting was too long for seed quality to be maintained.
- To replace the farmers' own diseased or 'degenerated' seed (Two different types of seed degeneration can be distinguished: genetic degeneration and a gradual reduction of the sanitary quality, commonly due to a build-up of virus in the seed).
- Unfavorable production conditions.
- The specialisation required by the farmers for seed production does not fit the level of mechanisation and productivity of the farm.

There are two major aspects to 'seed' from a farmer's point of view: **quality** and **availability** (sources and seed security). Strategies to assist seed systems have to consider both these aspects.

Small-scale farmers usually prefer to use their own seed. It is the cheapest, most readily available, and of a variety that the farmer is familiar with. The farmer knows the seed quality, and the seed is available at planting time.

A number of factors determine the demand for seed by a household, a community or a village. The fluctuation of the demand from season to season usually follows a pattern determined by the incidence of pests and diseases and the general yield level in the region. There are different reasons, however, why a farmer may be using seed from other sources.

### Agro-chemicals

The objective for including agro-chemicals, particularly fertilisers, in relief packages is to promote a rapid return to agriculture productivity and food security, at least to pre-disaster levels, by boosting crop yields.

While seed is generally freely provided, agro-chemicals may be distributed on a sale basis to affected farmers. Funds generated are generally used to support the purchase of other means to rehabilitate infrastructure, or to create a revolving fund for further procurement.

Special considerations are often necessary for the purchase of agro-chemicals by female-headed households, as this might increase the need for earning cash income "forcing" women to agricultural wage labour. This in turn could further increase the workload of women.

Thus, agro-chemicals should be provided based on specific needs, requests and knowledge of their use by target beneficiaries. Application rates and relevant relief packages should accordingly consider the gender- differentiated holding sizes.

The handling of agro-chemicals is hazardous. As the funding source and procurer of agro-chemicals, FAO assumes various responsibilities (at least the technical-scientific responsibility). Recommendations for the use of agro-chemicals should not be initiated unless precautionary measures and product responsibilities are first established (usually the buyer at the time of purchase). Only those products that are registered in the country should be ordered. Therefore, please contact the national registration authority, normally the national Plant Protection Service.

Procurement has to be combined with the necessary protective clothing for the user. Highly hazardous chemicals should only be applied by highly skilled labour.

Self-reliance and sustainable integrated agricultural production at farm level should be considered in terms of integrated pesticide management (IPM) approaches. Women, due to insufficient exposure to extension and training, are likely to lack knowledge in pesticides use and therefore adequate IPM technical assistance services should be foreseen. In addition, low-cost and adapted means easily available in local markets must be given preference to ensure a sustainable use of pesticides.

The introduction of elements of an Integrated Pest Management (IPM) Programme should be considered whenever pesticides are going to be supplied. Short-term consultancies should include in their terms of reference the identification of proposals for future IPM activities.

### Agro-Chemicals Criteria

▶ <b>Field</b>	Pests, Crops, Stage of plant development, Area to be treated in hectares.
▶ <b>Product requested</b>	Active ingredient, common name, Reg No., and alternative products which also meet the specifications.
▶ <b>Formulation</b>	%, g/l, g/kg, EC, WP, DP, GR, UL, etc. Ref: GCPF International Coding System for Product and Formulation Types.
▶ <b>Quantity</b>	Density, Mass, Volume, Pieces, Consignment divisions.
▶ <b>Toxicity</b>	Ref: WHO Recommended Classification of Pesticides by Hazard.
▶ <b>Application</b>	Dose (l/ha, kg/ha), technique and dates. To reflect the application technique to ensure that the products are used accordingly.
▶ <b>Packaging</b>	Container/package size. The pesticides ordered should be delivered in their final-use container-size, i.e. the size of the container has to be specified according to the use conditions.
▶ <b>Shipment</b>	Transport (sea, air or land). Ref: International Dangerous Goods Regulations.
▶ <b>Protection</b>	Available protective clothing as well as any protection needed.
▶ <b>Labeling</b>	Ref: FAO Code of Conduct, Article 10. The label is the most important and only source of information on the judicious use of the pesticide. Sometimes more than one language has to be used.
▶ <b>Receiver</b>	Address of responsible person/institution.
▶ <b>Proposals</b>	Future plant protection measures.

## Farming Tools

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These tools (and implements) are essential means of production and usually last only two seasons. Disaster affected communities often lose their tools and implements, or sell them as a coping measure to purchase food. Frequently they have no cash to purchase new ones. These items thus form part of relief packages.

Although there are significant geographical differences in the levels and types of production implements, the hand-hoe is generally the most widely used. Several gender-related ergonomic differences should be considered when selecting hand-hoes (e.g., length of handle, blade's width and weight and the method of fixing the blade to the handle). In order to manufacture implements tailored to women's physical characteristics, all relevant information should be collected. Consultations between blacksmiths and female farmers should also be envisaged to ensure the production of suitable tools.

The introduction of improved technologies (such as new implements, animal-traction or mechanisation) is usually not foreseen in relief operations, as this would require heavy inputs of training and technical assistance. Technologies such as mechanisation often displace women's wage-earning opportunities. Adapted and acceptable technologies that reduce women's workload could be introduced in emergency interventions and specific situations.



### Effects of Mechanization on Women<sup>1</sup>

**In the Philippines a small de-hulling machine was designed because de-hulling was the most time-consuming and laborious activity of women's post-harvest duties. The machine reduced women's work time allowing them to carry out in a few minutes what would take several hours to do by hand.**

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<sup>1</sup> Source: Mowbray, 1995.

 Hand Implements and Blacksmith Tools Situation Assessment Criteria

- Regional, National and Provincial
- Types of hand implements
- Uses of hand implements
- Replacement periods
- Main population clusters
- Levels of specialisation
- Service areas and ratios
- Food production activities
- Implement multifunction uses
- Distribution linkages
- Production assistance history
- Fuels
- Workshops
- Rural blacksmiths
- Growth Centers
- Water pump equipment
- Hand tools production
- Local designs
- Tin-smithing
- Blacksmith tools raw materials
- Large scale manufacturers
- Regional suppliers
- Government policy
- Raw materials costs
- County and district
- Types of blacksmith tools
- Uses of blacksmith tools
- Seasonal availability
- Production locations
- Production rates
- Agricultural zones
- Gender roles
- Periods of usage
- Conflict boundaries
- Supply assistance history
- Site characteristics
- Master blacksmiths
- Apprentices
- Partnership services
- Food processing equipment
- Blacksmith tools production
- External designs
- Repairs and maintenance
- Implements raw materials
- Humanitarian agencies
- International suppliers
- G.I.S. services
- Itemised production costs

### Specialised Knowledge Required to Support Local Hand Tool Production

- Site preparation and fire points
- Use maintenance and arrangement of blacksmith tools
- Identification and uses of available scrap metals
- Identification of equipment parts and their functions (e.g. ox ploughs)
- Fire management, forging, punching and drifting, hardening and tempering, repairs of selected items
- Project coordination, operation and administration
- Blacksmith tools required for making new blacksmith tools
- Blacksmith tools required for making each hand implement
- Specifications of raw materials for production of blacksmith tools
- Specifications of raw materials for production of hand implements
- Quantities of blacksmith tools and hand implements obtainable per quantity of raw materials
- Methodologies for consumer survey, skills levels assessment, workshop capacity assessment, product quality assessment, monitoring and evaluation, and quality control
- Local procurement Memorandum of Understanding
- Training manuals (e.g. metal work, inventory, cash management, and marketing)
- Blacksmith training tool kit specifications
- Village production center (master blacksmith) tool kit specifications
- Additional blacksmiths tool kits to diversify production (e.g. fisheries)

### Livestock

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Livestock support is a more extensive topic than just restocking. Restocking programmes, involving the distribution of live animals, are often exposed to considerable risk. They are subject to problems of disease and logistics constraints (e.g. feeding), and are expensive. However, livestock = human food security for many people.

Women play key roles in raising small animals and in harvesting and processing livestock products for household consumption and sale. Men are often the owners and sellers of large livestock. In disaster situations men often migrate, join the war or seek off-farm employment, and women assume greater responsibilities in animal husbandry. Moreover, in response to the expanding urban demand for livestock products, peri- and intra-urban livestock raising have increased as income earning enterprises, with a greater participation of women and children. Ultimately, in most cities of developing countries, women are also vendors of prepared food which often utilize animal products.



Women frequently rear backyard poultry and small ruminants. Poultry **restocking** projects implemented with associated **training** and projects involving in-country redistribution, for example of small ruminants and draft-animals, have proved to be successful (e.g. Azerbaijan, Eritrea and Somalia).

Widows often do well when restocked. Women should preferably be actively engaged to the extent possible in target community consultations. Restocking helps to facilitate family reunification as displaced persons will tend to go “back on the range” if given enough animals (e.g. Afghanistan: about 70 small livestock per family - minimum). Families who have some stock of their own and are still in the pastoralist system should be targeted, i.e. not totally destitute with little or no respect or traditional rites in the community.

In the case of traditional animal traction with women’s active participation, the provision of draught animals with ploughs could contribute to alleviate their excessive workload and increase their labour productivity.

SEAGA analysis is frequently under utilized in emergency programming. Participatory techniques assist in the identification of the gender roles in **managing** different animal resources; understanding the different **end-users** for various categories of livestock; and in the assessment of needs for **live animals, feed** and **veterinary remedies**.

### Programme Guidelines

#### **Quantitative indicators do not always provide enough information and are not good for social objectives.**

- The viability of the intervention should be considered (i.e. whether or not there is sufficient political stability, fodder and water, and market viability/access).
- Programmes of restocking need to be long term - requiring community ownership, monitoring and follow-up. Restocking should be conducted as part of a package that ties in with associated services, rather than a stand-alone intervention, i.e. it should be done in an integrated way that supports longer-term growth in the overall sector - water/land/animal management, marketing, animal health training, and livelihood diversification.
- Attempts should be made to provide alternative food while herds are building up in numbers.
- Animal health measures should be available at every phase of an emergency in order to preserve livestock herds, promote productivity and maintain resale values.
- Market and infrastructure support should be considered to ensure active and healthy livestock markets for the benefit of pastoralist farmers but also to maximise the use of limited emergency resources.
- Small stock restocking can be applied as a strategy to enhance mobility of assets in highly insecure areas or in areas of increased environmental degradation, or to increase household food security in camps for refugees and displaced persons.
- In some circumstances, assistance should concentrate on large stock (or at least mixed stock), as they tend to be more valuable in the long term. Restocking with mixed species is better than small stock only.
- Camels are best in dry areas, but they take a relatively long time to produce. Camels should be given with goats/sheep in order to build up numbers and provide a food supply. This tends to be expensive.

International transportation of emergency animal feeds is in principle not supported by FAO, though there may be a case for importing trace minerals. The supply of supplementary feeds can be considered, after carefully assessing **their cost-effectiveness** in extensive **grazing systems needs**. This is more easily justified for **breeding** and **draft animals** than for whole herds.

In extensive systems, the upgrading or rehabilitation of degraded rangelands, for example through oversowing with legumes or certain perennial grasses, might be an option in limited patches of rangeland where soil and moisture conditions are favourable.

### Pastoral Banking Systems

**The establishment of alternative investment opportunities for pastoralists, particularly those in middle or higher wealth strata, has been called a “keystone intervention” on rangelands. There are however a number of criteria to be considered in project design which, at least at first sight, appear to present important obstacles.**

- Such a scheme could require a motivational component to interest pastoralists in banking, and careful design to ensure they had easy access to their money.
- Will bank accounts in depreciating developing-country currencies represent a better real return than livestock, even if periodic drought losses are factored in?
- How will pastoralist banking interact with the use of livestock to build social networks and prestige?
- Will traditional intra-community mechanisms of supporting the poor through livestock loans suffer? Have other traditional forms of saving (jewelry, guns, carpets) been considered?
- How can the logistics of bringing pastoralists and banks together be overcome?

Special consideration of environmental hazards and related dangers of overgrazing should be made, particularly in areas of forced high human concentration - such as IDP and refugee settlements. In these areas re-stocking might not be advisable. Intervention strategies need to reflect these realities by incorporating support for livelihoods programmes as a part of quality overall emergency response.

### Environmental Considerations

- Drought mitigation measures**, to minimise the impact of drought on production systems and livelihoods. These should include: de-stocking, drought-time grazing or fodder with emergency water supplies, credit, cash/food for work and other measures to maintain human food availability, rapid increases in human and animal services, suspension of taxation and associated charges, and relief measures - particularly for the infirm and those unable to work.
- Emergency de-stocking** to reduce pressure on stressed grazing areas, stimulate local economies in times of crisis and/or facilitate cash injections at critical times. If farmers are discouraged from selling or moving stock in bad years, this action encourages the build up of large herds, contributing to overgrazing.

## Fisheries

Emergency assistance may be required to restore production and livelihoods of artisan fishery systems, affected by natural disasters (storms or tidal waves) or complex emergencies, where boats and equipment may have been lost. A gender-sensitive assessment is needed to determine the number and condition of affected people, boats, fishing gear and equipment in different locations before and after the event. This should take into consideration fishing, preservation, processing and transport methods; alternative sources of livelihood; and current and prospected market trends for fish produce.

