REPUBLIC OF RWANDA
MINISTRY OF DISASTER MANAGEMENT AND REFUGEE AFFAIRS

A Guideline on Gender in Disaster Management

INTRODUCTION

Good practices of gender-inclusive disaster management (DM) worldwide provide strong evidence that a gender-balanced approach benefits both men and women. Moreover, it has been demonstrated that equal and active participation of women and men in DM makes it possible to achieve the Millennium Development Goals (MDGs), sustainable socio-economic development and the overarching goal of the Hyogo Framework for Action (HFA) of building the resilience of nations and communities to disasters.

The Government of Rwanda has made significant efforts to ensure the respect and application of gender principles. The Constitution of the Republic of Rwanda of 4th June 2003, as amended, to date stipulates in its article 11 that:

"all Rwandans are born free and equal in rights and duties. Discrimination of whatever kind based on, inter alia, ethnic origin, tribe, clan, colour, sex, region, social origin, religion or faith, opinion, economic status, culture, language, social status, physical or mental disability or any other form of discrimination is prohibited and punishable by law"[1].

The Government of Rwanda also acknowledges that the differences existing between men and women, girls and boys need to be effectively recognized and addressed in development processes in order to make all interventions effective and efficient. The centrality of gender equality in national development has been underpinned by President Paul Kagame who reaffirmed his conviction that "*gender equality is not just women's business, it is everybody's business*" and that *"gender equality and women's empowerment are critical to sustainable socio-economic development*"[2].

As a result of the Government's commitment, gender equality is considered a cross-cutting issue in key strategic and planning documents such as Vision 2020, mid-term Economic Development and Poverty Reduction Strategy (EDPRS) as well as in sector policies and plans.

Moreover, the National Policy on Gender[3] calls for the adoption of specific sector policies and actions in Disaster Management and Refugee Affairs as part of a broader strategy for the promotion of gender equality in all sectors of development. As a direct result, all concerned institutions need to ensure that effective gender-sensitive policy, strategy and tools are developed for preparedness in a range of disaster scenarios applicable to Rwanda, such as floods, volcanic eruption, drought, landslides as well as mass influx of refugees, returnees and/or displaced persons.

In order to translate the national commitment regarding the integration of gender principles in all disaster-related initiatives, the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) developed the present guiding tool. The document aims to support MIDIMAR in the process of effectively mainstreaming gender into its policies, programs, plans, strategies and actions, thus improving the realization of its core mandate. The present document also aims to help stakeholders and partners involved in the social protection sector to strengthen their action concerning disaster management and protection of refugees, returnees and displaced populations. The areas of intervention will include disaster

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[1] Republic of Rwanda - National Constitution, June 2003
[2] Opening address by President Paul Kagame, Gender, Nation Building and Role of Parliament conference report, 2007
[3] Republic of Rwanda - National Gender Policy, 2010

prevention, mitigation, preparedness, response, recovery, rehabilitation, as well as sensitization, repatriation, reception and reintegration of refugees and displaced populations.

Section I: General Orientation

Rationale and Objective of the present Guidelines

The National Policy on Gender[1] underlines that the promotion of gender equality has not been sufficiently incorporated into sector development programmes in Rwanda[2].The effective integration of gender in the development sector will require coordinated and systematic technical capacities in policy analysis, policy implementation, data collection and analysis, and monitoring and evaluation at central and decentralized levels. Disaster management (DM) being a key element toward a safe and sustainable development, then integrating gender into DM will serve the ultimate goal of improving development processes.

The present document aims to provide MIDIMAR and its main partners with guidance concerning gender analysis, planning and actions to ensure that the needs, contributions and capacities of women, girls, men and boys are considered in all aspects of disaster management and disaster risk reduction processes.

The guidelines focus on major cross-cutting issues and areas of work in all phases of disaster management, including preparedness, response and recovery. They also represent a useful tool to make sure that gender issues are included in needs assessments, vulnerability and capacity analysis, contingency planning and evaluations. As a result, these guidelines contribute to the overall objective of protecting and promoting the human rights of women, girls, men and boys in disaster management and humanitarian action, thus supporting the advancement of gender equality in the country.

Legal framework at the National and International level

The Guidelines for Gender Mainstreaming in Disaster Management are in line with the following national and international legal frameworks, development policies, programmes and tools:

At the National Level

Rwanda National Constitution

In its article 11, the Constitution of the Republic of Rwanda of 4th June 2003 as amended to date stipulates that "all Rwandans are born free and equal in rights and duties. Discrimination of whatever kind based on (...) is prohibited and punishable by law". Thus the Rwandan National Constitution reinforces the principles of gender equality and elimination of all forms of discrimination against women and provides a very strong platform for gender mainstreaming in all sectors, including disaster management and refugees affairs.

Vision 2020

Vision 2020 is a long-term development framework that highlights the aspirations of Rwandan populations from 2000 to 2020. As Rwanda's development road map, it situates human development as one of the main pillars of the nation's development and recognises gender equality as a cross-cutting issue in all development-related policies, programmes and plans.

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[1] Republic of Rwanda - National Gender Policy, 2010.
[2] The Policy emphasizes that among the main reasons for this failure are the low capacity in planning, weak advocacy, limited budget allocation, insufficient gender disaggregated data, few targets and inadequate monitoring and evaluation.

Economic Development and Poverty Reduction Strategy (EDPRS)
The overall goal of the Economic Development Poverty Reduction Strategy (EDPRS) is to achieve equity of voice, participation, and accessibility to services in every sector. Gender mainstreaming is therefore defined in the EDPRS as a national priority: "The EDPRS process has (...) placed particular emphasis on cross cutting issues, including social inclusion, HIV/AIDS, environment, gender and youth, in order that all sectors deliberately and actively include them in their strategic planning"[1].

The National Decentralisation Policy
The National Decentralization policy underlines the commitment of the Rwandan government to empower its people to determine their destiny. The implementation of decentralized structures down to the lowest level of *Umudugudu* is a strategic approach for ensuring that gender equality and gender empowerment is effectively addressed throughout the planning cycle, and that a sense of community ownership by the different social group is enhanced.

Seven Year Government Programme (2010-2017):
The Seven Year Government Programme explicitly addresses Disaster Management issues, focusing its interventions in building adequate disaster prevention, warning and response capacity at national level.[2] The present Policy will serve as a tool to facilitate the integration of gender-based principles, mechanisms and tools in Disaster Management, thus constituting a key element for the successful achievement of Disaster Management related goals.

National Gender Policy
The National Gender Policy constitutes a fundamental tool that facilitates the recognition and promotion of equal opportunities for women and men, boys and girls in every sector. The Policy calls for the effective integration of gender in the diverse areas of development including disaster management, and requires that concerned institutions act in order to ensure that an effective gender sensitive strategy is developed for preparedness in a range of disaster scenarios.

National Policy on Gender Based Violence (GBV)
The overall objective of the policy is to progressively eliminate gender-based violence through the development of a preventive, protective, supportive and transformative environment, reducing the vulnerability levels and strengthening the capacities of individuals and groups more at risk of GBV. In the face of the enhanced vulnerability of individuals and groups and in response to the increased levels of GBV cases during natural disasters and mass movements of population (such as refugees or returnees fluxes), the present document for Gender Mainstreaming in Disaster Management strictly incorporates and is in line with all the key elements of the National GBV Policy.

Rwanda National Policy on Disaster Management
Among its main strategies the National Disaster Management Policy (2011 revision) underlines the need for the adoption of a human rights based approach as well as the adequate assessment and integration of vulnerable groups' specific needs. The effective mainstreaming

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1 Economic Development Poverty Reduction Strategy (EDPRS) 2008-2012, Government of Rwanda.
2 Seven Year Government Programme, Programme 4, page 27, point 23: "Build disaster prevention, warning and response capacity. Develop prevention and preparedness measures for 90% of hazards and Respond in a period not exceeding 24 hours or less after a disaster."

of gender in all phases of Disaster Management constitutes therefore a crucial element for the successful and inclusive achievement of the above mentioned goals[1].