### Specialised Knowledge Required to Support Artisan Fishers

- |   |  |
|---|--|
| <input type="checkbox"/> Fishing methods and techniques     | <input type="checkbox"/> Net mesh and nylon twine size     |
| <input type="checkbox"/> Fish species                       | <input type="checkbox"/> Number, tex, denier, meters/kg    |
| <input type="checkbox"/> Processing                         | <input type="checkbox"/> Net construction and hanging      |
| <input type="checkbox"/> Preservation                       | <input type="checkbox"/> Hook types and dimensions         |
| <input type="checkbox"/> Insulated containers and canoes    | <input type="checkbox"/> Float and ballast dimensions      |
| <input type="checkbox"/> Cast, set, seine, and dipping nets | <input type="checkbox"/> Stainless steel wire (50 cl, 1mm) |
| <input type="checkbox"/> Hook and line                      | <input type="checkbox"/> Rope (PE/PP) strands (4-8 mm)     |
| <input type="checkbox"/> Trap baskets                       | <input type="checkbox"/> Monolines (e.g. green 1.7-1mm)    |
| <input type="checkbox"/> Environment protection             | <input type="checkbox"/> Lead sinker types (210/240)       |
| <input type="checkbox"/> Coastal fisheries                  | <input type="checkbox"/> Twine diameter/stretch-mesh       |
| <input type="checkbox"/> Inland fisheries                   | <input type="checkbox"/> Mounting, rigging, and hanging    |
| <input type="checkbox"/> Villages                           | <input type="checkbox"/> Business management               |
| <input type="checkbox"/> Training centers                   | <input type="checkbox"/> Pricing, buying and selling       |
| <input type="checkbox"/> Fishermen and fisherwomen          | <input type="checkbox"/> Marketing                         |
| <input type="checkbox"/> Record keeping and stock control   | <input type="checkbox"/> Surveys                           |

In fishing communities women tend to predominate in the handling, preservation and processing of the fish product: they assist in unloading boats and nets, they work at sun-drying, salting, smoking, preparing and processing fish. All side activities (such as collecting water, salt, and fuel) are also often managed by women and are very time-consuming and physically exhausting. In some regions women are also directly involved in fishing from shore, boats and in making and mending fishing gear. They also contribute significantly to feeding and harvesting in aquaculture enterprises.

## Question Tank - Needs Assessment

### Situation Checklist

- ▶ What happened?
- ▶ Who are the people affected by the disaster?
- ▶ Are they men, women, or children?
- ▶ Where are they?
- ▶ How can you communicate with them?
- ▶ Do you need separate meetings with men and women?
- ▶ Are they refugees, displaced or local people?
- ▶ Are their settlement patterns voluntary or involuntary?
- ▶ Who needs what most?
- ▶ What do they need first? For how long is support needed?
- ▶ Do different people have different needs?
- ▶ Is food available? Where? For whom?
- ▶ What are the food habits? What has been changed?
- ▶ How is food shared within the families/groups?
- ▶ What are the conditions of access to food for men and women?
- ▶ What can you do?
- ▶ How can you do it? How can they do it?
- ▶ Who can help?

### People Affected Checklist

- ▶ What are their characteristics (male, female, <5, >60)?
- ▶ How many are female-headed households?
- ▶ How many are orphans?
- ▶ How many are disabled?
- ▶ How many are internally displaced persons? Refugees? Returnees?
- ▶ Where are they?
- ▶ Who/how many lost their livelihood assets?
- ▶ Where the losses short term (e.g. a single season's harvest and stored food stocks, seeds and tools) or long term (e.g. permanent loss of land)?
- ▶ What other assets were lost?
- ▶ How many breadwinners were lost?

### Beneficiary Registration Checklist

- ▶ Does one need to register?
- ▶ Who (men, women, rich/poor, minorities, scheduled castes and tribes) knows about how to register?
- ▶ In what language is information given and by what means? Can everyone understand it?
- ▶ What is the transaction cost of registration (time, money and meetings with leaders)?
- ▶ Is either sex less able to register because of their more limited geographic or cultural mobility? Which? Why?
- ▶ Can female household heads and disabled people get registered?
- ▶ Is there likely to be systematic undercounting of any category – e.g. female-headed households?

### Food Item Needs Checklist

- ▶ Is the provision of staples or a “balanced” diet required?
- ▶ What are the local food preferences?
- ▶ What foods or varieties are easier to store, process and cook with limited fuel?
- ▶ What firewood sources are available for cooking?
- ▶ If fuel-saving stoves are provided, are they acceptable?
- ▶ Is it safe to go outside the camp to look for firewood (land mines, possible rape)?
- ▶ What are the water requirements for cooking? Container needs?
- ▶ What are the preferred weaning foods for children < 5?
- ▶ What food taboos affect women?
- ▶ What do women want?

### Non Food Item Needs Checklist

- ▶ What is the water need for personal use (drinking, cooking, bathing and washing)?
- ▶ What is the need for receptacles for water transportation (jerry cans)?
- ▶ What are the temporary or permanent shelter needs (while displaced or for replacement/repair of permanent housing)?
- ▶ What are the needs of men and women for privacy and separate bathing facilities?
- ▶ What is the gender division of labour in house construction?
- ▶ What are the preferred domestic items (cooking stoves, jerry cans, pots and pans, storage containers, and fuel for cooking/heating and lighting) and materials (cement, wire gabions, hand pumps, housing materials etc.) required?
- ▶ What is needed in the way of clothing and blankets (male/female, adult/child)?
- ▶ What are the medical needs (particularly female needs - reproductive health, family planning, and rape victims).
- ▶ What is needed to ensure that schooling for children is not disrupted (girls, boys)?

### Livelihood Resumption Needs Checklist

- ▶ What preferred crops and varieties, hand tools, livestock breeds, and draught animals are required for a quick recovery?
- ▶ What materials are needed for rehabilitation of livelihood assets?

### Donor Resources Checklist

- ▶ How much can (realistically) be resourced from donors?
- ▶ When will resources be delivered?
- ▶ Can food be temporarily diverted from other stocks while waiting for donated food to arrive?
- ▶ Can donors borrow them from government stocks and repay when donated resources arrive?
- ▶ What is the potential saving in food aid?
- ▶ What is the role of intermediate level factors such as administrative regulations, transaction costs, institutions, prices, markets and market intermediaries?
- ▶ What was the role of intermediate factors in the disaster?
- ▶ How many people can be helped for how many days or weeks?

## Question Tank - Situation Assessment

### Programme Implementation Issues Checklist

- ▶ What are the gender- disaggregated beneficiary selection criteria?
- ▶ What is the best timing and duration of assistance?
- ▶ What method of targeting is recommended, direct and/or indirect (e.g. through social markets, community targeting)?
- ▶ What control structures for targeting and distribution are necessary?
- ▶ What minimum income transfer per beneficiary group is required?
- ▶ What existing community structures should be used for beneficiary selection and targeting?
- ▶ What are the capacities of the implementation and distribution structures recommended?
- ▶ What control structures for targeting and distribution are available?

### Food Basket Checklist<sup>2</sup>

- ▶ What is the general gender-disaggregated calorie intake deficit among the target population?
- ▶ What is the value of the proposed aid package (e.g. food basket) in local terms and costs to the UN? What is the value compared with beneficiary incomes and existing wages?
- ▶ What possibilities are there for substitution of local food items with imported food?
- ▶ What is the nutritional value of the food intervention proposed?
- ▶ How acceptable to beneficiaries are the proposed commodities, according to gender-disaggregated needs?
- ▶ What are the special requirements (e.g. packaging, cooking qualities etc.)?

### Socio-economic Background Checklist

- ▶ What is the number of people affected by the emergency, disaggregated by gender?
- ▶ What is the nutritional status of the population (or beneficiaries)?
- ▶ What is the opportunity cost of food production compared with other agricultural products?
- ▶ What are the gender-disaggregated income sources for both rural and urban areas?
- ▶ What major economic data is available, especially on agriculture, food availability, and food imports?
- ▶ What is the share of food imports in overall imports?
- ▶ What gender-disaggregated household income data are available, differentiated between rural and urban incomes?
- ▶ What is the level of land ownership, land distribution, and percentage of landowners disaggregated by gender in the rural population?

### Effects on National Food Security Checklist

- ▶ What are the effects of the emergency on national food security and food supply? What is the overall food availability situation?
- ▶ What government measures are in place to increase food security linkages with other international and national programmes? What macro-economic changes have taken place? Are there any government budgetary problems restricting the national food import capacity?
- ▶ What structural problems are leading to national food insecurity? What are the market conditions and possible interactions?
- ▶ What is the await deficit caused by any extraordinary events that occurred during the agricultural marketing year being assessed?
- ▶ What is the impact of the disaster on general economic and structural conditions important for agricultural production and marketing (production, transport, irrigation, infrastructure, cost of farm inputs etc.)?
- ▶ What are the effects on market prices and the overall economic viability of food production and markets?

<sup>2</sup> Source: WFP Modified Emergency Needs Assessment Guidelines. October, 1999.

### Effects on Household Food Security Checklist

- ▶ Which are the most affected households (social status, gender-disaggregated, regional distribution)?
- ▶ What gender-disaggregated changes in income sources within the affected households have occurred?
- ▶ What are the gender -disaggregated coping capacities?
- ▶ What solidarity networks and community self-help capacities exist?
- ▶ What are the structural problems leading to household/intra-household food insecurity?
- ▶ Are poor households facing additional expenditures? What are they?
- ▶ Is there a danger of asset depletion? How acute is this danger?
- ▶ How available are cooking fuels? What is the environmental impact of their use?

### Role of Food Aid Checklist

- ▶ What is the potential role of food aid regarding income transfers and savings?
- ▶ Is there a need for creation of community assets? What types are recommended?
- ▶ Is there a need for nutritional support? What types?
- ▶ What would be the gender-disaggregated impact on empowerment of vulnerable groups?

### Linkages and Government Food Security Measures Checklist

- ▶ Are any changes to government food policies necessary?
- ▶ What are the linkages with other economic/development support programmes (WB, UNDP/UNDAF, other UN agencies)?
- ▶ What are the government plans and capacities to deal with the disaster?
- ▶ What UN support linkages and synergies with other programmes at national level (NGOs) are recommended?



# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

▼ Explain how to integrate gender analysis in the targeting process.

- ⦿ *Module link:* Needs Assessments.
- ⦿ *Module link:* Monitoring and Evaluation.
- ⦿ *Module link:* Partnerships
- ⦿ *Module link:* SEAGA Tools
- 📖 See: MOU with Governments and implementing partners.
- 📖 See: WFP Commitments to Women.

### KEY CONCEPTS

▼ Gender sensitive beneficiary screening, SEAGA application, Targeting criteria, methods, and process.

## TARGETING

### Overview for Emergency Operations Planning

The objective of targeting during emergency interventions is to respond to the actual needs of the most vulnerable women, men and children, by using available resources in the most efficient manner from a social and economic point of view.

Effective targeting also aims to create lasting benefits for the beneficiaries, through the promotion of community self-help structures and the creation of sustainable assets. An important objective of targeting is also to identify the potential risks and consequences involved in applying the targeting mechanisms selected. For example, targeting sub-sections of a population in times of crisis can serve as a source of vulnerability for those who receive assistance. The application of principles should be recorded.

#### Principles

- ▶ Equity
- ▶ Adequacy
- ▶ Efficiency
- ▶ Transparency
- ▶ Equality

#### Positive Consequences of Good Targeting

A good targeting process not only assures allocations to the needy, but it can have **positive consequences** for:

- ▶ Community development
- ▶ Improvement in the market and trade infrastructure
- ▶ Contribution to gender equality
- ▶ Creation of development assets

## Targeting and Beneficiary Screening Processes

Areas of intervention and potential recipient groups or individuals in the neediest households are defined and identified during the targeting process. Targeting should focus on the most risk-prone affected groups/individuals. In the emergency context, **targeting typically involves four steps:**

### Targeting Steps

▶ <b>Prioritisation</b>	Identifying the criteria on which specific areas, population groups and individual households are to be selected
▶ <b>Identification</b>	Developing screening tools (administrative, community or self-targeting mechanisms) to ensure that only those who meet the targeting criteria actually receive benefits
▶ <b>Allocation</b>	Determining the quantity of goods and services to be provided to those identified to be in need, in order to achieve the desired impact among programme beneficiaries
▶ <b>Options</b>	Choosing suitable intervention <i>strategy</i> and <i>delivery options</i> for reaching the identified target population

It is important not only to consider the proportion of the affected people but also their actual number. The initial estimation of the **target beneficiary load** can be based on vulnerability mapping developed with implementing partners during **needs assessments**. These calculations are often based, however, on assessed samples and average estimations (e.g. the overall area, and household and land/stock holding sizes). Additional information systems are frequently necessary to improve the precision of targeting of individual beneficiaries at the time of **resources allocation**.

A matrix should be prepared for the definition of a detailed **relief package**, and a **plan of allocation and distribution** to prioritized areas of intervention. When project staff are the decision-makers, the effectiveness of targeting depends on the validity of data collected and analysed.

**Screening criteria** should be assessed in terms of effectiveness, efficiency and feasibility for identifying households facing acute food insecurity, safeguards against multiple registration or selection bias by local implementers, and the target population's acceptability. Special reference should be made to **beneficiary categories**, ascertained during impact assessment, and the **selected targeting level**.

The criteria used in targeting should not be ambiguous. For example, households which have lost the most valuable cash crops are not necessarily the most vulnerable in the short term, but rather those with food deficits.

### Application of Criteria<sup>1</sup>

#### The application of gender-sensitive targeting criteria depends on:

- ▶ Type of crisis (natural disaster, civil conflict)
- ▶ Livelihood systems of the beneficiaries (subsistence farmers, urban worker)
- ▶ Status (displaced, female headed-household, handicapped)
- ▶ Regional and local focus
- ▶ Nutritional status
- ▶ Coping mechanisms
- ▶ Local and external implementation capacities
- ▶ Political security and accessibility aspects
- ▶ Beneficiary eligibility
- ▶ Situation (why she/he is in need)
- ▶ Social status (danger of discrimination)
- ▶ Whereabouts
- ▶ Possibility to reach (geographical/regional focus)
- ▶ Options for assistance (intervention strategy)

Screening is often 'soft' using community-targeting procedures. It is managed by committees or other forms of adopted decision-making bodies within the community. The responsible aid operators should agree with the community on the screening modalities. The **list of selected beneficiaries** should be shared with and approved by the community. This list represents a baseline distribution reference, used monitor progress.

Screening can be complex and costly when applying administrative targeting procedures. Aid implementers will need the participation of community **key informants and facilitators**, with the active participation of women as individuals or associations, for the selection and **registration of target beneficiaries**.

In the case of pre-compiled lists, the participation of aid operators is a key prerequisite for effective targeting. The dynamics of the socio-economic structure in complex emergency-situations should be taken into consideration.

The screening result should be coherent with the outcomes of the livelihood analysis, beneficiary case-load estimates and the resulting allocation and distribution plan. In all cases, **actual beneficiary numbers** should be monitored and compared with provisional figures established earlier.

**One-day workshops** can be organized with the participation of all identified stakeholders to share the overall targeting approach (based on livelihood analysis and food needs assessments), agree on criteria for the affected areas, and on vulnerable beneficiary groups. They are necessary to tailor relief packages and food aid to the real needs of the affected population. These should eventually be prioritised based on available resources and the capacity of each group to benefit from existing household resource endowments and access to services.

<sup>1</sup> Source: WFP Self-briefing Materials, Module 3: Monitoring, Reporting and Evaluation.

When applying a gender focus in the targeting process, it is important to consider the different **impacts** of the emergency on men and women, and specific **constraints** posed to all aspects of humanitarian assistance. This can imply setting realistic objectives based on empirical observation.

The effectiveness and applicability of targeting female-headed households should take into account the prevailing workload of women and relations with their actual nourishment and health status.

Where applicable, a combination of food and inputs relief for work should be considered. This system reduces the sharing of rations and inputs packages. Workers are less inclined to share earnings than gifts, and there are fewer expectations from non-eligible persons.

### SEAGA Application in the Development Context

Estimation of target numbers of beneficiaries and their location is based on vulnerability mapping agreed with implementing operators/partners.

Main factors involve the type of crisis (natural disaster or complex emergency), status of concerned people (IDPs, refugees), focus area, nutritional condition, coping mechanisms, implementation capacities, political security, and accessibility.

The question is: "If and where it is applicable to follow a gender perspective in aid distribution?" Issues of community cohesiveness and development should be thoroughly understood.

A choice is necessary between pragmatic non-discriminatory/discriminatory approaches - geographic level (everyone in a given locality) or status level (a specific socio-economic group). The former should be adopted when there is a homogenous impact on the people living in the affected area. This usually occurs in situations of cohesive socio-economic, cultural and ethnic status.

### SEAGA Application in the Institutional Context

#### FIELD

- ▶ Population origin and background.
- ▶ Knowledge of beneficiaries.

#### INTERMEDIATE

- ▶ Past experiences with disasters.
- ▶ Lessons learned.

#### MACRO

- ▶ Policies and priorities.
- ▶ Existing legislation.

For food aid distribution, a strategic decision should be taken to choose the appropriate level of targeting. Exceptionally, recipient segregation might appear necessary when the risk factor of including non-needy groups is too high or with unavoidable social tension situations. This might occur in complex emergency-situations, when targeting female-headed households is crucial to avoid violence against them and ensure that they are the final aid recipients.

The likelihood of gender cohesiveness of the population occurs where enforced trends have resulted due to complex emergency-situations (e.g. men have migrated or the majority of holdings are now headed by women).

### SEAGA Application in the Livelihoods Context

The targeting selection criteria will depend on the results of the livelihood and farming systems analysis performed during the situation and needs assessment phase.

Gender analysis should not be considered as a vertical issue in terms of an additional beneficiary category in a numerical preconceived way, but as the actual result of an analytical approach on the given livelihood context.

In the final analysis, the choice of the targeting mechanism should not be based on a budgetary basis. The leading parameters are the objectives, the available resources, the context of the emergency intervention, and the livelihood context of the target population.

### Targeting Methods

Targeting can be the responsibility of already existing government structures, benefiting communities and in some cases even of outside structures. Each of the stakeholders involved in targeting has to be aware of gender concerns in every stage of the process. There is usually a division of responsibilities between the different stakeholders involved and a combination of various targeting methods is adopted. No single targeting method exists for all situations and vulnerable groups.

The leading parameters are the objectives, the available resources, the context of the emergency intervention and the livelihood situation of the target population. An effective system for monitoring targeting effectiveness is always needed to detect and correct possible discriminations and inappropriateness.

**Self Targeting** is where aid packages are selected that only the target population wants, or is willing to pay for.

The mechanism applies mainly to Food for Work (FFW) schemes during food aid distribution in Protracted Relief and Rehabilitation Operations (PRROs), but it may also be considered for non-free distribution procedures of agricultural inputs relief packages. Fertilizer, live animals and veterinary remedies for work could be combined with agriculture-infrastructure rehabilitation schemes.

Payment can be represented by time, effort and opportunity costs of employment, or subsidized sales of inputs temporarily unavailable on the local market. In general, self- and community-targeting procedures are considered low-cost options, as they do not require the direct screening of beneficiaries eligible for aid. Although considerable time and effort are required from community representatives in such systems, these are not usually considered as project costs.

The possibility exists that emergency supplies do not reach the most needy populations because there are often socio-cultural barriers or time constraints.

### Self Targeting

<b>Targeting Process</b>	▶ People decide for themselves whether to take advantage of the offered assistance
<b>Main Stakeholders</b>	▶ Individuals in the community
<b>Gender-related Advantages</b>	▶ Self-targeting is usually cost-effective and less intrusive in the social environment
<b>Gender-related Disadvantages</b>	▶ Self-targeting in food-for-work programmes may entail some hidden costs as work requirement reduces to some extent the value of the net transfer to households. Under emergency conditions, most needy individuals retain value to alternative uses of their time

**Administrative Targeting** is where outsiders (administrators or project staff) define the beneficiary's characteristics. This method is sometimes imposed by institutional arrangements and agreements with national authorities, where national distribution systems are well established (e.g. Democratic Peoples' Republic of Korea) and due to sovereignty issues (e.g. Iraq, Afghanistan). In such cases, it might be very difficult to follow a gender perspective if an agreement with the administrators is not reached.

### Administrative Targeting

<b>Targeting Process</b>	▶ Define priorities and priority areas, and set standards for entitlements ▶ Match resources with needs in a continuous dialogue with donors, and fulfil auditing and accounting functions
<b>Main Stakeholders</b>	▶ Government and emergency operators
<b>Gender-related Advantages</b>	▶ Complement and support participatory methods
<b>Gender-related Disadvantages</b>	▶ Considered as a last resort for direct beneficiary targeting. Must avoid a "top-down" approach ▶ When "outsiders" do targeting, changes in the existing community solidarity networks, or even power struggles within each family, community, or different political and ethnic group, should be avoided



## Community (Participatory) Targeting

<b>Targeting process</b>	<ul style="list-style-type: none"> <li>▶ It uses traditional or democratically elected community leaders and existing structures for the targeting of assistance (food and non-food) to beneficiaries</li> </ul>
<b>Main Stakeholders</b>	<ul style="list-style-type: none"> <li>▶ Community and emergency operators</li> </ul>
<b>Gender-related Advantages</b>	<ul style="list-style-type: none"> <li>▶ People can become used to democratic decision-making processes, and reinforce the community responsibility towards its vulnerable members</li> <li>▶ Promote the participation of communities who often know best their most vulnerable members</li> <li>▶ Existing kinship-support systems are less prone to be undermined</li> <li>▶ Contribute to the building of grassroots development structures</li> <li>▶ It may give a chance to encourage gender-balanced representation (this is often forced from outsiders)</li> <li>▶ A more refined targeting is possible (wealth, family size, family members, workloads, etc.)</li> <li>▶ It usually ensures an improved appeal system</li> </ul>
<b>Gender-related Disadvantages</b>	<ul style="list-style-type: none"> <li>▶ Community leaders are not always the best representatives for the poor in their society</li> <li>▶ The absence of external supervision might reinforce the community gender imbalance</li> <li>▶ If the targeting is biased, it may have negative effects on the community</li> </ul>

**Community Targeting** is where decisions are made by community members or their representatives (including the potential beneficiaries), and criteria selection is based on their subjective judgment of need or vulnerability. This targeting method relies on the knowledge and understanding of their neighbors' situation. It is also a low-cost procedure and bypasses difficulty in data collection while exploiting the deeper knowledge on the community's vulnerability. Women represent a good asset in this process.

Coverage of all households, or at best based on household size, may result from applying this targeting mechanism. Alternatively, given customary systems of exchange and loans, assistance might be shared beyond targeted beneficiaries, regardless of the assessment made by outside agencies.



## Question Tank - Reporting

### Target Areas, Groups, Policies and Conduits Checklist

- ▶ Which areas are most severely affected?
- ▶ Which areas are most in need of relief assistance?
- ▶ Which are the most affected areas or population groups?
- ▶ How can targeting be as transparent and fair as possible?
- ▶ If the needs exceed available resources, how should we select those people with the greatest needs?
- ▶ What would be the best targeting method for the specific emergency context?
- ▶ What is the potential impact of targeting on households' livelihoods and the existing gender balance?
- ▶ Will female-headed households and the poorest (e.g. old people, disabled people and orphans) be able to qualify to get food relief if it is tied to work outputs?
- ▶ Are specific medical and sanitary needs addressed?
- ▶ How should food and agricultural inputs be distributed?
- ▶ Which factors should be applied to classify/prioritise most severely affected areas?
- ▶ How many affected people are in each area?
- ▶ What would be the best timing for a relief operation?
- ▶ How should beneficiary registration and relief package distribution be organised?
- ▶ Which gender-balanced selection criteria should be used?
- ▶ Within village targeting, what are the trade-offs between blanket coverage (all people) versus selected groups?
- ▶ Who heads the family? What are the gender roles in food preparation?
- ▶ How will "food for asset creation" labour requirements affect women and men's activities? Will this have a negative impact on subsistence crops, which are often grown by women?
- ▶ What impact will relief aid have on the local market for various crops?
- ▶ How is the security situation taken into consideration?





### Capacity Building Needs Checklist

- ▶ Who are the operators and stakeholders involved?
- ▶ How is the beneficiaries' community organized?
- ▶ What are the existing and available capacities in the community? Women's? Men's?
- ▶ Analyse the gender situation of local committees or groups and what is missing against the following criteria:

	Current status	Constraints to decision-making.	Possibilities for change.
<b>Presence</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Composition</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Function</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Capacity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- ▶ What do women and men want as support to increase their capacities and skills?
- ▶ Is it possible to ensure that women are not marginalized and excluded from or displaced by new programmes?
- ▶ Will both women and men benefit from new skills and resources introduced by the project (e.g., nutrition education and basic health training)? Are specific programmes needed to increase women participation?
- ▶ Does the project support both women and men in assuming broad family responsibilities, including care for children? Will counseling initiatives provide openings for a reconsideration of gender roles in domestic responsibilities and decision-making processes?





# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ Familiarize emergency operators with a gender approach in procurement and distribution operations.

📖 See: WFP Transport and Logistics Manual.

© *Module link:* Module on SEAGA Tools.

### KEY CONCEPTS

- ▼ Gender sensitive specifications, Local procurement, On site-logistics, Participatory quality control, Procurement process phases.

## PROCUREMENT AND LOGISTICS

### Procurement

Procurement is one of the most crucial phases of relief operations. The timely delivery of relief packages to the identified target beneficiaries at their location, highly depends on sound planning and functioning of this complex operation.

Procurement is the acquisition of goods and services, making the best use of available funds. The process starts with the assessment and description of precise requirements and ends with safe receipt and installation of goods. Procurement is not limited to purchasing, which is only one element of a process involving formal actions concerned with requesting bids, ordering, insuring, transporting, paying and recording.

#### Different Phases of the Procurement Process

- ▶ Identification of needs
- ▶ Design of technical specifications
- ▶ Technical clearance
- ▶ Purchase requisition
- ▶ Identification of suppliers
- ▶ Tendering and bidding
- ▶ Ordering and purchasing
- ▶ Delivery and quality control

The first four phases are under the direct responsibility of relevant technical services, which also specify the timing of the procurement process and, more particularly, delivery activities. Moreover, the relief operational staff at field and headquarters levels are also responsible to pre-identify and propose possible suppliers, specifying the geographical areas where appropriate and adapted supplies can be located. All these actions have intrinsic links with the overall relief implementation plan. Wherever possible, a gender approach in their design should be used.

### Logistics

Logistics involves many steps like communication, liaison, coordination, freight costing, procurement, insurance, superintendence, consignment, routing, forwarding, tracking, infrastructure capacity management, fleet management, stevedore handling, transportation, storage, distribution, holding and re-distribution.

#### On-site Logistics

- ▶ Port capacity
- ▶ Country transport infrastructure
- ▶ Country transport costs
- ▶ Quality of storage facilities
- ▶ Quality of handling facilities
- ▶ Communication infrastructure

Based on observations that women's active participation increases the effectiveness of any relief operation, an increase of women's control over intra-household resources (especially food) should be promoted.

WFP calls for 50% females in registration and distribution committees, and for 80% of food rations to be delivered into women's hands. WFP also calls for public posting of names and entitlements of every beneficiary household and of each committee member. FAO does not yet have any particular gender-equality goals or numerical beneficiary targets. These are formulated on a case by case basis, depending on in-country assessment findings and the donor strategy.