Rwanda National Disaster Risk Management Plan
The National Disaster Risk Management Plan is the guiding document that enables the government to address disaster risk management in Rwanda. It aims to contribute towards the achievement of i) substantially and sustainably reduction of disaster losses and alleviation of human suffering caused by disaster, and ii) promotion of the wellbeing of refugees and returnees. The effective and efficient mainstreaming of gender in all the interventions defined within the Plan is a key aspect for the achievement of the mentioned goals.

MIDIMAR 5-year Strategic Plan (2012-2017)
The MIDIMAR Strategic plan 2012 – 2017 provides the overall framework for a holistic approach of Disaster Management and refugee Affairs in Rwanda. It covers Disaster Risk Reduction, Preparedness, Response, Recovery and Rehabilitation as well as Refugee and Returnee Affairs. The Plan integrates gender as a cross-cutting issue, underlying the importance for gender issues to be identified, understood and analyzed as a priority and be integrated as part of the planning, implementation and monitoring processes, following MIDIMAR Gender Mainstreaming guideline recommendations.

At the International Level
International agenda and initiatives
Gender issues have slowly become visible on the global DM agenda after decades of marginalization in inter-governmental processes. This is largely due to consistent global advocacy, awareness-raising and technical support from development and disaster management related institutions. Among the main initiatives carried out at international level it is due to highlight:

   a) The *Global Platform for Disaster Risk Reduction* (2007) which session summary pointed out that while women play important roles in building a culture of disaster prevention, particularly at the community level, this was not well recognized and, so, their potential to contribute to DRR was mostly left untapped.
   b) The *Manila Declaration for Global Action on Gender, Climate Change and Disaster Risk Reduction* (2008) which stressed the lack of a gender perspective in global agreements on climate change.
   c) The *Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction* (2009) which sets out guidance for practical action by governments and international organizations to build gender-effective disaster resilience at the local and national levels[2].

Humanitarian Charter and Minimum Standards in Disaster Response
In relation to the integration of gender and the promotion of gender equality in humanitarian interventions, it is stated that *"humanitarian responses are more effective when they are based on an understanding of the different needs, vulnerabilities, interests, capacities and coping strategies of men and women and the differing impacts of disaster upon them. The understanding of these differences, as well as of inequalities in women's and men's roles and*

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[1]The National Disaster Management Policy (2011 revision) provides the following goals for Disaster Management in Rwanda: a) Prevention of disasters and their impact on families, infrastructure and the environment; b) Building resilience of families and communities to disasters by reducing their vulnerability and increasing their ability to withstand and minimize the effects of disasters and complex emergencies through adapting to climate change by enhancing preparedness; c) Providing fast, coordinated, effective and appropriate responses to disasters and complex emergencies; d) Ensuring timely recovery from disasters and complex emergencies, and leaving communities and families in a better position to withstand future hazards.
2 The Agenda also calls for political commitment to mainstreaming gender in disaster risk reduction and encourages governments to carry out gender sensitive vulnerability, risk and capacity assessments and monitoring.

workloads, access to and control of resources, decision-making power and opportunities for skills development, is achieved through gender analysis. Gender cuts across all the other cross-cutting issues. Humanitarian aims of proportionality and impartiality mean that attention must be paid to achieving fairness between women and men and ensuring equality of outcome".

Universal Declaration of Human Rights (1948) and Convention on the Elimination of All Forms of Discrimination against Women (1979)
The Universal Declaration of Human Rights, which affirms the equal rights of men and women, and the Convention on the Elimination of All Forms of Discrimination against Women are together commonly referred to as the international legal framework for the equal rights of women. Under this framework, governments are bound to guarantee men and women equal opportunities in terms of economic, social, cultural, civil, and political rights.

The Agenda 21 (1992)
Chapter 24 of the Agenda 21 UN Conference on Environment and Development calls upon governments to make necessary constitutional, legal, administrative, cultural, social, and economic changes in order to eliminate all obstacles to women's full involvement in sustainable development and in public life. Agenda 21 is to be achieved through government policies, national guidelines, and plans to ensure equity in all aspects of society, including women's 'key involvement' in decision-making and environmental management.

Millennium Development Goals (MDGs) 2000-2015
The Millennium Development Goals (MDGs) are particularly important in crisis management, in light of the need to promote stronger links between relief and development. The themes of the MDGs - poverty, health, gender equality, education, environmental sustainability and overall human development - are all closely linked to the ability of a population to cope with and respond to disasters and crises. Moreover, the third Goal of MDGs – the achievement of gender equality and women empowerment - constitutes a fundamental cross-cutting principle, thus enabling other goals to be achieved.

Hyogo Framework of Action (HFA) 2005-2015
Governments adopted the *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters* at the World Conference on Disaster Reduction in January 2005. The Hyogo Framework emphasizes that Disaster Risk Reduction (DRR) must be addressed in the context of socioeconomic development, and mainstreamed into development planning and actions. The Hyogo Framework also states that a gender perspective should be integrated into all DRR policies, plans and decision-making processes as a necessary condition of effective DRR.

Opportunities and constraints[1]

Opportunities
Rwanda offers many opportunities that will contribute positively to the design and implementation of national gender-sensitive policies in all development sectors. The promotion of gender equality as a development goal is explicitly articulated in the main national sector policies as well as the constitutional and legal instruments, including disaster management related plans and programmes as mentioned above. As a result of it, the main opportunities are as follows:

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[1] The analysis has been based on the Rwanda National Gender Policy (2010).

➢ The existence of genuine political commitment at the highest level of decision making provides great opportunities for success;

➢ The existence of a legal and policy framework that identifies gender as a key element for the achievement of the national development goals[1] as well as policy documents that clearly identify gender as a cross-cutting issue for disaster management related programmes and initiatives[2];

➢ General awareness about gender as a development issue is generally improving although the link between gender and Disaster Management initiatives needs to be strengthened both at institutional and operational level;

➢ Innovative initiatives such as the Gender Budgeting Programme[3] and the Gender Monitoring Office will contribute to enhance the effectiveness and accountability of gender mainstreaming processes in public institutions;

➢ The reforms taking place across the country are being implemented at central as well as decentralised levels, which facilitates the participation of local authorities in gender-related advocacy and capacity building processes;

➢ The existence of partnership and collaboration mechanisms between government, international institutions and civil society organisations in relation to disaster management and refugees affairs (such as the Disaster Management Task Force) represents a favourable element for the effective mainstreaming of gender in all DM related organizations, as well as a positive pre-condition for the optimization of human and financial resources;

➢ Membership of the East African community and other political-economic groupings provides an important opportunity to learn from the diverse experiences of other member countries, especially in relation to natural disaster and/or mass population movements which often are cross-border events[4].

Constraints

Despite the progress made in the realisation of national goals of achieving gender equality, there are still constraints to be overcome. The key constraints are highlighted below:

➢ Limited effectiveness of institutional instruments such as policies, strategies and plans for gender mainstreaming in disaster management;

➢ Limited capacities and technical skills in gender analysis and planning for effective gender mainstreaming in all development sectors and areas of intervention, including disaster-related and refugees affairs management;

➢ Resistance to behaviour change and poor understanding of gender-related concepts, principles and practices both at institutional and individual level;

➢ Existence of social, cultural and economic factors limiting girls and women's participation in education at all levels, especially in traditionally male reserved areas[5];

➢ Cultural biased perception that women are not made for decision making and/or leadership roles nor for participating in the public sphere of life, and existence of heavy reproductive workload[6] which prevents women from getting time to participate in decision-making processes, thus enhancing their levels of vulnerability and exclusion;

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[1] Such as the 7-year Government Programme, National Gender Policy, National Policy against Gender-Based Violence.
[2] Such as the National Policy on Disaster Management, the Disaster Management Strategic Plan and the MIDIMAR 5-year Strategic Plan.
[3] The Programme adopted by the Ministry of Finance and Economic planning in partnership with MIGEPROF is an important entry point for the process of institutionalising gender responsive budgeting and gender mainstreaming process in central and local government institutions.
[4] Such environment provides an opportunity for joint advocacy, as well as research and information dissemination across the borders.
[5] Such situation have a direct negative impact on women empowerment processes, access to information and participation in development and disaster management related initiatives.
[6] Such as domestic tasks, child-care and support to elder family members.