## Gender-sensitive Specifications for Agricultural Inputs

A gender perspective in aspects related to logistics, procurement and distribution begins with the identification of the **end-users** of the commodities to be supplied. The potential impacts (positive and negative) of distribution on female-owned retail **enterprises** should be analysed. Free distribution of relief goods at times can depress prices of **locally supplied goods** of the same nature.

In order to enable procurement officers to deliver correct calls for bids and properly identify the suppliers, food commodities and agricultural inputs should be specified adequately and thoroughly in all their technical features.

## Food Commodities

These commodities should include a variety of culturally acceptable and easy to prepare foods. Women are generally responsible for household food procurement and preparation. Thus, they should be considered as a privileged source of information for the identification of appropriate commodities (including non-food items). The specifications should derive from the needs assessment process.

All food commodities should be selected considering international quality standards, local dietary habits, and the specific types accepted and/or requested by women. The availability of safe water and fuel supplies (distance and time for collection), pre-existing processing facilities and local preparation capabilities (time taken) should be considered.

### Description of Food Items

- ▶ Type of cereal and pulse grains, oils and fats, fruits and vegetables, spices
- ▶ Commercial features of grains and flour
- ▶ Maximum moisture and foreign material contents for grains and flour
- ▶ Type of child food
- ▶ Type of preserved meat and fish

## Seeds and Planting Material

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Increasingly rural women have become the principal responsible family members in cultivating basic staple crops and for ensuring household food needs. Men are devoted more to on and off-farm income generating activities. Consequently, while assessing the requirements for seed and planting material of basic cereal and pulse crops, vegetables and fruits, women are a fundamental source of information in the selection of species and varieties.

### Specifications and Quality Standards for Seed and Planting Material<sup>1</sup>

- ▶ Names (species, variety and landraces)
- ▶ Germination rate (min. % for species/variety)
- ▶ Analytical purity (min. % of alien varieties)
- ▶ Shelled or unshelled status (e.g. pulses and groundnuts)
- ▶ Packing material (e.g. impermeable to water in high humidity areas)
- ▶ Alien content weight (Weed and other seed mass)
- ▶ Moisture content
- ▶ Absence of foreign material, pests and seed borne diseases
- ▶ Treatment against local pests and diseases (clear marking)
- ▶ Packing units (considering women's transport capacities)

## Agricultural Implements

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The poor socio-economic status of rural women in developing countries determines the production tools and implements they can use and access, which vary in each country and whether the people are nomadic or sedentary in lifestyle. Often the level of technology is low and the material used by the local blacksmiths is of poor quality. It is important to consider that women often need different tools from men. The implement's specifications should therefore be differentiated in order to allow manufacturers to produce gender adapted tools (e.g. including tangs in hoes to allow swapping and renewing of blades of varying weights and designs), in consultation with female farmer beneficiaries.

Neither small- nor large-scale manufacturers tend to undertake extensive rural market research with a view to adapting the tools produced to the needs or demands of different customer groups. The shape, the materials used and the weight are therefore standard, whether the tools are utilized by men or women. Thus, a woman or child will often have to wait until a husband or father has worn a tool down considerably so that it is light enough for them to use. However, this also causes it to be less sturdy and effective.

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<sup>1</sup> Source: FAO's Plant production and protection Paper n° 117 on Quality Declared Seeds.



It is important to organize consultations between manufacturers and customers, especially women whenever possible. In this way, the specific needs of men and women (e.g. use of time, energy input, working posture, the size and weight of tools) can be taken into account. It is also recommended to invite women farmers to take part in demonstrations and workshops on the use of animal traction methods.

### Agricultural Implements Used by Women Farmers in Africa<sup>2</sup>

A study conducted in 1998 by FAO, IFAD and FARMESA in rural areas (with prevalent subsistence farming) in Burkina Faso, Senegal, Uganda, Zambia and Zimbabwe showed that technical solutions often clash with religious beliefs, taboos and traditional attitudes within communities. Specific cultural factors have a direct impact on women farmers' choice of tools and techniques, on ergonomics and on the overall conditions of their farm work. There is still a particular taboo against women using animals for farm work in these countries. Traditionally men are in charge of cattle and horses, and most traction equipment is too heavy for women.

Traditionally, short-handled hoes are thought to be more effective and faster for use by women. In fact, they force a woman to bend forwards and, as often she is carrying a child on her back, this increases the strain of her daily workload.

Improving the tools used by women in their work will not only boost productivity, reduce work time, workload and strain, but also promote the transfer of appropriate technology. In more tragic circumstances, situations of conflict or war also take men away from their families, and women and children then find themselves left on their own to carry out most of the family tasks, particularly farm work.

## Livestock

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Veterinary remedies are frequently among the most important procurement inputs in an emergency. Special consideration must be given to their continuing supply and affordability, and the availability of livestock technicians or veterinarians. Delivery of these inputs in a timely manner depends on adequate funding for specialized storage, transportation and field allowances. The application of slow-release anti-parasitics (for ecto- and endo-parasites) together with the use of thermo-stable vaccines may go a long way to solving this problem. Governments often are not able to provide such operational funds, even in normal times, and serious action needs to be taken in terms of downsizing and eliminating wastage and wasteful practices.

Strategic emergency livestock-interventions, like many other relief options, require adequate analysis, careful planning and appropriate implementation. Some basic lessons have been learned from past emergency livelihoods programmes (FAO/OFDA/Tufts University).

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<sup>2</sup> Source: Agricultural implements used by women farmers in Africa. FAO, 1999.

### Lessons Learned

- ▶ Timing is important. Natural and indigenous methods of restoring herds may be pre-empted if re-stocking is introduced too soon after a disaster (or in the acute phase).
- ▶ Premature restocking may simply perpetuate or even exacerbate existing constraints (structural, natural, managerial, etc.) that contributed to the problem in the first place.
- ▶ Local resources should be utilized. Communities should tailor interventions with external supervision and support. Personalities count.
- ▶ Targeting should focus on individual families (not groups) that are likely to be most successful in restoring herd and management viability (i.e. families that have strong herding skills, some resources and sufficient labour).
- ▶ It is essential to involve target communities in the design of the project, the terms of the aid, and the selection of the beneficiaries, etc.
- ▶ Beneficiary selection criteria for consideration: (1) Skilled herders that are judged suitable by their peers; (2) Post drought household herds of not more than 10 animals; (3) At least 2 persons of working age in each household; (4) Secure access to winter/spring grazing.
- ▶ Local stock should be procured rather than using "imported" stock. If possible, animals should be procured from the immediate area. This can be viewed as in-kind asset redistribution within an affected community or region.
- ▶ Loans are preferable to gifts. It is better to loan animals than to provide outright gifts.
- ▶ Gifts create dependency and tend to interfere with local restocking mechanisms. Loans facilitate longer-term and more holistic growth in that sector (e.g. animal health services, marketing, etc).
- ▶ Attempts should be made to build on traditional restocking mechanisms, e.g., match the number of stock obtained through social/traditional methods.
- ▶ If a revolving credit system is to be considered, recipients should be included in the selection and purchase of animals. First recipients should hand returning stock directly on to the next person, who will then re-issue. Personal interest ensures that the second in line will monitor the first recipient better than any other committee.

### Agro-chemicals

For the provision of chemical fertilizer the specific needs and requests of the target beneficiaries should be considered in the relief package; and the types and formulations must be tailored to local markets availability, traditional know-how, and overall sustainability criteria. As fertilizers are bulky compared to other inputs, they can be more logistically demanding and may be subject to theft or damage in transit, if not carefully handled.

The obvious hazards associated with the use of pesticides necessitate a rigorous approach to pesticide procurement, especially in emergency situations.

### Agro-chemicals Specifications<sup>3</sup>

- ▶ Nutrient type and concentration.
- ▶ Active ingredient.
- ▶ Product common name and registration number (not patent name).
- ▶ Formulation (% , g/l, g/kg, EC, WP, DP, GR, UL, etc.).
- ▶ Physical status (powders, granular, liquid) - depending on application-mode and means, and practices of production.
- ▶ Combination of nutrients.
- ▶ Miscibility.
- ▶ Toxicity class (lowest human or mammalian toxicity should be selected).
- ▶ Labeling for technical and cautionary advice.
- ▶ Packing material and units (e.g. suitable for high humidity areas and re-consignment and carrying from distribution points).

Appropriate protective clothing should also be an integral part of provided pesticides. Women, due to insufficient exposure to extension and training, are likely to lack knowledge in the proper use of pesticides. Therefore, the use of pesticides should be foreseen only if necessary. Self-reliance and sustainable integrated agricultural production at the farm level should always be considered. The application of integrated pest management methods with the provision of technical assistance services is recommended.

## Need to Maximise Local Procurement

The maximisation of local procurement, ex-manufacturing and purchasing should be encouraged to enhance the national economy, provide adapted technology and supply appropriate food and means of production with a gender perspective.

When a disaster has occurred, the institutional distribution systems might have collapsed, or could have been disrupted and unable to meet the demand to ensure the supply of production means in due time for the cropping seasons. In such cases, the possibility of creating informal supplying networks should be carefully investigated and available local knowledge exploited for collective benefit. Local procurement through female farmers and improvised suppliers of seed and planting materials might be the only way to procure adapted and appropriate inputs. Existing areas of safe-production should be identified and formal agreements with producers undertaken.

For food aid, local purchases can constitute an internal transfer of local and appropriate food resources from better off regions to deficit areas or populations. Such purchases are more cost efficient and have advantages in terms of timing and acceptability. Since women in emergency-situations are the prime producers of basic foodstuff, local purchasing by creating additional market outlets stimulates production, increases income and employment, compensates losses created by the emergency situation, and eventually empowers women.

<sup>3</sup> Source: International Code of Conduct on the Distribution and Use of Pesticides (FAO, 1990). "Pesticides Selection and Use in Field Projects (FAO; Field Programme Circular 8/1992)". "Tender Procedures for the Procurement of Pesticides (FAO, Oct. 1994)".

## Establishing Participatory Quality Control Systems

A quality control system (particularly for seeds, planting material, agro-chemicals and tools) should be conceived and organised in a participatory manner. Emergency operators, selected representatives of intervention implementing partners and officials of the local relevant institutions may compose a specific unit at central country level. In the area of interventions, sub-units with beneficiary representatives should be established.

### Quality Control Systems

#### Seeds

- ▶ Germination tests and verification of moisture content and purity should be performed on seeds procured, upon arrival and prior to distribution, in compliance with FAO guidelines.

#### Tools

- ▶ Appointed blacksmiths and tools and implements produced and delivered should be monitored by a Quality Control Unit (with women beneficiary representatives) against original specifications.

Such a system would be responsible for the functioning of the project quality control system (guaranteeing the respect of the designed specifications, and contributing to the restoration of necessary institutional interrelationships - and in some cases creating ex-novo such facilities).

## Question Tank - Procurement and Logistics

### Logistics Checklist

- ▶ Are men and women consulted separately about their needs?
- ▶ How are men and women consulted about crops and varieties, hand tools, and replacement draught animals required for a quick recovery?
- ▶ What are the existing infrastructures and communications habits?
- ▶ Which food/non-food items are available and needed by men and women? Which are not?
- ▶ How are items transported from the distribution point to people's homes?
- ▶ What are the anticipated handling and storage costs?
- ▶ Who should organise farmers' groups? What are the local equipment requirements?
- ▶ Who should monitor the distribution?
- ▶ How should the use and cost-effectiveness of items distributed be monitored?
- ▶ If relief items are not freely distributed, who should oversee price-fixing, the management of counterpart funds, and advise on loans and their recovery?
- ▶ Are on farm or off farm demonstrations recommended?
- ▶ Can women drivers or local logisticians be hired safely?
- ▶ How are men and women consulted about preferred needed domestic items? What are the local employment regulations?
- ▶ Are there any local suppliers? Which ones?
- ▶ How can men and women procure these food/non-food items?
- ▶ How should distribution be organised with local authorities or with implementing partners?
- ▶ How should distribution costs be shared?
- ▶ What are the needs for supervision of receipt, quality control and transportation?
- ▶ What is the best way to access female-headed households?
- ▶ Who should conduct analyses of constraints and technical and economic results?
- ▶ When payment for items is required, has the impact of various pricing decisions on female-headed households and other family structures been taken into consideration?
- ▶ What is the need for complementary extension training programmes?



### Logistics Checklist Cont

- ▶ What are the areas to be served?  
Where should distribution centres be located?  
Are both women and men consulted on distribution mechanisms?
- ▶ Are both women and men involved in decision-making about priorities for distribution?  
What are the normal bag sizes carried by women?
- ▶ What should be the maximum distance from end-user locations? Why?
- ▶ What is the opportunity cost of the time women spend in collecting and carrying aid?
- ▶ Would collection by men significantly undermine women's control?
- ▶ Who – husband, wife – normally controls family food stocks?
- ▶ Who is responsible for children and unaccompanied minors?
- ▶ Are sufficient resources available for all the children under a woman's care?
- ▶ What impact will this have on women-headed households?
- ▶ Are women eligible to collect food rations for migrant family members (such as husbands or sons)?
- ▶ If a project focuses only on women, will this have a negative impact on men's self-definition as "providers" for their families?
- ▶ Are choices about which products to distribute gender sensitive? Have impacts on women's workloads been considered?
- ▶ What is the safety situation (e.g. the risk of landmines or that persons who are carrying food will be ambushed or attacked)?
- ▶ How far is the distribution point from camps, villages or homesteads?
- ▶ What would they be doing if they didn't have to carry the food?
- ▶ Would collection by women significantly enhance women's control?
- ▶ Are women-headed households recognized?
- ▶ How many women are caring for other children who lost contact with family members?
- ▶ Will families be required to send a representative to stand in line for long periods?
- ▶ How are men and women spending time in a refugee camp?
- ▶ Does the delivery timing/scheduling consider both men's and women's roles and responsibilities?
- ▶ Is it worth requiring women to collect food?  
Is there any risk of food diversion if men collect it?







# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ Provide some basic participatory and gender-oriented guidelines to improve existing on-going, mid-term and/or final monitoring and evaluation systems.

### KEY CONCEPTS

- ▼ Aims, Beneficiary contact monitoring, Engendered logical framework, Participatory monitoring and evaluation, Results based management, Steps and criteria.

## MONITORING AND EVALUATION

Monitoring and evaluation processes enable staff to analyze the performance of emergency operations, and to adjust the programme, if needed, in order to obtain the desired results.

**Monitoring** is a surveillance system, used by those responsible for an operation, to see that everything goes as nearly as possible according to plan, and that resources are not wasted. It is a continuous feedback system, on going throughout the life of the intervention, and involves the overseeing or periodic review of each activity, at every level.

### Monitoring Aims

- ▶ Relief packages are ready on time
- ▶ Workplans are followed as closely as possible
- ▶ Adjustments can be made and corrective action taken where necessary
- ▶ Those who need to know are kept informed
- ▶ Resources are used efficiently and effectively
- ▶ Constraints and bottlenecks can be foreseen, and timely solutions found

Data collected during monitoring provides the basis for evaluation analysis, which concerns the assessment of the effects of the intervention on or for the beneficiaries. These include the benefits at a certain term (periodic evaluation) and the full impact of the activities and the inputs when carrying out the evaluation ex-post.

**Evaluation** is the systematic analysis of operations by management. Beneficiaries should be involved to enable them to adjust or redefine objectives, reorganise institutional arrangements or redistribute resources up to the extent possible.

### Aspects of Monitoring and Evaluation Systems

- ▶ Selection of indicators
- ▶ Identification of priorities
- ▶ Design of data collection systems
- ▶ Collection of data
- ▶ Analysis of results
- ▶ Information use/dissemination

### Four Step System Design Process

- ▶ **Check** the intervention objectives to see if they are specific, needs based and useful to assess the actual outcomes
- ▶ **Identify** a set of indicators to measure the actual outcomes
- ▶ **Plan** how information collection can be done and by whom, according to the selected indicators
- ▶ **Explain** why the information is being reported, who will use it and what action can be undertaken or anticipated

The selection of indicators for monitoring and evaluations is important, but also difficult. Though time consuming, the more stakeholders that are involved in the selection and design of indicators, the more respected will be their sense of ownership and responsibility.

One of the most important tasks in project design is how realistic the targeting efficiency is. A too optimistic assessment can often lead to conflicts and supply shortages during the execution stage.

## Results-based Management

There is an increasing emphasis on the visibility and the accountability of the intervention's consequences, instead of looking only at process indicators related to emergency operations, like food distribution (e.g., tons of food distributed and number of beneficiaries reached). Output Indicators (e.g., km of road constructed), the effects and impact of the intervention, are the focus of Results-based Management.

The aim is to improve management effectiveness and accountability by defining realistic expected results, monitoring progress toward the achievement of expected results using Key Performance Indicators<sup>1</sup>, integrating lessons learned into management decisions and reporting on performance<sup>2</sup>.

Outcome and impact are long-term project results, which can only partly be influenced. The objectives should be realistic and if possible quantitative and qualitative indicators should be combined. In general qualitative indicators reflect the perceptions and the level of participation, and are therefore very relevant for analysing the gender impacts, while quantitative indicators are easy to be measured.

### Overall Monitoring and Evaluation Criteria

▶ <b>Appropriateness</b>	Design of the relief operation as formulated during the impact assessment phase
▶ <b>Relevance</b>	Whether the intervention addresses the needs and priorities of the most vulnerable population
▶ <b>Efficiency</b>	Use of available resources, and outputs obtained in relation to the inputs
▶ <b>Effectiveness</b>	Extent to which expected results were achieved
▶ <b>Impact</b>	Contribution of intervention to farming systems and beneficiaries' livelihoods
▶ <b>Perspective</b>	Short-term emergency activities should take into account longer-term and interconnected problems. (e.g. the sustainability of improved access to land and resources by female-headed household beneficiaries). SEAGA places emergency operations into a sustainable development perspective
▶ <b>Timeliness</b>	Implicit in the efficiency and effectiveness criteria, but important considering that if the delivery of relief packages is significantly delayed they might not be useful. If food assistance does not reach the targeted people in due time their nutritional status will decline
▶ <b>Responsiveness</b>	A cross-cutting criterion referring to the capacity of the relief mechanism to address in time the different needs of all the affected vulnerable people. This is intrinsically related to the speed by which recovery from the disaster situation takes place
▶ <b>Adherence</b>	Whether the project it is in line with the policy and targets of the agency and donor

1 Key Performance Indicators, A Working Menu For Key Areas Of WFP Assistance, June 2000.

2 Results Based Management in Canadian International Development Agency, January 1999.

## Participatory Monitoring and Evaluation

Participatory monitoring involves beneficiaries in measuring, recording, collecting, processing and communicating information to assist both operation management staff and the beneficiary group members in decision making. A participatory approach facilitates a gender perspective in the emergency intervention design among the beneficiary community.

Gender analysis addresses “whose needs” and “whose participation”, ensuring the representation of women and men in emergency operations as well as in monitoring and evaluation analytical tools and processes (e.g. the logframe).

Generating and sharing information with all involved parties on the progress and impacts of relief operations is essential for coordination between donors, NGOs, governments and local beneficiaries. The appraisal of evolving needs is also necessary for the achievement of sustainable longer-term rehabilitation and recovery. For a comprehensive view of the status of the overall intervention, there is a need for an efficient monitoring and evaluation system in rapidly evolving situations. Progress and terminal reports are prepared by each agency and/or institution based on monitoring information received from the field.

Approaches used to collect data vary according to the resources available. Typically, beneficiaries are questioned at specific locations by the operating staff (e.g. UN Organisation or Government) using topic-focused interviews. Responses are investigated for the programme as a whole, using a questionnaire on a sample of beneficiaries. Follow-up action for future implementation and/or readjustments then takes place according to the response of the beneficiaries.

### Two Levels of Beneficiary Contact Monitoring

- ▶ **Country staff (e.g., WFP, FAO) and emergency operators carry out field visits to contact beneficiaries and explore their response to the intervention. These interviews are part of a regular field supervision**
- ▶ **Rapid Rural Appraisal participatory techniques can be used when a more detailed investigation is required, and where sufficient resources and management capacity are available**

The organisation of workshops with all stakeholders, with an adequate representation of the beneficiaries, during the intervention implementation phase, is considered a useful method for generating participatory information and redefining policies and objectives of the emergency operations.

For “slow onset disasters”, such as droughts, project designers should investigate who (men and women) manages and controls household resources. Where women are responsible for daily monitoring of food stock levels, Early Warning systems should consider their knowledge of food stock levels in relation to requirements. Women’s participation is encouraged to monitor and feed back information to VAM and GIEWS systems.

## The Engendered Logical Framework Approach

The logical framework (or *logframe*) is an analytical tool used to plan, monitor and evaluate projects or programmes. Its name derives from the logical linkages between the project's means and its ends. The logframe aims to ensure that all factors, linkages and causal relationships associated with the intervention and its context (social, economic, cultural, geographical, ecological, and political) are properly taken into consideration in the operation planning, implementation and evaluation.

### Example of Indicative Logframe<sup>3</sup>

Operation structure	Indicators of achievement	How indicators can be quantified or assessed	Important assumptions
Long-term objectives	Quantitative/qualitative measures	Information Sources (existing or to be obtained)	External conditions to the operation are necessary if the immediate objectives will contribute to longer-term ones
Problems?			
Solutions?			
Immediate objectives	Quantitative/qualitative evidence	Information Sources (existing or to be obtained)	External factors, which can restrict the progress from outputs creation to achievement of immediate objectives
Immediate effects?			
Benefits? Who?		Input/output provision for information collection	
Improvements or changes?			
<b>Outputs:</b> Which outputs (kind, quantity, purpose, by whom, by when) should be produced in relation to the objectives?		Sources of information	External factors must be considered to achieve the planned outputs on time
<b>Inputs:</b> Materials, equipment, services, commodities, resources should be provided, by whom and at what cost?		Sources of information.	Decisions or actions outside the control of the Organisation that are necessary for the operation's inception

3 Source: Hambly, et al. ISNAR. Seminar on Engendering Monitoring and Evaluation. January 2001. FAO Rome.

The use of the logframe does not pre-empt other monitoring and evaluation tools. It should be encouraged as part of documentation required.

An engendered logframe requires that the project's planning and each component of the logframe matrix is reviewed with the tools of socio-economic analysis, incorporating the gender approach in the project management process. The preparation of an engendered logical framework matrix involves the participation of project planners, stakeholders and beneficiaries in analyzing the gender relations and addressing questions at each level of the framework.

This analysis takes place not only at the launching of the project, but throughout the course of monitoring and evaluation, keeping in mind that the logframe is both adjustable and applicable to long-term management.

### Review Aspects to Present in Reports

▶ <b>Input</b>	Human, physical and financial resources (both quality and quantity) used in the operation (e.g. number of workers, amount of food distributed, and contribution of counterpart personnel, operating expenses).
▶ <b>Output</b>	Immediate tangible result obtained after the introduction of the inputs in the operation (e.g. road, pond, number of beneficiaries receiving food).
▶ <b>Effect</b>	A positive or negative response from the beneficiaries to the intervention, against the outputs obtained. This will have different effects on the affected population and area (e.g. improved access to markets and nutritional status, increased school attendance, new situations of conflict linked to the use of one output). Effects are often difficult to anticipate and measure.
▶ <b>Impact</b>	The sum of individual/community effects will define the overall impact of an intervention on the operation area and population (e.g. employment, children's health, women's literacy rate).

## Question Tanks - Monitoring and Evaluation

### Reporting System Checklist

Does the existing reporting system generate information concerning men and women separately on:

- |   |  |
|---|--|
| <input type="checkbox"/> Project staff at various levels                          | <input type="checkbox"/> Committees at each level            |
| <input type="checkbox"/> Implementing agency staff                                | <input type="checkbox"/> Registration committees             |
| <input type="checkbox"/> Numbers of entitled persons                              | <input type="checkbox"/> Distribution committees             |
| <input type="checkbox"/> Category (e.g., internally displaced, refugee, returnee) | <input type="checkbox"/> Participants in reconstruction work |
| <input type="checkbox"/> Total persons receiving aid                              | <input type="checkbox"/> Heads of households                 |

- |   |  |
|---|--|
| ▶ Was the operation designed properly to focus on the differential effect of the disaster on men and women?   | ▶ Could the needs of men and women have been met more efficiently following a different approach?              |
| ▶ Is their situation improved?  | ▶ Does it incorporate a participatory approach among project staff at different levels to assess the progress? |
| ▶ Did we use the available resources efficiently, measuring the outputs in relation to the inputs?            | ▶ Does the monitoring and evaluation system incorporate participatory feedback from village women?             |
| ▶ Did we achieve the expected results effectively?  | ▶ What kind of specific changes in livelihood systems of benefited male and female-headed households occurred? |
| ▶ How can we adjust assistance to the specific needs of women and men?  | ▶ Have the achieved results been perceived as effective for men and women?                                     |
| ▶ Was the type of aid provided really tailored to the real and different needs of the affected men and women? | ▶ What are their perceptions in terms of their livelihood and farming systems?                                 |

### Roles of Women Checklist

- |   |   |
|---|---|
| ▶ Are women already represented in the Village Committee and in what proportion? Are they elected or appointed?   | ▶ What was the role of women members in registration committees in distribution (e.g. checking identity cards and household size)? In the view of villagers, did this make the distribution fairer? |
| ▶ If women had to be added to achieve gender-balanced representation, did this really happen? If not, why?  | ▶ Does being on the committee have a positive impact on women's self-esteem and respect from the other villagers? If so, does it last over time?  |
| ▶ Is the distribution of individual household entitlements transparent and fair? How close did the project actually come to achieving its targets (give reasons)? | ▶ What were the roles of women members in distribution committees (e.g. weighing, re-bagging, and monitoring that people actually got their entitlements)? Did this make the distribution fairer?   |

Analyse the gender situation and what is missing against the following criteria:

	Current status	Constraints to decision-making	Change possibilities
Distribution	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Receipt	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Consumption	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



### Beneficiary Contact Monitoring Checklist

- ▶ How many women and men are being saved by the relief project? Who participates?
- ▶ What is the impact of changed migration on the recovery pace within the village?
- ▶ What is the impact on men and women's workload?
- ▶ What is the overall impact on the access to and control of resources, by gender?
- ▶ What is the impact of women's participation in committees in terms of leaders' transparency and accountability?
- ▶ What is the impact on the human capital value of men and women (as recipients of training)?
- ▶ How much food actually reached the target group, compared with the total amount of food distributed?
- ▶ How adequate were resources received by the needy (amount, type, quality, frequency)?
- ▶ Is the programme reaching the targeted beneficiaries?
- ▶ Are the activities useful to them and how (with a gender breakdown)?
- ▶ What is the impact on the migration of women and men?
- ▶ What is the impact on the recovery of men and women's assets (e.g. replacement of women's livestock).
- ▶ What is the impact of UN agency policies on the workload and food control of men and women?
- ▶ What is the impact of participation in the project by women and men (e.g. self-esteem and status in the community)?
- ▶ What is the impact of the emergency relief project (food aid in particular) on school attendance by girls and boys?
- ▶ What is the impact on women's income and livelihood options (e.g., income-generating activities and new employment opportunities)?
- ▶ What share of the total number of actual food aid recipients were truly needy (entitled and non-entitled ones)?
- ▶ How adequate was the timing of food and non-food inputs distribution?
- ▶ In what way do beneficiaries see their lives improving or changing as a result of the relief intervention?
- ▶ Are the beneficiaries encountering specific problems related to gender?



# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ To give an overview of the SEAGA tools.

### KEY CONCEPTS

- ▼ Village social maps, Trend lines, Venn diagrams, Pairwise ranking, Flow diagram, Problem analysis chart, Farming systems diagram, Daily activity clocks, Seasonal calendars, Benefit analysis, Income and expenditure analysis, Resource picture cards, Preliminary community action plan, Options assessment and Best bets action plan.

## Description of Procedures with Examples of Application

### Village Social Maps

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**PURPOSE:** Village Social Maps are tools that help us to learn about the social structure of a community, and about how differences among households are defined. It is particularly useful for learning about local definitions of "poor" and "rich", and about population changes (birth rates, in-migration, and out-migration).

Because these maps show all the household types in a community (by wealth, ethnicity, caste, religion, etc.), and their locations, they help to ensure that people from all the different socio-economic groups are reached during the RA. They are also useful as an introduction to discussing inequities, social problems, coping strategies and solutions.

**PROCESS:** Organise a focus group of participants who are most likely to know all of the households in the community. Make sure that both women and men participate, or organise separate focus groups if necessary.

The Village Social Map is made on the ground using local materials (or drawn on flip chart paper).

Ask the participants to start by showing the location of all households.

Once all the households are shown, a group discussion follows on what constitutes wealth and well-being until agreement is reached on the main criteria. These criteria may include such things as type of house, number of livestock, cash remittances and food supply, as well as access to education and health care. Let them decide.

Next, each household is assessed using these well-being criteria, for which symbols are placed on the map. Pebbles, leaves or colours can be used. In this way, a visual map of socio-economic differences is created with group consensus.

Finally, use the SEAGA Questions to further analyse other household characteristics and differences, and population trends. Be sure that the final maps include direction indicators (North, South, East, and West) and an outline of the village borders.

If the RA team members are not already familiar with the social structure of the community before the start of the RA, it is a good idea to review secondary materials on this aspect before beginning the field study. Additional information can be obtained from informal discussions during meals and so on.

## Trend Lines

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**PURPOSE:** Trend lines are tools that help us to learn about community perceptions of change in the local environmental, economic, social or institutional patterns. It is a tool for looking at what is getting better and what is getting worse. A trend line is a simple graph depicting change over time.

**PROCESS:** Organise focus groups of older women and older men. Involving the elderly in developing the trend lines is essential because they know more about past events.

Ask the participants about important changes in the community, for better and worse. Use the SEAGA Questions to probe about changes in natural resources, population and economic opportunities. Ask about what other changes are important to them.

Draw a large blank graph on paper for each trend to be explored. Explain how the far left of the horizontal axis represents the past and the far right represents the present. Ask what intervals (years, events in history, etc.) should be used along the bottom axis, e.g. 1950, 1960, and 1970. Explain how the estimates of increase and decrease are to be shown on the vertical axis.

Ask the participants to produce a trend line for each issue. It will be easier to facilitate discussions about interactions and linkages among the different trends if the trend lines are placed directly above one another. Look also for intermediate- and macro-level causes for the trends.

Encourage a discussion on the reasons for the trends that have emerged. This will help learning about key problems. Discuss what solutions have been tried in the past and how effective they were. Ask what might ease the situation.

Probe to see if there is a relationship between two or more of the trends, e.g. whether a decrease in forest resources is associated with parallel increases in human population and/or increase in population of livestock. Time permitting, the trend lines can be expanded upon to include the future. Ask the participants to show what they would like the future to look like for each issue. Discuss what changes would be necessary to achieve them.

## Venn Diagrams

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**PURPOSE:** The **Venn Diagram** is a tool that helps us to learn about the importance of local groups and institutions. This can be useful for clarifying decision-making roles and identifying potential conflicts between different socio-economic groups. It is also helpful for identifying linkages between local institutions and those at the intermediate - and macro-levels.

**PROCESS:** Organise focus groups of women and men, including a mix of socio-economic groups. Be sure that the poorest and most disadvantaged (by ethnicity or caste etc.) are included, or have their own groups, as appropriate.

The Venn Diagram can be traced on the ground, but it is especially clear if coloured sticky paper circles are used on a large sheet of flip chart paper. It is helpful to cut out circles in different sizes and colours ahead of time.

Start by asking the participants to list the local groups and organisations, as well as outside institutions that are most important to them. Then, ask the participants to decide whether each organisation deserves a small, medium or large circle (to represent its relative importance). The name (or symbol) of each organisation should be indicated on each circle. (Make sure each organisation has a different colour, if possible).

Ask which institutions work together or have overlapping memberships. The circles should be placed as follows:

Separate circles = no contact, Touching circles = information passes between institutions, Small overlap = some co-operation in decision making, Large overlap = a lot of co-operation in decision making.

Discuss as many institutions as possible and ask the participants to position them in relation to each other. There may be a lot of debate and repositioning of the circles until consensus is reached. It is important to understand in what ways the different participants are satisfied or dissatisfied with the groups or institutions available to them. It is also important to understand if certain kinds of people, e.g. women, poor or a certain ethnic group, are excluded from participation in certain institutions.

Use the SEAGA Questions to deepen the discussions. Be sure to discuss and compare the Venn Diagrams produced by the different groups of participants. If one group has given a certain institution a large circle and another has given it a small circle, find out why. How is that institution relating differently to different members of the village? Note also whether one group has included fewer organisations in its diagram.

## Pairwise Ranking

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**PURPOSE:** Pairwise Ranking is a tool that helps us to learn about the most important problems of different community members. It also allows for easy comparison of different people's priorities.

Many people's priority problems are those related to the day-to-day struggle to meet basic needs, while others stem from hopes for the future. Some problems are related specifically to gender issues, such as women's lack of control over important resources or the gender-based division of labour. Pairwise Ranking highlights how the priority problems of women and men differ, and where they overlap. Similarly, the priority needs of members of different socio-economic groups are revealed.

**PROCESS:** Organise two separate focus groups: one of women and the other of men. Make sure that a mix of socio-economic groups (as identified in the Social Map) is included in each.

Ask the participants to think about their "problems", listing the six problems (in any order) that are most important to them.

Write the list of six problems on both the vertical and horizontal axis of a prepared blank Pairwise Ranking Matrix. Also, write each of the six problems onto separate cards. Present a pair of cards (showing two different problems) to the group. Ask them to choose the more important one. Record their choice on the prepared matrix. Ask them also to explain the reasons for their choice. Repeat until all combinations of cards have been presented and decided-upon.

Count 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.

Organise a second set of focus groups - this time according to socio-economic group. Make sure both women and men participate in each group. Repeat the exercise. Compare the findings from the two sets of focus groups.

Discussing problems can encourage people to identify a wish list of needs, rather than issues that are appropriate for development activities.

## Flow Diagram

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**PURPOSE:** The **Flow Diagram** is a tool that builds upon the learning from the Pairwise Ranking Matrix. It helps us to learn about people's understanding of the causes of their problems as well as the effects resulting from their problems. It can also be used to identify possible solutions.

The Flow Diagram deepens analysis of the main problems in the community by revealing how problems, cause, effect and solutions are linked. It can also show which problems have solutions that can be implemented by the community, which problems require external assistance to resolve, and which seem to have no solution at all.

**PROCESS:** Work with the same focus groups that participated in the preparation of a Pairwise Ranking Matrix.

Take only one priority problem (as identified in the Pairwise Ranking Matrix) at a time. Put the name (or symbol) of the problem in the centre of the flip chart paper and draw a circle around it.

First, ask about the *causes* of the problem. As each cause is named write it on a separate card. Discuss and probe until there are no more causes identified. Ask the participants which causes are related to one another. Ask assistance from participants in placing the *causes cards* on the flip chart in correct relationship to the problem. When everyone agrees on their placement draw arrows *from* the causes *to* the problem.

Second, ask about the *effects* that result from the problem. As each effect is named write it on a separate card. Discuss and probe until there are no more effects identified. Ask assistance from participants in placing the *effects cards* on the flip chart in the correct places. When everyone agrees on their placement draw arrows *to and from* the effects and problem.

Third, ask about *solutions*. As each solution is named write it on a separate card. Discuss and probe until there are no more solutions identified.

Ask assistance from participants in placing the *solutions cards* on the flip chart in the correct places. When everyone agrees on the placement of the cards, draw double lines *between* the solutions and the problem. Repeat for each priority problem for each group. It is important to make sure that everyone understands the difference between causes, effects and solutions. For this reason, it is important to discuss them only one at a time.

## Problem Analysis Chart

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**PURPOSE:** The **Problem analysis chart** is used to understand the needs of different groups in a community. With this tool all the different problems are presented and discussed with the community as a whole, showing where different people's priorities overlap and where they differ. It also allows for an expanded discussion of the causes of the problems, coping strategies and opportunities for development. Coping strategies can be built upon for development and inform if efforts to address a particular problem have already been made, have failed or have not addressed the problem completely.

While local people may have very good ideas about what they need, they may lack information about the options that development programmes can offer. It is important that relevant technical "experts" from outside agencies and organisations, such as extension officers and NGO workers, be invited ahead of time to participate. It is very important at this stage in the analysis that the local people get appropriate information so that they can make informed decisions.

**PROCESS:** The meeting should begin with a presentation of the learning's thus far, beginning with a summary of the findings and concluding with the priority problems (and their causes and effects) of women and men, and the different socio-economic groups.

Use the following criteria to shorten the list of problems: (i) When a problem has been identified by more than one group, list it only once; (ii) When two or more problems are very closely related (sharing causes, effects and solutions), name them as one problem; and (iii) When a problem has no solution, e.g. climate, eliminate it from the list of problems.

Prepare the Problem Analysis Chart listing down the far left column the three priority problems identified by each of the different groups in the Pairwise Ranking Matrix. In the second column, list the causes of the problems as identified in the Flow Charts. Present the Problem Analysis Chart to the entire meeting. Explain which groups identified which problems and point out where priorities overlap. For each problem, present the causes identified. Ask if anyone, including the outside experts, has anything to add. Then ask people to explain what they currently do to cope with their problems. List the coping strategies in the third column. Finally, with specific reference to each problem discuss opportunities for development asking both the local community members and outside experts to contribute their ideas. Build upon the solutions identified in the Flow Diagrams. List the solutions in the fourth column.

## Farming Systems Diagram

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**PURPOSE:** The **Farming Systems Diagram** is used to understand how rural household livelihoods are assembled. It is a diagram designed to highlight the farming system, including on-farm activities such as crop production, off-farm activities such as fuel collection, and non-farm activities such as marketing. The diagram shows the flow of resources to and from the household, **who** is involved by gender, over all locations and seasons. It helps capture the full range of household activities showing the complexity of the livelihood system. They also often show how livelihoods may depend on many different types of agro-ecosystems - many of which may be common property resources such as forests, grazing lands, rivers and streams. Farming systems diagrams can also illustrate that women and men each have specialised knowledge about particular crops, animals or tree products - knowledge that can be built upon for development.

**PROCESS:** Select two households from each of the socio-economic groups identified in the Social Map. Visit each household individually.

After courteous introductions, inform the family that you want to learn about their farming activities (no need to mention mapping at this point). Ask the women and men in the household to walk with you through their farm. This helps people feel at ease as it allows household members to show their knowledge. Do not forget to cover the housing area and common property areas. As you walk along ask questions about the activities and resources you see. Do not forget to ask about what happens in other seasons and in places too far to visit.

After about 30 to 40 minutes walking, gather together as many household members as possible - men, women, children - for discussions about what you have seen and talked about. Then stop and suggest to the family that the information they are providing is too much to keep in your head and is better recorded by drawing the information on a piece of paper. Continue the discussion but ask those present to help you make the drawing. As soon as you can let the family take over the drawing. Soon you may just be asking questions and listening.

With this tool, you want to learn the typical or the general circumstance. Concentrate on getting an overview of the whole system, without excessive detail.

As the household members progress with the drawing, use the SEAGA questions to explore the labour and resource flows in the farming system. Be sure that the diagram shows roles and responsibilities by gender, and age and household position (head, husband, first wife, and sister), if appropriate.



## Daily Activity Clocks

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**PURPOSE:** Daily Activity Clocks illustrate all the different kinds of activities carried out in one day. They are particularly useful for looking at relative workloads between different groups of people in the community, e.g. women, men, rich, poor, young and old. Comparisons between Daily Activity Clocks show who works the longest hours, who concentrates on a small number of activities and who must divide their time for a multitude of activities, and who has the most leisure time and sleep. They can also illustrate seasonal variations.

**PROCESS:** Organise separated 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 each to produce their own clocks. They should first focus on the activities of the previous day. A picture of all the activities carried out at different times, and how long they took, should be drafted. Plot each activity on a circular pie chart (to look like a clock). Activities that were carried out simultaneously, such as child-care and gardening, should be noted.

When the clocks are completed, ask questions about the activities shown. Ask whether yesterday was typical for the time of year. Note the present season, e.g. wet, and then ask the same participants to produce new clocks to represent a typical day in the other season, e.g. dry. Compare.

One of the best (and often entertaining) ways to introduce the Daily Activity Clock tool is to start by showing what your own day looks like. Draw a big circle on paper and indicate what time you wake up, what time you go to work, when you care for your children, and so forth. There is no need to go into great detail, but it is important to illustrate that all kinds of activities are included such as agriculture work, wage labour, child care, cooking, sleep, etc.

## Seasonal Calendars

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**PURPOSE:** Seasonal Calendars are tools that help us to explore changes in livelihood systems taking place over the period of a year. They can be useful in counteracting time biases because they are used to find out what happens in different seasons. Otherwise, there is a tendency to discuss only what is happening during the time that the RA is taking place.

Calendars can be used to study many things such as how much work people have at different times of year or how their incomes change in different periods. It can also be used to show the seasonality of other important aspects of livelihoods such as food and water availability.

**PROCESS:** Work with a group of women and one of men that produced the Daily Activity Clocks. Explain that this time you want to learn about what people do in a year.

Find a large open space for each group. Calendars can be drawn on a large paper or can be traced in the sand or on a dirt floor using stones or leaves for quantification. Draw a line all the way across the top of the cleared space (or paper). Explain that the line represents a year - and ask how people divide the year, i.e. months, seasons, etc. The scale to use is the one that makes the most sense to the participants. Ask the participants to mark the seasonal divisions along the top of the line. It is usually easiest to start the calendar by asking about rainfall patterns. Ask their to put stones under each month (or other division) of the calendar to represent relative amounts of rainfall (more stones equal more rain).

Once the rainfall calendar is finished, you can draw another line under it and ask participants to make another calendar, this time showing their labour for agriculture (putting more stones over the time-periods of high labour intensity). Make sure the labour calendar, and subsequent calendars, is perfectly aligned with the rainfall calendar.

This process is repeated, one calendar under another, until all the seasonal issues of interest are covered. Be sure that calendars include those for food availability, water availability, income sources and expenditures. Ask the participants to put a symbol or sign next to each calendar to indicate the topic. As much as possible, ask their also to describe the sources of food and income, etc.

Other issues may be added according to the needs and interests of the participants, such as animal diseases, fodder collection, fishing seasons, marketing opportunities, health problems and so on.

## Benefits Analysis Flow Chart

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**PURPOSE:** The **Benefits Analysis Flow Chart** is a tool that helps us to understand what the "fruits" of people's livelihood activities are, and who enjoys them. It builds upon the information learned in the Farming Systems Maps.

Livelihood activities and resources generally result in products and by-products -- what we call benefits. For example, the benefits of growing a tree may include fruit, fodder, fuel-wood, lumber, bark and poles. The benefits resulting from growing maize may include food, oil, fuel, fencing and animal feed. The Benefits Analysis Flowchart shows who uses each of these products, and who decides how each is used and who controls the money if sold.

**PROCESS:** Make a return visit to each of the families that produced the Farming Systems Diagram (scheduled at a convenient time discussed at the end of your first visit). Arrive with a set of index cards (a different set for each family) already prepared based on the information about *resources* revealed during discussions of the Farming Systems Diagram.

Each card should represent a resource or a product or by-product (benefit) of the family's various livelihood activities. For example, poultry production may result not only in eggs and meat for consumption, but also eggs for sale, meat for sale, feathers, fertiliser and gifts for special occasions. Each of these would be shown on a separate card. Bring along a number of blank cards as well as the Farming Systems Diagram.

Give out a few of the prepared cards at a time to the adult family members. They pass the cards around taking turns looking at them. Ask them to describe who in the family uses the products, how it is used, who decides how it should be used and who controls the money if sold. If a family member does not know much about a particular product, he or she passes the card to the person who does. Additional information is sought from other household members.

Use the blank cards for adding other products and by-products as they come up in the discussion. Refer back to the Farming Systems Diagram as needed.

This tool is an opportunity to explore in a lively yet detailed manner the fundamental economic issues of livelihoods. Issues that arise can be explored further through direct observation and semi-structured interviews.

## Income and Expenditure Matrices

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**PURPOSE:** **Income and Expenditure Matrices** are used to understand sources of income and sources of expenditures. This tool can also reveal changes in expenditures in times of crisis. By quantifying the relative importance of different sources of income for different people, including both women and men from each social group, we can understand the security or vulnerability of different people's livelihoods, their priorities and limitations. It is important to see if all, most or only some of their total income is spent to meet basic needs. Do people have any money left or savings to invest in their livelihoods (e.g. animal vaccines or fertiliser) after meeting their basic needs?

**PROCESS:** Organise two or three new focus groups, mixing up socio-economic groups, men and women, young and old, etc. Work with each group separately. Explain that you want to learn about from where they make money and on what they spend it. Begin by asking the group to list their sources of income. Start drawing the matrix by indicating each source of income across the horizontal axis. The group may want to select pictures or symbols to represent each category. Collect 50 stones (ask the children for help). Explain that these stones represent the total income for the whole community for the year. Ask the participants to divide the stones according to their wealth/income, with one person representing each socio-economic group having a proportion of the 50 stones, as discussed and agreed upon by the group as a whole.

The vertical axis may include a representative for rich women, poor women, rich men, poor men, etc. Each in turn is asked to distribute their stones in the matrix to indicate their sources of income. Many stones are placed under major sources of income, few stones under minor sources of income, and no stones at all if they make no money from that particular source. This is carried out, in discussion with their fellow participants, until all the stones are distributed. Record the matrix - counting all the stones for each source of income for each socio-economic group. Now ask the participants to list all their expenditures, including savings. Change the horizontal axis of the matrix to represent each category of expense. Repeat the process accordingly. Record the matrix. Finally, create a relevant crisis (armyworm, drought) and ask each representative to remove several stones from the matrix to show where they would find the money to cope.

Discuss the impact of crisis and the coping strategies of the different participants. Record from where the stones were taken to cope with crisis (e.g. school fees, clothing, and food). Discussing incomes and expenditures can be highly sensitive, particularly as participants are required to agree on how many stones each representative for each socio-economic group should have. This tool tends to work because **amounts** are not discussed, only **sources**.

## Resource Picture Cards

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**PURPOSE:** Resource Picture Cards are used to learn about the gender-based use and control of resources within the household. Variation among the different socio-economic groups is included. Gender roles are an important aspect of the ways that resources are managed and decisions made. It is particularly useful for facilitating frank discussions about a sensitive issue in a fun and non-threatening way. The resource-base of both women and men is shown in a visually clear manner, leading well to discussions about priorities and resource needs for development action plans. Who in a household has access to resources such as land, livestock and food? Who makes decisions about the use of resources? Understanding the answers to these questions helps us to understand who is likely to lose and who is likely to gain because of a particular development activity.

**PROCESS:** Work with the same focus groups of women and men that produced the Daily Activity Clocks and Seasonal Calendars. Explain that this time you want to learn about resource use and control.

Place the three large drawings, one of a man, one of a woman, and one of a man and woman together in a row with adequate room between them. Underneath these drawings scatter the 20 or so smaller cards, each picturing a different resource, at random. Include some blank cards so that they can add resources. Ask them to sort the cards by placing them under the three large drawings, depending on who **uses** the resource, whether women, men or both. Facilitate the discussion among the participants about why they made the choices they did. Place the second set of drawings and cards on the ground, close 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 them to compare the way they have arranged the two sets of Cards. Repeat with other groups, as necessary, and compare.

This tool quickly generates a lot of discussion as people try to decide where to place a resource picture, whether under the drawing for women, men or both. Specify that only the resources used or controlled 50-50% by women and men are to be placed under the drawing of both. Otherwise, the pictures should be placed under either the woman or the man to indicate who has majority use or control. In their discussions, the participants will reach consensus about what each picture card stands for. For example, they may decide that the picture of baskets represents baskets for sale or baskets of stored grain. Pictures of resources that are not relevant should be tossed out. The blank cards should be used to add relevant resources not already shown. There will be some variation among the different socio-economic groups and these should be noted.

## Preliminary Community Action Plan

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**PURPOSE:** Preliminary Community Action Plans are used to investigate the resources required for implementation of the opportunities identified in the last column of the Problem Analysis Chart. This implies the groups (both local and external) that would be involved when implementation starts. It helps people to take realistic and concrete steps toward participatory development planning. This tool increases awareness about the skills and resources already available in the community.

**PROCESS:** Organise a meeting for the entire community preferably on the same day as the meeting held to produce the Problem Analysis Chart (perhaps after a long lunch shared by all participants). Make sure both women and men can attend, including a mix of socio-economic groups. Invite the technical experts from outside agencies and organisations to attend this meeting.

For each priority problem, assign *Activities*, based on each of the opportunities for development revealed in the Problem Analysis Chart. Ask about the resources required for implementation of each activity. Be sure that all of the resources needed are listed in the next column, including land, water, labour, inputs, training, etc. Ask which resources are already available in the community and which should come from outside. List the groups that would be involved in implementation of each activity. It is important to look back at the Venn Diagram and Institutional Profiles. What are the local groups and organisations that can assist? What are the external organisations and agencies that can assist? Where external agencies are identified, try to identify a local group as well. It is an opportunity to form partnerships! Ask the participants to roughly estimate when the work for each specific development activity could start. Make sure that seasonal patterns of climate and labour are taken into consideration (see Seasonal Calendars).

Be sure that everyone understands that the Preliminary Community Action Plan is not the final plan for development activities. It is a *preliminary plan*. Decisions about what is actually feasible to implement will be made using the tools that follow.

## Options Assessment Chart and Best Bets Action Plan

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**PURPOSE:** Options Assessment Charts and Best Bets Actions Plans are used to make concrete and realistic plans for implementation of priority activities. It is the final tool in the participatory planning process as outlined here. It builds directly upon the Preliminary Community Action Plan, but focuses on the activities most likely to succeed, due to consensus and availability of resources as identified through a Venn Diagram of Stakeholders and Stakeholders Conflict and Partnership Matrix.

To produce the Best Bets Action Plans, partnerships between different stakeholders who share common interests is encouraged, but where interests are not shared, each group has the opportunity to produce their own plans nonetheless.

**PROCESS:** Organise all community participants into focus groups based on shared priorities. Where women and men share a priority, they will produce a Best Bets Action Plan together. Where they have different priorities, they will each produce their own plans. The same applies for the different socio-economic groups.

Explain that the purpose of the Best Bets Action Plan is to refine and finalise ideas from the Preliminary Community Action Plan, incorporating the learnings from the stakeholder analysis. The idea is to produce plans that are as realistic and detailed as possible.

In columns list in order: *Group priority Problems, Solutions, Activities, Players and Costs*. Are there activities that must be changed or groups that must be added? Ask the participants first, to identify local contributions, and second, to identify where external resources may be required. Ask them when each activity could start how long each should take?

It is very important that participants be encouraged to be as realistic, concrete and detailed as possible for this tool. The more realistic the action plans are the more likely they are to be implemented. Be very clear about the probabilities of outside assistance for implementation. Are there development agencies or organisations ready to provide assistance to activities identified by the community members?

## Question Tank

### Village Social Maps

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- ▶ How many households are there? Size of the households? What is the total number of people?
- ▶ Is the village growing or shrinking? Why? (Birth rates, out-migration, in-migration).
- ▶ Are families polygamous or monogamous? Are living arrangements by nuclear family or extended family? How are these defined?
- ▶ If the village has more than one ethnic group, caste or religion, are they found mostly in certain areas?
- ▶ Is there some part of the village where poorer people or landless people are concentrated?
- ▶ What are the local definitions for "rich" and "poor"? Which households are rich? Poor? Medium?
- ▶ How many households are female-headed? Is the number growing? If so, why?

### Trend Lines

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- ▶ What are the most important environmental trends? E.g. drought, deforestation, erosion.
- ▶ What are the most important economic trends (e.g. jobs, wages, prices, costs of living, crop yields, and livestock population)?
- ▶ What are the most important demographic trends? E.g. birth rates, infant mortality, in-migration, out-migration, increases in female-headed households. What other trends are important? What are the linkages between the trends?
- ▶ Are there linkages or causes stemming from the intermediate- or macro-levels?
- ▶ What are the most important environmental trends?
- ▶ What are the most important economic trends?
- ▶ What are the most important demographic trends?
- ▶ What are the most important social trends?
- ▶ What are the most important political trends?
- ▶ What are the most important institutional trends?



- ▶ What other trends are important?
- ▶ What are the linkages between trends?
- ▶ What is getting better? What is getting worse?
- ▶ Are there trends that effect women and men differently?
- ▶ Are there trends that effect the poor more than other groups?
- ▶ Are there differences by ethnicity, caste, rural/urban, etc?
- ▶ What is getting better? What is getting worse?
- ▶ What trends impact women and men differently?
- ▶ What trends impact the poor more so than they impact the rich?  
Are there differences by ethnicity, caste, etc.?

## Venn Diagrams

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- ▶ Are there any local groups organised around environmental issues?  
E.g. forest users group, water users group.
- ▶ Are there any local groups organised around economic issues?  
E.g. credit, agriculture production.
- ▶ Are there local groups organised around social issues?  
E.g. health, literacy, religion.
- ▶ Are there groups from which women are excluded? Which ones? Why?  
What do they lose due to their lack of participation?
- ▶ Are there groups exclusively for women? If so, what is the focus of these groups?  
What do women gain from them?
- ▶ Are the poor excluded from any of the local groups? Which ones? Why?  
What do they lose due to their lack of participation?
- ▶ What are the links between local groups or organisations and outside institutions?  
E.g. NGOs, political parties, government institutions.

### Pairwise Ranking

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- ▶ What are the different problems identified by women and men? Which problems result from the gender-based division of labour or from inequitable access to resources? Which problems are shared by both?
- ▶ What are the different problems identified by the different socio-economic groups? Which problems result from poverty or discrimination? Which problems do all groups share?
- ▶ Which problems relate to the Development Context issues? Which problems relate to the Livelihood Analysis issues? Both?
- ▶ Are the problems related to one another?
- ▶ Was there consensus or disagreement about the ranking of problems?