➢ Limited involvement of men in addressing gender-based violence and other gender related issues, which has a negative impact on their understanding of such issues;

➢ Poor participation of women in interventions meant for environment protection and land use;

➢ Limited access to ICT that contributes to poor access by women to information and increases their level of exclusion from early warning systems;

➢ Limited awareness and knowledge concerning the greater exposure of girls and women to risk factors - especially in natural disaster and emergency situations, or mass movements of population such as refugees fluxes - which increases their levels of vulnerability to gender-based violence;

➢ Insufficiency of gender disaggregated data leading to weaknesses in advocacy for gender equality as well as to inadequate analysis and planning of gender-related initiatives;

➢ Limited existence of efficient strategies for the coordination of interventions in gender-related issues at inter-institutional level, as well as unsystematic and uncoordinated monitoring and evaluation mechanisms.

Understanding Gender

In today's society, gender issues arise from a complex mix of dynamic factors that include differentiated roles and responsibilities, skills and capabilities, vulnerabilities, power relations, institutional structures, and long-standing traditions and attitudes. The specificities of gender relations may vary depending on the socio-cultural values of a society; however, the fundamental gender-based divisions of roles, responsibilities and identities largely remain the same throughout the world. As a result, men and women develop different and specific skills. They also have different life experiences, and therefore different concerns, needs and priorities.

Within gender relations there are strong imbalances between men and women that are typically unfavourable towards women[1]. In general, women occupy a subordinated status in the family, community and society at large. Gender-based relations, in particular power relations, and established social and institutional structures and attitudes effectively lead to the subordination of women, denying them opportunities and interfering with their rights as individuals. Such an imbalanced gender relationship prevents women from enjoying equal-rights and equal-partners status – as policy makers, contributors and beneficiaries of development.

Gender equality or equality between women and men refers to the equal enjoyment by females and males of all ages, regardless of sexual orientation, of rights, socially valued goods, opportunities, resources and rewards. Equality does not mean that women and men are the same but that their enjoyment of rights, opportunities and life chances are not governed or limited by whether they were born female or male. Protecting human rights and promoting gender equality must be seen as central to the humanitarian community's responsibility to protect and provide assistance to those affected by emergencies.

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[1] Powers and opportunities to contribute to, and benefit from, development have typically been confined to men, since traditional development approaches have largely targeted and viewed men as the heads of households, farmers, bread winners. Women have been seen merely as housewives, secondary earners and mothers within the context of the family/household unit and mostly addressed in these stereotyped roles, if at all. Although gender issues in the development context are fairly well researched and debated, women are still largely marginalized in the development process.

Two main strategies are needed to reach the objective of gender equality: gender mainstreaming on one hand, targeted actions and programmes in response to gender analysis on the other hand.

Gender and Disaster

Gender relations in disasters reflect gender relations in society. Owing to different life occurrences, women and men differ in how they experience, respond to, and recover from disasters. When disaster strikes, men and women have different abilities and ways of responding, and, in the end, the impacts are different. It has been widely observed, researched and documented that women are more vulnerable than their male counterparts of the same social classes, races and age groups during all phases of a disaster[1]. Gender-based social, economic, religious and cultural constructs marginalize women across all communities and groups, irrespective of class, caste, economic standing, status or age.

Gender-based inequalities and vulnerabilities place women at greater degrees of risk to disasters, including less access to disaster early warning, to policy and decision making in disaster management, to knowledge and information, to relief assistance, in addition to higher level of illiteracy, poverty and risk of sexual and domestic violence and sexual abuse. Disaster situations, with the breakdown of family, community and institutional security and protection, generally make prevailing gender-based disparities surface to a greater degree than in normal situations, putting already vulnerable groups at higher risk. Women, in this context, can be identified as among the most vulnerable groups in most societies.

It is important to stress that adopting a gender approach means to care for different needs of men and women. Men, too, can be harmed by gender-based social expectations, especially in the aftermath of disasters. Socially and culturally, they are expected to deal with their own losses and grieve alone. The formal aspects of psychosocial support bypass men, since, according to stereotypical views, they are expected to be strong and face the crisis in a manly manner. While there may be specific interventions to help widows and female-headed households recover, the concerns of widowers who are left with the responsibility of raising young families are often not addressed. Furthermore, gender-based social conditioning does not give men the necessary resources to develop skills in domestic chores and care giving. This situation often goes overlooked in gender-blind disaster recovery interventions. As a result, gaps in men's coping capacities in such circumstances can victimize them in the recovery process.

Gender in Disaster Management

Gender issues in development and disaster management are relatively well established and have been acknowledged globally at the highest levels. Within the development context, disasters showcase and highlight gendered imbalances in society. This includes both vulnerabilities and capacities, and social and economic imbalances arising from class, disability

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[1] Compared with men, more than 60 per cent of the world's poor are women. Women have less ownership of assets and property. They have fewer decision-making possibilities within the family and in the public sphere, and they earn less – women all over the world are paid less than men for equal work. Also, women are less skilled and have fewer opportunities to develop skills. They face greater risk of sexual abuse, domestic and other forms of violence, and are often dominated by male members in the family. Women are socially and economically weaker than men, unequal to their male counterparts and hold a lower status within their communities.

and minority status. Aspects of gender cut across all segments of society and have implications for every action and move towards sustainable development. As a direct consequence of the strong link existing between development and disaster management initiatives, mainstreaming gender perspectives into the disaster management process offers new opportunities to advance gender equality in the socio-economic development process.

Promoting gender equality in disaster management (DM) requires multi-sector and multi-stakeholder approaches. Gender issues need to be addressed through political, social, economic, scientific, technical and humanitarian interventions. All citizens have a role to play and should assume responsibility and accountability for advancing gender equality in DM.

At the global level, available information shows that efforts to promote gender equality in DM have focused on advocacy and/or awareness-raising, along with support for policy changes and gender mainstreaming in inter-governmental processes. There has recently been a critical shift in the mainstreaming of gender considerations from a women-focused approach to a gender-focused approach based on the belief that gender relations in DM should be analyzed within a socio-economic and cultural context. On top of this shift, the strategic focus of DM has changed from reactive disaster response to long-term proactive disaster risk and vulnerability reduction where gender and DRR elements are considered necessary to achieve sustainable development[1].

Focusing on the potential of men and women

Although women are often more vulnerable than men, the continuous focus on women's vulnerabilities alone can be contentious, as this promotes the perception of women as victims, rather than as capable and equal actors. This contributes to the current situation where men's roles and responsibilities in disaster management are highly recognized, whereas women's skills, capabilities and contributions remain invisible. As a result, women are disadvantaged on both these counts.

The common perception of women as dependent, weak and subordinate acts as a barrier that isolates them from planning and decision making processes. Their skills and life experiences are not identified as resources, and, therefore, are not incorporated into risk reduction and disaster preparedness, relief or recovery efforts. Such a dual disadvantage results in deepened vulnerability and dependency, and denied opportunities to learn and grow and provide leadership and contribute to DM initiatives. As a result, cycles of gender-biased unequal power relations are further intensified and conditions are created for the perpetuation of the status quo. This situation constitutes a tremendous loss to women as individuals and a loss of resource to their families, communities and nations.

Because of their different role definitions and life experiences, men and women can complement each other when contributing to risk reduction and disaster management. Good practices of gender-inclusive DM observed across the globe are evidence of this.

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[1] A number of regional inter-governmental level policies and strategies focusing on disaster management have come into place over the last five years or so, even if more efforts need to be undertaken in order to strengthen the effectiveness and impact of such initiatives. Good practices in gender and disaster risk reduction available from donor organizations, UN country-based offices and NGOs highlight the important contributions of a gender-sensitive approach in reducing community vulnerability to disasters.

Section II: Mainstreaming Gender in Disaster Management[1]

Guiding Principles for Gender-Sensitive Planning and Programming in Disaster Management

Basic approaches

In order to achieve effective results, the following concepts and approaches will have to be integrated in all phases of disaster management planning and programming:

   a)   A Gender Mainstreaming approach: as a fundamental tool to re-examine from a gender perspective the socioeconomic and political institutions and policies that affect development for women and men[2].

   b)   A Rights-Based Approach (RBA), as the overall guiding approach to mainstream gender perspectives in disaster management. It opens the way to upholding the full range of human rights of men and women in socioeconomic development processes[3].

   c)   A Participatory approach, in order to ensure the equal and gender-sensitive participation of women and men in risk analysis, leading to better policy-making and programme design. It is due to underline the importance of enhancing the involvement of men in addressing gender-related issues in disaster management at all levels - institutional, community and individual.

   d)   A Disaster Risk Reduction (DRR) approach is needed in order to bring multiple stakeholders together to address gender mainstreaming through political, technical, social, developmental and humanitarian processes. It is important to underline that the focus of the interventions shifts from short-term relief and emergency response to building resilience of communities and promote long-term sustainable responses.

   e)   An Affirmative Action approach that aims at correcting the huge gender imbalances existing in the different phases of disaster management (for example, enhancing the participation of girls and women in emergency preparedness initiatives or early warning systems).

   f)   An Institutional Capacity Development approach aiming to strengthen skills and capacities of different institutions and stakeholders involved in disaster management initiatives both at national and local level.

Gender Analysis and Targeted Actions

Gender analysis examines the relationships between females and males. It examines their roles, their access to and control of resources and the constraints they face relative to each other. A gender analysis should inform the deliverers of humanitarian protection and assistance of the specific needs of the individuals or groups within the affected population requiring targeted action. In many cases these actions will be targeted to women and girls —

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[1] Inter-Agency Standing Committee - IASC, *Gender Handbook in Humanitarian Action*, December 2006.

[2] "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, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality". Report of the UN ECOSOC (A/52/3, 18 September 1997).

[3] A rights-based approach guides and underpins all phases – assessment, analysis, planning, implementation, monitoring, evaluation and reporting – and sectors – education, food, health, livelihoods – of humanitarian programming. A rights-based approach uses international human rights law to analyse inequalities and injustices, and to develop policies, programmes and activities in all areas of work to redress obstacles to the enjoyment of human rights. It identifies rights-holders and their entitlements and corresponding duty-bearers and their obligations, and seeks to strengthen the capacities of rights-holders to make their claims and of duty-bearers to satisfy these claims. A rights-based approach also emphasizes principles of participation and empowerment of women and accountability for violations of their human rights.

but there are a number of situations where boys or men will be targeted for action, for example when boys are the target of recruitment for armed conflict or when boys are unable to feed themselves due to lack of cooking skills. A gender analysis should be integrated in the humanitarian needs assessment and in all sector assessments or situational analyses.

Addressing the specific needs of women and girls may best be done in some circumstances by taking targeted action. In effect, women and girls may need different treatment in order to produce equality in outcomes — in other words, to level the playing field so that women can benefit from equal opportunities[1]. Targeted actions should not stigmatize or isolate women and girls; they should compensate for the consequences of gender-based inequality such as the long-term deprivation of rights to education or health care. Targeted actions should empower women and build their capacity to be equal partners with men in working towards resolving conflict, solving problems caused by displacement, helping with reconstruction and return, and building durable peace and security. Each sector should identify specific actions that could promote gender equality and support the capacity of women to enjoy their human rights.

Practical and Strategic Needs
Women, girls, boys and men have immediate, "practical" survival needs particularly in humanitarian crises. They also have longer-term "strategic" needs linked to changing the circumstances of their lives and realizing their human rights.

Practical needs of women may include needs associated with their roles as caretakers, needs for food, shelter, water and safety. Strategic needs, however, are needs for more control over their lives, needs for property rights, for political participation to help shape public decisions and for a safe space for women outside the household, for example women's shelters offering protection from domestic violence. Strategic needs concern their relative position in relation to each other and are about resolving gender-based inequalities[2].

Gender and Coordination
Coordination is essential to effective programming and response. When it comes to addressing the gender dimension of humanitarian responses, joint planning — the exchange of information and collaboration across the UN system and with international actors, including NGOs and local civil society — is crucial.

Establishing a Gender Support Network (GenNet) is one means of improving coordination, particularly where there are designated gender advisers and organizations that have specific expertise. The main purpose of the network is to facilitate dialogue, making sure that people are informed of key issues and developments in terms of the changing roles, needs and conditions of women, girls, boys and men in the affected community. It is a means of encouraging more integration of gender perspectives into all programmes.

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[1] This is the principle behind measures to provide special stipends to encourage families to send girls to school, for example, or to give special protection to women and girls from gender-based violence.

[2] Practical needs focus on the immediate condition of women and men but can also be addressed through a strategic approach. A girl's practical need for an education can be addressed in a strategic way if that education includes a rights-based curriculum that expands her horizons and enables her to consider a life different from one that is predetermined by her gender. A woman's practical need for health care can be addressed in a strategic way if it includes access to services giving her greater control over her reproductive decisions. In the context of radical changes in people's lives, loss of livelihoods and changed social roles (when, for instance, women take sole charge of families), humanitarian interventions can either address people's needs in ways that can confirm traditional gender roles or can contribute to greater gender equality by, wherever possible, addressing strategic needs for changes in gender relations.

Gender and Participation

The aim of humanitarian action is to address the needs and rights of people affected by armed conflict or natural disaster. This includes ensuring their safety and well-being, building on their strengths and capacities, and preventing further harm. To be effective, programmes must therefore be centred on the needs of individuals and communities. The best way to know their needs and solutions, and to design and assess programmes, is through direct dialogue with persons targeted for humanitarian action — women, girls, boys and men — and involving them in programme design, implementation, monitoring and evaluation.

The active participation of people affected by crisis in identifying needs as well as designing and implementing relief programmes substantially improves programme effectiveness and sustainability[1]. Decisions on who participates, how they participate and for what purpose also shape the impact of humanitarian action. When sufficient consideration is given to these decisions, participation becomes an extremely effective tool to: i)minimize the risk of exclusion of certain groups during the design and delivery of goods and services; ii) recognize the power dynamics among groups (political, social, economic, gender, etc.) with control over resources and those without; iii) allow for a more holistic understanding and subsequently more effective response; iv) enhance accuracy of needs assessment data; v) help individuals and communities to identify actions to take on their own behalf; vi) set the foundation for greater self-sufficiency, safety and protection among individuals and communities, and more sustainable programme results in the long term; and vii) ensure that the participation is meaningful and effective.

Gender-Based Violence Programming

Gender-based violence (GBV) is a serious and life-threatening human rights, protection and gender issue that poses unique challenges in the humanitarian context. GBV against women, girls, boys and men increases in conflict situations. These violations undermine and place barriers to the enjoyment of rights and the attainment of gender equality. As a result of it, a set of coordinated multi-sector interventions needs to be established in order to reduce the overall risks of GBV and provide adequate response to sexual violence during emergencies[2].

Key Areas for Mainstreaming Gender in Disaster Management

During the last decades Rwanda experienced repeated occurrence of different type of hazards such as earthquakes, landslides, floods, heavy rain with wind and storms, droughts and lightings. At each occurrence, interventions and responses have been performed although an effective gender-sensitive response has not been put in place. Moreover, analysis has proven that – in order to be effective - the integration of gender in disaster management should not be limited to response interventions but has to be included also in preparedness, mitigation and prevention initiatives. A more accurate action is therefore required in order to mainstream gender in all specific and different phases of disaster management in Rwanda both at the national and local level.

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[1] If people do not participate, they may experience loss of dignity, feelings of worthlessness, feelings of powerlessness and/or increase in mental/psycho-social illness.
[2] The IASC Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention and Response to Sexual Violence in Emergencies provide guidance to field actors to plan, establish and coordinate a set of minimum multi-sector interventions to prevent and respond to sexual violence during the early phase of an emergency.

Gender-sensitive Risk Assessment

A key aspect of any disaster management and risk reduction strategy is risk assessment, a methodology that determines the nature and extent of risk. It analyzes potential hazards and evaluates vulnerabilities that could pose a potential threat to people, property, livelihoods and the environment on which they depend[1].

Two elements in combination increase or decrease disaster risk: a potentially damaging event or phenomenon (hazard), and the degree of susceptibility of the elements exposed (vulnerability). The negative impact of risk therefore depends on the characteristics and intensity of the hazard, and the vulnerability and capacities of the people exposed to the hazard. Gender-based differences and inequalities have a strong negative or positive effect on the vulnerability and capacities of people exposed to hazards.