### Flow Diagram

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- ▶ What are the *causes* of the problem? Which are related to the Context findings (e.g. which are environmental, economic, social or institutional)? Which are related to the Livelihood Analysis findings? Which are related to gender issues?
- ▶ What are the *effects* of the problem? Which are related to the Development Context findings? E.g. which are environmental, economic, social or institutional. Which are related to the Livelihood Analysis findings? Which are related to gender issues?
- ▶ What are the *solutions proposed*? Which the local community can implement? Which require external assistance? Are there problems for which no solutions were identified?
- ▶ Is there any overlap of causes, effects or solutions for the three priority problems of each group? Among the different groups?

## Problem Analysis Chart

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- ▶ Which priority problems did different groups share? Which priority problems are related? Is there consensus or disagreement about which problems are the most important for the community as a whole?
- ▶ Did the outside experts identify additional causes of the problems? What are they?
- ▶ What are the current coping strategies? What are the gender implications (e.g. women go further and further to fetch water)?
- ▶ What are the opportunities to solve the problems? What opportunities did the community members suggest? By the technical experts? Which can be implemented locally? Which require external assistance?

## Farming Systems Diagram

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- ▶ What are the major **on-farm activities**? Crop production? Livestock production? Poultry production? Fruit and vegetable production? Who has responsibility for each, women, men or both?
- ▶ What are the major **off-farm activities**? Fuel collection? Water collection? Fishing? Who has responsibility for each?
- ▶ What are the major **non-farm activities**? Marketing? Waged labour?
- ▶ Who has responsibility for each?
- ▶ Which activities and resources contribute most to meeting the basic needs of the household?
- ▶ How do the diagrams from the different socio-economic groups compare? Which households have problems meeting their basic needs? Why?
- ▶ Which households have the most diversified livelihoods? Which are the most vulnerable, depending on only one or two activities or resources?
- ▶ Identify the key linkages between the different kinds of activities and resources, e.g. between forest products and livestock production.

### Seasonal Calendar

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- ▶ Are the overall livelihood systems fairly stable or with great seasonal variations?
- ▶ How do women's calendars compare with men's? What are the busiest periods for women? For men? Are there labour bottlenecks?
- ▶ How does food availability vary over the year? Are there any periods of hunger?
- ▶ How does income vary over the year? Are there any periods of no income?
- ▶ How do expenditures vary over the year? Are there periods of great expense, e.g. school fees, food purchases?
- ▶ What are the Key Linkages among the different calendars (e.g. income and food supply or rainfall and labour)?

### Daily Activity Clocks

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- ▶ For each person, how is his or her time divided? How much time is devoted to productive activities? Domestic activities? Community activities? Leisure? Sleep? How do they vary by season?
- ▶ For each person, is time fragmented among several different kinds of activities, or concentrated on a few?
- ▶ How do the women's and men's clocks compare?
- ▶ How do the clocks from the different socio-economic groups compare?
- ▶ Of all the clocks, whose is the busiest?

## Benefits Analysis Flow Chart

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- ▶ What major benefits result from **on-farm activities** (e.g. crop production, livestock production, poultry production, fruit and vegetable production)?
- ▶ How are they used?
- ▶ Who decides on their use? Who does it?
- ▶ If sold, how is the cash used? Who decides on cash use?
- ▶ What major benefits result from **off-farm activities** (e.g. wood collection, water collection, and fishing)?
- ▶ How are they used?
- ▶ Who decides on their use? Who does it?
- ▶ If sold, how is the cash used? Who decides on cash use?
- ▶ What are the major benefits resulting from **non-farm activities** (e.g. marketing and waged labour)?
- ▶ How are they used?
- ▶ Who decides on their use? Who does it?
- ▶ If sold, how is the cash used? Who decides on cash use?
- ▶ Overall, which benefits are consumed by the household? Which are sold for income?
- ▶ Which contribute most to meeting the **basic needs** of the household?
- ▶ Which are controlled by men and which by women?
- ▶ How do the different socio-economic groups compare?

### **Incomes and Expenditures Matrix**

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- ▶ Are there many or few sources of income in the community? Which are the most important?
- ▶ How vulnerable are these sources of income to crisis, e.g. drought or disease?
- ▶ Do certain socio-economic groups have more vulnerable livelihoods than others do? In other words, do certain people depend on only one or two sources of income, while others have diversified sources?
- ▶ Are there sources of income available to certain groups, e.g. older men, richer, high caste groups, which are not available to others, e.g. young women, poorer, low caste groups?
- ▶ How do women's income sources compare with men's?
- ▶ Are expenditures few and concentrated or spread out over several kinds of expenses?
- ▶ Which expenditures are common to nearly everyone?
- ▶ For each social group, what proportion of income goes to meeting basic needs, e.g. food, water, shelter, clothing, health care and education?
- ▶ For each social group, what proportion of income goes to savings? For productive investments, e.g. inputs, equipment, livestock?
- ▶ How do women's expenditures compare with men's?
- ▶ To cope with crisis, on what would people spend less? Leisure activities? Clothing? School fees? Food? What are the implications for the future?

## Picture Resource Cards

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- ▶ Which resources do men use? Women? Both?
- ▶ Is it women, men or both who use the resources of high value? E.g. land, livestock, technology.
- ▶ Which resources do women have control over? Men? Both?
- ▶ Is it women, men or both who make the decisions about high value resources?
- ▶ Among the women and men of different socio-economic groups, who are the resource-rich? Who are the resource-poor?
- ▶ What are the links between women's labour and women's use and control of resources? What are the links between men's labour and men's use and control of resources?

## Preliminary Community Action Plan

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- ▶ What resources are needed for implementation of the proposed development activities? Looking at the Development Context findings, which are available in the community? Which are problematic? Which are available only from outside sources?
- ▶ What are the gender implications for each of the resources listed (e.g. water is required for horticulture activities and it is women who fetch water)?
- ▶ What groups need to be involved for implementation of the proposed development activities? Looking at the Venn Diagram and Institutional Analysis, which community groups could support which activities? What agencies or organisations from outside the community are needed?
- ▶ Do the groups selected to support the development activities include women? Other marginal groups? Would women be in a position to make decisions about their priority development activities? Other marginal groups?

### **Options Assessment Chart and Best Bets Action Plan**

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- ▶ Are there development activities that must be changed or eliminated because of problems revealed in the Venn Diagram of Stakeholders or the Stakeholders Conflict & Partnership Matrix?
- ▶ Given the findings from the Venn Diagram of Stakeholders and the Stakeholders Conflict & Partnership Matrix, are there groups that should be added for implementation of certain development activities? Opportunities for partnership? Previously identified groups that cannot realistically be expected to participate?
- ▶ Which Best Bets Action Plans include development activities that will directly benefit women? Men?
- ▶ Which Best Bets Action Plans include development activities that will directly benefit the most disadvantaged groups in the community?
- ▶ Which Best Bets Action Plans include development activities that will benefit most or all of the community?





# SEAGA for Emergency and Rehabilitation Programmes

*Socio-Economic and Gender Analysis*



### OBJECTIVES

- ▼ To list relevant reference material in FAO/WFP

## International Organization Websites

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### International Organisation Web Sites

Gender And Disaster Network (Gdn).

<http://www.fiu.edu/orgs/IHC/gender/>

### Journal Of Humanitarian Assistance.

<http://www-jha.sps.cam.ac.uk/jha.htm>

### OCHA - Online.

[http://www.reliefweb.int/ocha\\_ol/onlinehp.html](http://www.reliefweb.int/ocha_ol/onlinehp.html)

### IFRC - World Disasters Report.

<http://www.ifrc.org/>

### OCHA - ReliefWeb.

<http://www.reliefweb.int>

### ODI - Relief and Rehabilitation Network.

<http://www.oneworld.org/odi/rrn/about/index.htm>

### UN Economic and Social Development.

General Information on Women:

<http://www.un.org/ecosocdev/geninfo/women> Advancement & Empowerment of Women.

<http://www.un.org/womenwatch/>

### INDP for Women.

<http://www.unifem.undp.org>

### UN Division for Advancement of Women.

<http://www.un.org/womenwatch/daw>

### UNDP Poverty, Environment, Gender and Governance.

<http://www.undp.org/toppages/focus%20areas/focus.htm>

### The Worldbank Group.

<http://www.worldbank.org/aftdr/bp/GENDER/gendtest.htm>

### WFP - Women and Gender.

<http://www.wfp.org/info-themes-women-home.html>

## FAO Web Sites

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### Agriculture (AG)

<http://www.fao.org/WAICENT/FAOINFO/AGRICULT/Default.htm>

### Agricultural Engineering Branch (AGSE)

<http://www.fao.org/ag/ags/agse/activity.htm>

### Commodities and Trade Division (ESC)

<http://www.fao.org/es/esc/comtrade.htm>

### Food Security and Agricultural Projects Analysis Service (ESAF)

<http://www.fao.org/WAICENT/FAOINFO/ECONOMIC/economic.htm>

### Food and Nutrition Division (ESN)

<http://www.fao.org/WAICENT/FAOINFO/ECONOMIC/ESN/nutri.htm>

### Gender (SDW, SDWW)

<http://www.fao.org/Gender/gender.htm>

### Global Warning and Information System (GIEWS)

<http://www.fao.org/WAICENT/faoinfo/economic/giews/english/giewse.htm>

### Emergency Operations and Rehabilitation Division (TCE)

<http://www.fao.org/reliefoperations/>

### Seed and Plant Genetic Resources Service (AGPS)

<http://www.fao.org/ag/agp/agps/fprj.htm>

### Technical Cooperation (TC, TCI)

<http://www.fao.org/WAICENT/FAOINFO/TCD/DEFAULT.HTM>

### Partnership Programmes

<http://www.fao.org/GENINFO/partner/default.htm>

### Participation

<http://www.fao.org/participation/>

## WFP Web Sites

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### Homepage

<http://www.wfp.org>

### Gender

<http://www.wfp.org/genderweb/>

### Strategy and Policy Division (SP)

<http://www.wfp.org/info/org/division/SP.html>

### Operations Department (OD)

<http://www.wfp.org/info/org/division/OD.html>

### Resources and External Relations Division (RE)

<http://www.wfp.org/info/org/division/RE.html>

### Finance and Information Systems Division (FS)

### Management Services Division (MS)

<http://www.wfp.org/info/org/division/MS.html>

### Human Resources Division (HR)

<http://www.wfp.org/info/org/division/HR.html>

### Office of the Executive Director (OED)

<http://www.wfp.org/info/org/division/OED.html>

### Partnerships - Agreements with other Organizations/Entities

<http://www.wfp.org/info/MOUs-Agreements.pdf>

### Guidelines for Calculating Food Rations for Refugees

<http://www.wfp.org/operational/calfood/guidelin.htm>

### Guidelines for Selective Feeding Programmes

[http://www.wfp.org/operational/selffeeding/provision\\_guidelines.htm](http://www.wfp.org/operational/selffeeding/provision_guidelines.htm)

### UNHCR/WFP Memorandum of Understanding on Joint Working Arrangements

[http://www.wfp.org/eb\\_public/EB.2\\_97\\_English/eitem3\\_c1.html](http://www.wfp.org/eb_public/EB.2_97_English/eitem3_c1.html)

### Policies on the use of WFP food aid in relief and development activities: Monetization

[http://www.wfp.org/eb\\_public/EB.A\\_97\\_English/eitem5\\_a.html](http://www.wfp.org/eb_public/EB.A_97_English/eitem5_a.html)

### Vulnerability Analysis and Mapping Guidelines

<http://www.wfp.it/vam/>

### Statistics

[http://www.wfp.org/InfoServs\\_Home.html](http://www.wfp.org/InfoServs_Home.html)

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### International Center for Research on Women.

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<http://www.icrw.org/>

### Oxfam United Kingdom and Ireland.

274 Bradbury Road, Oxford OX2 7DZ

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<http://www.oneworld.org/oxfam>

### Swedish International Development Authority

(SIDA). Gender Office, Birger Jarlsgatan 61

S-105 25, Stockholm, SWEDEN

Tel: (46.8) 728-5100

Fax: (46.8) 698-5656; 698-5642; 612-6380;

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<http://www.sida.org>

### United Nations Children's Fund (UNICEF).

3 U.N. Plaza, New York, New York 10017

Tel: (212) 326-7000

Fax: (212) 888-7465

<http://www.unicef.org/>

### United Nations Development Fund for Women

(UNIFEM)\*, 304 East 45th Street, New York, New York 10017.

Tel: (212) 906-6435

Fax: (212) 906-6705

<http://www.unifem.undp.org/>

### United Nations Population Fund (UNFPA).

220 East 42nd Street, New York, New York 10017.

Tel: (212) 297-5000

Fax: (212) 557-6416

<http://www.unfpa.org/tpd/gender/index.htm>

### United States Agency for International Development (USAID).

USAID/R&D/POP/P&E

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Fax: (703) 875-4693

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Washington, DC 20523-1819

<http://www.usaid.gov/regions/afr/abic/guides/widsites.htm>

### Women in Development (WID), USAID.

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<http://www.unescap.org/wid>

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<http://www.womenink.org/>

<http://www.iwtc.org>

\*All UNIFEM publications are distributed by Women, Ink.

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WORLDBANK

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<http://www.worldbank.org/gender/>

<http://www.worldbank.org/gender/how>

[/partners.htm](http://partners.htm)

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[www.fao.org/reliefoperations](http://www.fao.org/reliefoperations)

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