Women and men experience, perceive and identify risks differently. Everyone can be equally exposed to a hazard, but women and men have different levels of vulnerability and access to resources, and have therefore developed different coping skills.

Vulnerabilities and capacities of individuals and social groups affected by disasters determine people's abilities to cope with disaster and recover from it. Women and men's differentiated needs and skills must be taken into account during vulnerability and capacity analysis, in order to develop comprehensive gender-sensitive risk assessments as well as carry out more adequate emergency management and response.

Implementing accurate gender-based risk assessments is a key element for increasing the capacity and effectiveness of Rwanda's emergency management systems. A comprehensive risk-assessment system based on detailed and accurate information concerning natural hazards and gender-sensitive analysis of vulnerability and capacity of individuals and groups will therefore be paramount. This will allow the collection ofsignificant information that adequately reflects the views of men and women for the purpose of strengthening disaster management planning in prevention, preparedness, mitigation and response.

Vulnerability Assessment

Gender relations shape the four factors of vulnerability: economic, social, physical, and environmental. Women are on average more vulnerable to disasters due to their increased vulnerability across all of these conditions:

    a)   Physical aspects: assessing physical vulnerability looks mainly at how location and the built environment can make disaster impact worse. Poor men are physically vulnerable to natural hazards but poor women tend to be more vulnerable due to gender-based inequalities, such as fewer opportunities, less access to resources, and more limited mobility than men in the same social class.

    b)   Social and cultural aspects: assessing social vulnerability looks at the wellbeing of individuals, communities, and society. It includes access to basic human rights, education and literacy levels, good governance, organizational systems, values, customs and ideological beliefs. Therefore, gender inequalities in these areas make many women more vulnerable to disasters, compared with men[2].

    c)   Economical aspects: women's access to assets (physical, financial, human, social and natural capital), largely determines how they will respond to a given hazard. The more assets

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[1] These assessments include detailed quantitative and qualitative understandings of risk: its physical, social, economic, and environmental factors, and consequences.

[2] Usually women have less education, are less well targeted by public information and have access to poorer health systems.

people have, the less vulnerable they are; while the greater the erosion of people's assets, the greater their insecurity[1].

    d) <u>Environmental aspects</u>: women and men use and understand natural resources differently. This results in gender-differentiated impacts when the abundance, accessibility or state of natural resources changes. These changes might limit women's access and control over natural resources (i.e. land, water, cattle, and trees and others) and reduce their abilities to provide for their families[2].

Capacity Assessment

It is important to underline that women are powerful agents of change. They have unique knowledge and skills that are crucial when addressing or managing risks. It has been extensively proven that: women's traditional natural resource knowledge is important for managing disaster risk and climate change adaptation; women's knowledge of their surroundings and of natural resources can be essential for recovery from the impact of a natural hazard; women around the world lead their communities to adapt, prevent and overcome disaster; encouraging women's participation leads to safer communities, and women are proactive in preparedness and response

Risk Mapping

An acceptable level of risk can be defined as the level of loss a society or community considers acceptable given existing social, economic, political, cultural, technical, and environmental conditions[3].

Women and men need to be equally included in the determination of acceptable risks in order to reflect all of the community's voices. To be adequately gender-sensitive, risk mapping needs to: i) recognize that women and men are differently vulnerable to different hazards and that the impact of a hazard is usually gender-differentiated; ii) include the proportion of men and of women that can be potentially affected by the hazard; iii) have a variable that shows separately where women and men are at high, medium, or low risk; iv) recognize that women and men have different knowledge about their surroundings and different skills to collect data that can improve understanding and risk mapping[4].

Early Warning System Monitoring

Early warning is a crucial element of disaster management. A complete and effective early warning system is a process that spans from understanding risks through to the preparedness of people to respond to warnings. Failure in any one part can mean failure of the whole system. For early warning to work it must be timely and effective information provided through authorized institutions, that allows individuals exposed to a hazard to avoid or reduce their risk and prepare for effective response (UNISDR, 2008). Early warning systems must be people-centred to be effective, and must integrate three elements: i) a monitoring and warning service; ii) dissemination of meaningful warnings to those at risk; iii) response capability[5].

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[1] Compared with men, women are poorer, have less access to developing entrepreneurial skills, less ability to access financial resources like credit, savings or pensions, less ability to buy and own land, are paid less if paid at all, and their income is less secure.
[2] Hitherto, women are particularly affected by drought and desertification.
[3] To determine these acceptable levels of risk requires: i) estimating the level of risk; ii) evaluating risks; iii) conducting a socio-economic cost-benefit analysis; iv) establishing priorities.
[4] A comprehensive checklist for the implementation of gender-sensitive is available as Annex 1 of the present document.
[5] These guidelines are not hazard-specific although all activities must be implemented for each hazard faced by a community within each sector that is likely to be impacted.

It is significant to underline here that men and women access, process, interpret and respond to information in different ways, due to the social and cultural organization of gender relations and the gender division of labour. As a result of it, early warning systems that present themselves as gender neutral cannot be effective. Therefore it is extremely important to design and implement gender-sensitive early warning systems and mechanisms.

Monitoring and Warning Services

Continuous monitoring of hazard parameters and precursors need to be ensured using local and learned knowledge as well as the abilities of women and men in the community, in order to generate accurate warnings in a timely fashion.

Knowledge of the surroundings and natural resources can prove essential when monitoring hazards. Women and men have a different knowledge of their surroundings due to the fact that they use different resources and are in charge of different productive and reproductive activities. As a result of it, the involvement of both women and men in monitoring and warning mechanisms could help identify the events earlier, ultimately reducing the risks in a significant manner.

Communication

The lack of a gender perspective in dissemination and communication is proven to exacerbate the negative impacts that a disaster can have. Gender issues affect processing and disseminating understandable warning messages to the general population. Women and men within their social and cultural context can prefer to access information differently, which may affect the manner, medium and time of day or night it is best to disseminate early warning messages.

Gender-sensitive dissemination and communication systems increase the benefits that a community obtains from these types of initiatives. Women's involvement increases the number of people informed because they are connected to different social networks and often have specific and different communication strategies that take into consideration women's practices, concerns and needs.

Response Capability

Women and men around the world have played a key role in their communities and have developed various capacities to adapt, prevent and mitigate impact of disasters.

Women are usually responsible for children and the elderly; therefore the demands on them immediately prior to and during a disaster are very different from that of men's. This is also relevant to girl and boy children. These different demands are especially important to consider in the case of rapid onset disasters, when the time between receiving a warning and responding can be very limited. As a result of it, women play an important role in taking appropriate and timely action in response to the warnings

Since women usually have less access to information than men, women's participation in early warning systems and monitoring should be specifically addressed and promoted. The institutionalization of early warning systems that reach residents in adequate time is a major factor that positively contributes to enhance resilience to disasters. In designing such systems, it is extremely important to ensure that vital information about impending disasters reaches all segments of the community. Such elements should also be taken into account in order to ensure the design of adequate communication infrastructure.

Therefore, during preparedness and response activities carried out by MIDIMAR or any institution partner involved in disaster response, a gender-based approach should be adopted by: i) taking into account the specific needs of girls and boys, women and men and ensuring that a gender-centred response plan is in place, and ii) designing and implementing an appropriate response that integrates disaster knowledge dissemination, including information management and training[1]. Additionally, it will be important to ensure that disaster communication systems introduced by MIDIMAR to facilitate access to information from District and Sector about impending disasters incorporate the key gender-sensitive elements mentioned above.

Prevention, Mitigation and Preparedness

Across virtually all societies and in all types of disasters, women seem to have a lower threshold of risk tolerance than men do[2]. Consequently, women are consistently more willing to participate in disaster preparedness activities and quicker to heed disaster warnings and evacuation alerts than their male counterparts. They are also more likely to perceive the probability of disaster recurrence. Thus, women are often better suited to participate in disaster preparedness planning and community organizing[3].Conversely, the exclusion of women from disaster preparedness planning and the reliance on males, who are less likely to believe early warning messages and less likely still to distribute them can have disastrous consequences for men, women, and children in disasters[4]. Moreover, the levels of preparedness for both men and women should be established and life skills – such as swimming, climbing, fire escape and rescuing strategies, communication process and use of danger signalling methods, understanding and interpreting early warning messages – should be promoted.

In order to adequately integrate gender into preparedness and mitigation initiatives, all the activities planned for disaster prone areas with recurrent disaster will be based on views and information integrating women and men's different perspectives, knowledge and needs. Disaster preparedness plans, contingency plans and other essential documents used as reference for response will also integrate such gender-sensitive key elements.

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[1] In many societies women have less access to information than men. Education and training to support appropriate and timely response to any early warning should explicitly address this and other related concerns. In many societies women have less access to information than men. Education and training to support appropriate and timely response to any early warning should explicitly address this and other related concerns. If differences in literacy, method, venue and time of learning and knowledge of legal rights and entitlements are considered, it will ensure that men and women, girls and boys know better how to respond to an early warning for slow or rapid onset disasters. This process can often be initiated in the aftermath of a disaster, leading to better early warning responses in the future.

[2] Men, who tend to have a higher threshold of risk tolerance, are less likely to respond to evacuation warnings and more likely to suffer greater losses as a consequence.

[3] *"Making Disaster Risk Reduction Gender-Sensitive. Policy and Practical Guidelines"*, Published by UNISDR, UNDP and IUCN. Geneva, Switzerland, June 2009.

[4] Big extent disasters receive considerable international press coverage and external Emergency support. Less visible disasters which are on a smaller scale or slower to develop receive little media attention and thus less preventive and remedial inputs. These disasters, should, however, be of equal concern. They include the smaller-impact disasters caused by recurrent floods or minor landslides as well as slow-onset disasters, such as land degradation, drought and desertification caused by over-exploitation of natural resources and other unsustainable development practices and natural hazards. The losses and costs associated with these events are considerable and a succession of such smaller disasters may increase vulnerability and eventually culminate in major disasters.

Emergency Response and Management

Women are often the last to receive space in safe areas, temporary shelters, and other forms of emergency relief. Little attention is paid to women's needs in emergency-relief provision in terms of privacy, personal hygiene, and sanitation. These needs and women's responsibilities are rarely considered in the design and planning for safe areas and temporary shelters. The result is inconvenience and increased workloads for women. Additionally, in rural areas and among the urban poor, women are responsible for providing household fuel and water. In many cases, food and income also come mainly from women's work. All of these duties become more onerous during and after disasters, while women's care-giving roles expand if immediate-family members or other relatives are injured or left homeless as the result of disaster[1].

Emergency response and management must explicitly target women as well as men in all areas of support and emergency relief, recognizing that women's involvement represent a key element for sustainable development and reduction of natural disasters, at the same time being essential to develop adequate recovery processes.

The following practical rules aim to contribute to the identification and response of specific needs and contributions of men and women (see Annex 2 of the present document for more detailed information):

➢ The rapid assessment team must be composed of men and women for easy access to information for people affected by disasters, and the design of questionnaires for rapid assessment must integrate questions concerning the specific needs of both men and women affected by disasters;

➢ Issues related to GBV in internally displaced camps must be given priority and safe areas and shelters must be provided to vulnerable single women and girls unaccompanied;

➢ Security measures must be planned and implemented by the security organ of the country and women and girls' needs will be prioritized in order to avoid them to be exposed to sexual exploitation; water and sanitation infrastructure will also consider gender balance;

➢ Special attention must be given to the situation of children orphaned or separated from their family, as well as to reports of mistreatment, rape and sexual abuse.

➢ The specific health needs of women and girls, particularly reproductive health and access to sanitation, must be given particular consideration;

➢ Counselling needs to be provided to both women and men who are based on recognition of their particular vulnerabilities in emergency situations;

➢ The increased risks for violence against women and children, including sexual violence, must be taken into account, particularly in situations where communities are forced in live in camps and where security can be a serious issue for women and girls;

➢ Adequate assessment of the roles, responsibilities and access to resources of women and men must be undertaken acquired in order to understand the extent of losses and costs to women respective men and their potential for recovery, and recovery programs and allocation of resources (including credit and alternative employment programs) must be based on this assessment;

➢ The needs and priorities at household level for shelter, water, energy, and food supply and case of the sick and injured - particularly those tasks which are the responsibility of women and girls - should be given adequate focus and resources;

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[1] Since the contributions of women are often not recognized at household level, or in the informal sector, the losses women experience during disasters are not always identified and taken into account in recovery programs. Overlooking the contributions, priorities and needs of women as well as men can hinder an effective emergency response and a full recovery process.

- Consultation processes and efforts to increase community participation and ownership of recovery processes must make explicit efforts to find ways and means of ensuring the full involvement of women as well as men;
- Women's particular needs for dialogue and exchange with other women on their situations, priorities and constraints, and for specific support mechanisms, should be recognized since the gender mainstreaming approach does not preclude the need for initiatives targeted at women capacity development initiatives should explicitly target women as well as men.

Following these basic rules and using tools such as the gender-based checklists reported in Annex 1 and Annex 2 of the present document will help in overcoming the challenge by going beyond the emergency phase, and look into the role of gender in contributing to increased risk or - on the contrary - to cope with risk and reduce vulnerability[1].

Recovery and Reconstruction

In terms of economic recovery, women's contributions in the informal sector and at household level can be critical. Efforts to move beyond humanitarian assistance and relief programs to more long-term development programs must be informed by a gender perspective to be effective in securing sustainable, people-centred development[2]. A rights-based approach is critical in disaster relief and reconstruction processes to ensure that women and men benefit equally. This does not mean that women and men should receive exactly the same support, but rather that the specific needs and priorities of both women and men are taken into consideration in planning processes and allocation of resources.

Programmes must be developed on the basis of a greater understanding of the gender-specific needs in emergency situations - because of differential impacts of disasters - in relation to health, education, shelter, food supplies, water and sanitation, energy and other basic supplies, as well as employment and income generating opportunities. Thus, economic recovery and reconstruction will require: i) the identification of capacities, skills, and general knowledge of persons affected by disasters and establishment of ways and mean of helping them in recovery and reconstruction process; ii) the evaluation of losses and plan the sustainable assistance provision based on evaluation results; iii) the participation of both men and women on the design of transition plans from relief to recovery and rehabilitation; iv) the advocacy for population intervention in supplying of either material support or integration into income generating activities.

Gender-sensitive Indicators[3]

One way to monitor whether the existing social inequalities between women and men, girls and boys are being exacerbated by disasters, or transformed through improved risk reduction initiatives, is to establish and agree on indicators that will measure and reflect this. Indicators are designed to be meaningful and realistic measures of change(s) overtime. They bring to light issues and trends not otherwise easily observed or evident. They allow for the impact of policy

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[1] From "*Making Disaster Risk Reduction Gender-Sensitive. Policy and Practical Guidelines*", Published by UNISDR, UNDP and IUCN. Geneva, Switzerland, June 2009.
[2] Poverty plays a key role in relation to potential for developing adequate coping strategies. Those individuals and households with capital - financial, physical, human and social - are in far better positions to recover quickly. Poor female-headed households - including those households where women are left alone because of post-disaster migration of men and youths – have reduced potential to develop effective strategies for recovery and development of more sustainable livelihoods.
[3] From "*Making Disaster Risk Reduction Gender-Sensitive. Policy and Practical Guidelines*", Published by UNISDR, UNDP and IUCN. Geneva, Switzerland, June 2009.

and programmes to be evaluated and for improvements to be made in all phases. Therefore indicators can be a measure of the extent to which society is realizing gender equality[1].

Gender-sensitive indicators are signs that help to take the pulse of equality between women and men in a given place. They are needed in order to measure progress or setbacks in reaching gender equality over time, in ways that may be analyzed and systematized.

Quantitative and qualitative indicators paint different pictures of what the social context is before a project starts and reflect different aspects of changes brought about through any policy or intervention. Both measures are needed to show the full picture of reality. Quantitative indicators deal with what can be counted and measured. They often refer to the numbers and percentages of women and men or organizations involved in or affected by an initiative or event[2]. Qualitative indicators deal with information that is not directly quantifiable, such as opinions, perceptions or judgments. Qualitative indicators have a strong explanatory and analytical purpose, and are particularly vital in understanding the impact of a programme or initiative on people, including how improvements can be made[3].

Mainstreaming Gender in IDPs, Returnees and Refugee Affairs

One of the major responsibilities of the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) is to ensure that activities related to internally displaced populations (IDPs), refugees and returnees are effectively implemented, monitored and coordinated. MIDIMAR is committed to contribute to the protection and respect of human rights for refugees and returnees, ensuring that all programs benefit men, women, girls and boys according to their different needs.

In order to translate words into actions, all MIDIMAR's policies, plans, programs and strategies concerning refugee affairs will have to be gender-sensitive, promoting a culture of respect for human rights and giving equal opportunities to both men and women.
The present document aims to guide all strategies and actions concerning IDPs, refugee and returnee affairs, attaining the ministerial mandate through the effective incorporation of gender. All implementing partners involved in refugee and returnee affairs will have to take into account such guiding principles for gender mainstreaming and align their actions accordingly.

Gender and Displaced Populations

Everyday millions of women and men experience conflict and displacement that drive them from their own countries. Civilians – mostly women, children, the elderly and the disabled - are the main victims of wars and civil conflicts. Although the effects may differ considerably in relation to specific contexts, women and girls are usually more vulnerable because of their disadvantaged position in society. Such condition leads to greater vulnerability to hunger,

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[1] Using indicators will make it easier to work out how to include women's knowledge, experiences, and perspectives in planning and implementing the Hyogo Framework for Action. Monitoring and evaluation of indicators will also illustrate the efficacy of a gender-sensitive approach.
[2] Gender-sensitive quantitative indicators often need to draw on sex disaggregated data systems and records.
[3] For example, it is not enough to know that women are participating in an activity: the quality of their participation and experience is all important. Subjective perceptions are the ultimate measure of whether a project is experienced by its subjects as successful, and whether the participation benefited them or not. NOTE: For more detailed information about gender-sensitive indicators in disaster management and DRR, see "*Making Disaster Risk Reduction Gender-Sensitive. Policy and Practical Guidelines*", Published by UNISDR, UNDP and IUCN. Geneva, Switzerland, June 2009.

malnutrition, and exploitation. Their level of vulnerability is also increased due to the fact that women and girls are at a greater risk of getting pregnant and contracting sexually transmitted diseases, including HIV and AIDS.

Despite the fact that women and children account for a majority of refugees and internally displaced people (IDPs), up until relatively recently their needs and strengths were not taken specifically into account. The gender-based discrimination that affects women and girls in most societies before and during conflict is usually replicated or even exacerbated during forced migration.

Management of refugees requires non-political humanitarian action. International laws set up a legal framework concerning refugee's protection and regulate all necessary emergency and assistance interventions related to refugees, returnees and internally displaced people. Nevertheless, refugees experience higher levels of gender-related vulnerability - such as in the case of gender-based violence (GBV) and other categories of gender-based abuses - that need to be specifically addressed through positive actions.

Protection and Assistance

Gender needs to be mainstreamed in refugee camps as well as in situations related to refugees, returnees and internally displaced people - such as repatriation, resettlement and integration processes - by identifying specific issues, needs and concerns that affect men and women differently. The main areas of intervention are indicated as follows.

Registration

Registration provides the basis for planning programmes, providing assistance and ensuring protection in times of crisis. The characteristics of a population (including the sex and age breakdowns and the number and type of groups with specific needs) help to determine the protection services and assistance for the population in need. Monitoring and evaluation depends on valid population numbers, which should be disaggregated by sex and age in order to measure every relevant issue concerning the wellbeing and safety of the populations affected.

It is important to ensure that there is no difference in treatment between women and men. It is necessary to put appropriate systems in place during registration to ensure that both women and men have equal access to individual registration and documentation[1]. Moreover, it is vital to record each specific protection at the individual level. If individual registration is not feasible at the beginning, individual registration of persons with specific needs and circumstances should be ensured. Women and men should be included as equal partners in the decision-making bodies and processes relating to the planning of registration. It is also important to be aware of the potential risks of abuse and violence against girls and women during registration. Possible risks include harassment by certain segments of the community, those involved in registration or by other external actors. Therefore, monitoring systems are important.

Camp Coordination and Camp Management

Mainstreaming gender perspectives in camp coordination and camp management processes and activities facilitates addressing basic needs of women, girls, boys and men and this directly supports planning protection services and assistance. Gender analysis and gender perspectives

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[1] Besides identification documents, other documents are vital for guaranteeing protection. Examples include individual birth, marriage, divorce and death certificates.

should be addressed in a culturally acceptable manner while ensuring the principle of equality of women and men is implemented.

Coordination and management of camps and camp-like situations for displaced populations involve a range of technical, administrative, community and social processes, though camp coordination takes place at a different and more political level. The practice of managing camps entails firstly partnering and liaising with government authorities and these are well established humanitarian activities. Administration and supervision of camps are primarily the responsibility of governments and national authorities; however, their role is not elaborated upon here. Kindly consult Annex 2 of the present document for more detailed information.

Sensitization

The messages to be delivered and the communication activities related to IDPs, refugees and returnees should be gender-sensitive and follow a set of key recommendations: i) the messages should mention how men and women contribute to the process of development, emergency preparedness and response, recovery and reconstruction; ii) the messages should underline the positive role of women and men in conflict/emergency and post-conflict/post-emergency situations through success stories; iii) the messages should explain how reintegration and repatriation of returnees consider specific gender-related needs, capacities and skills; iv) the messages' contents should be focused in a way to address women and men's refugee needs while still in exile and when repatriated; v) the messages should contain disaggregated statistics concerning returnees, refugees and internally displaced populations.

> **Comment [A1]:** This relates to DM- is this intended?

Tripartite Solutions

The aim of tripartite meetings is to analyze refugees' general situation in host-countries and possible solutions for their repatriation. Host-countries, UN agencies, humanitarian organizations and the country of origin should consider gender-based aspects in their different resolutions. All stakeholders will therefore have to take into consideration the following general principles:

➢ UN, humanitarian organizations and their different implementing partners must consider gender aspects during the assistance and repatriation process (as specifically indicated in the ANNEX 2 of the present guideline).

➢ Tripartite resolutions have to integrate gender-related key elements in each step of the repatriation process including sensitization, transport, accommodation and reception by country of origin.

➢ The host-country via its immigration and migration services must integrate gender considerations when analyzing the specific cases of refugees in the resettlement process.

➢ The country of origin must implement gender-based principles and mechanisms when receiving and reintegrating returnees through different socio-economic programs.

➢ Since women and children are the most vulnerable in refugee-related situations, specific resolutions have to be designed and implemented to enhance their protection.

Reception, Transportion, Accommodation and Repatriation packages

Returnees need to be received and facilitated in the process of return to their respective communities. This implies providing them with adequate logistic support such as transport, accommodation and repatriation packages. Activities entailed in this process will take into account different gender-related needs of returnees. The process will consider the following guidelines:

➢ During the logistic procedures (such as queues for registration), female-headed families and unaccompanied children must be prioritized.

- Transport from the host-country to transit centres and from transit centres to the respective communities must consider specific vulnerabilities of individuals and/or groups (i.e., pregnant women, children and disabled).
- In transit camps women and girls must be given special attention - such as provision of separate accommodation – in order to avoid any kind of abuse. In addition, returnees have to be informed about their roles and responsibilities in fighting gender based violence (GBV) and the specific mechanisms put in place for that purpose.
- Pregnant women, breast feeding mothers, and other vulnerable individuals must be given special diet in order to prevent health complications and distress. In addition to this special diet, such vulnerable individuals have to be given appropriate means of transport.
- Men and women must have the equal right and opportunities on repatriation package and other returned and properties and other compensations. Nevertheless, repatriation package must take into account and address different specific needs – physical and biological – of men and women.

Reintegration process

Reintegration is a process in which returnees are provided with basic means and security measures and incorporated in specific socio-economic integration programmes. In order to effectively respond to returnees' specific needs, gender-sensitive elements will have to be integrated in all phases of the process, including planning, implementation, monitoring and evaluation of reintegration initiatives. Specific attention will have to be given for the design of advocacy strategies, awareness-raising campaigns and socio-economic empowerment mechanisms.

Protection against Gender Based Violence

Gender-based violence (GBV) is everywhere, in every society, cutting across all races, religions and socio-economic positions that people may have. But some people in certain situations are more vulnerable to become victims of GBV than others. People living in camps have lost protective mechanisms such as social and economic support systems, family and community structures, and are therefore more vulnerable[1]. Young, unaccompanied females are among the most vulnerable, both women and men, are thus more vulnerable to continued violence and human rights abuses, with no legal or institutional form of redress.

Protection in these cases is a major problem, especially for women and girls. Abuse and rape is common in these circumstances. In particular it has been highlighted the increased vulnerability of woman and girls, and in some cases boys and young men, to sexual abuse in these situations and the almost total impunity enjoyed by perpetrators. Therefore, women become pregnant with children of rape, or undergo dangerous abortions; they may be beaten by husbands not able to stand the shame and not knowing how to handle this. Women and girls are shamed in the eyes of the community and often isolated and thus placed in even more danger.

In refugee camps, the protection of refugees from GBV will integrate the following principles: i) standard operating procedures for women at risk cases must be developed to facilitate case coordination mechanisms; ii) a comprehensive mapping of services has to be undertaken in each refugee site, and the information must be made available to all service providers and the refugee communities; iii) effective referral mechanisms, confidentiality strategies and

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[1] There is plenty of evidence that women and girls are often subjected to sexual and other types of GBV in refugee camps, sometimes by security personnel, camp officials, or aid workers.

agreements must be developed between all service providers; iv) safe spaces must be established for women to report SGBV and seek coordinated service provision.

Gender in Emergency Response - Main Areas of Work[1]

The present section takes into account the different areas of work of emergency response interventions, specifically focusing on gender-based strategic and operational issues. The section also underlines the high importance of adequately addressing such issues in a timely and efficient manner in order to enhance the positive impact of all emergency response actions as well as of development initiatives in a post-emergency phase.

Food Security

Food security exists when all people, at all times, have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life. Food security is multidimensional and multi-sector and involves many issues from food production, distribution and marketing, preparation, processing and storage to population and health, education, employment and income, nutrition, trade, services and infrastructure. It consists of four main dimensions: availability, access, utilization and stability/vulnerability. Women, girls, boys and men each have a special role in ensuring food security. Acute food insecurity in emergency situations differs from chronic food insecurity. Most emergencies happen in situations of chronic food insecurity[2]. Chronic and transitory food insecurity, which is associated with the inability of households to maintain their consumption levels in the face of fluctuations, may have differential effects on women, girls, boys and men, both at the community and household levels.

Women and men have different and complementary roles and responsibilities in securing nutritional well-being for all members of the household and the community. Women often play a greater role in ensuring nutrition, food safety and quality, and are also often responsible for processing and preparing food for their households. Women tend to spend a considerable part of their cash income on household food requirements.

After a crisis, livelihood strategies of women and men may change and the new division of tasks should be assessed in order to ensure food security and nutritional well-being for the household to design effective rehabilitation programmes. It is important to establish how many women and men can be helped and for how long support is needed. It is also important to teach women, girls, boys and men about the nutritional value of foods and how to cook them so as to support them in the new context, when they need to take up new roles. Recognizing women's and men's distinct roles in family nutrition is a key factor in improving food security at the household level.

Food Distribution

In an emergency, the focus is on primary needs and on meeting them through the delivery of aid as quickly and equally as possible. Complex emergencies have different impacts on women and men and often change households' dynamics. As a result of it, it is important to be sensitive to women's and men's different needs and interests in food distribution. In other words, gender perspectives must be mainstreamed from the outset in design, data collection,

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[1] Inter-Agency Standing Committee - IASC, *Gender Handbook in Humanitarian Action*, December 2006.
[2] For this reason, it is important to recognize the kind of emergency, for example sudden natural emergencies, chronic emergencies, complex emergencies and slow-onset emergencies, as responses may differ significantly.

needs assessment and vulnerability analysis, targeting, programme planning and management and, ultimately, monitoring and evaluation. To this end, it is necessary to:

- understand the cultural and social context of women's and men's roles as they relate to all aspects of food aid interventions;
- understand how gender relations affect access to and control over food;
- understand the variability of food consumption, health and nutrition between women, girls, boys and men and how these factors affect their use of food;
- analyze how the benefits of food aid interventions can effectively be targeted at both women and men and used to promote gender equality; and
- anticipate any negative impacts food aid may have on women or men (e.g. protection concerns for women), understand the power dynamics in the community and ensure that women's leadership structures are understood.

Nutrition

Emergencies are often characterized by a high prevalence of acute malnutrition and micronutrient deficiency diseases, which in turn lead to increased risk of death among the affected population and in particular among vulnerable groups. Women, girls, boys and men face different risks in relation to deterioration in their nutritional status in emergency contexts. These different vulnerabilities are related both to their differing nutritional requirements and to socio-cultural factors related to gender. Specifically, gender issues directly affect nutritional status in the following manners:

- In crisis situations where food is in short supply, women and girls are more likely to reduce their food intake as a coping strategy in favour of other household members. This can contribute to under-nutrition among women and girls.
- Because of social traditions men and boys may be favoured and fed better than women and girls.
- Women may face constraints in accessing humanitarian services, including food, as a result of insecurity, cultural discrimination and limited mobility.
- Women, especially those who are pregnant or lactating, may be disproportionately affected by under-nutrition due to their increased physiological requirements. Teenage pregnancy can lead to poor health and nutritional status for both the baby and the mother.
- While remaining the main caretakers of children and other dependents within a household, women take on additional activities to support household food security especially in situations where male heads of households are absent. This often leads to disruption in infant and young child feeding practices and reduced caring capacities.
- Men who are single heads of households may be removed from their normal support structures during emergencies. If they do not know how to cook or care for young children, this will result in greater risk for under-nutrition for those children. In addition, single men and boys separated from their families can be at risk of under-nutrition.

Good nutrition programming must take due account of gender issues at all stages of the project cycle — from participatory assessment and analysis through to surveillance, implementation of interventions, monitoring and evaluation.

Health

In crises, the health of women, girls, boys and men is affected differently. Social, cultural and biological factors increase the risks faced by women and particularly girls. Available data suggest that there is a pattern of gender differentiation in terms of exposure to and perceptions of risk, preparedness, response and physical and psychological impact, as well as capacity to recover.

Women and girls are often at increased risk of violence and may be unable to access assistance and/or to make their needs known. They are usually insufficiently included in community consultation and decision-making processes; as a result their health needs are often not met. Men may suffer other disadvantages in different situations and for different reasons than women because of their gender role socialization. For example, men's roles as protectors may place a greater responsibility on them for risk-taking during and after a disaster.

When delivering health care in crisis situations it is necessary to a) take account of the different needs, b) recognize the potential barriers that people may face and c) ensure that women and men can access health services equally. Health projects and programmes must include gender analysis from the beginning and at every stage of the project cycle. Women and men, especially those from vulnerable or marginalized groups, must participate equally in the planning, management and delivery of health services in humanitarian crises, and women must be part of the decision-making and implementation process at all levels. It is important to take the views of girls and boys into account and to coordinate with health and other partners to avoid overlap and duplication.

Water, Sanitation and Hygiene (WASH)
Water is essential for life and health. In emergencies, when adequate and appropriate water, sanitation and hygiene are not available, major health hazards can result. The provision of adequate and accessible water, sanitation and hygiene therefore demands immediate attention from the onset of an emergency. However, simply providing water and sanitation facilities will not by itself guarantee their optimal use or impact on public health.
Women are disproportionately affected by emergencies, in part because of existing gender inequalities. In many cultures, the responsibility for collecting water falls to women and children, especially girls. It is important to recognize this central role of women in managing water, sanitation and hygiene. Understanding gender, culture and social relations is absolutely essential in assessing, designing and implementing an appropriate water, sanitation and hygiene programme that is effective and safe and restores the dignity of the affected population.

In order to provide an adequate response, it is fundamental to involve all members of the community – particularly women and girls – at all stages of emergency management programmes as they bring valuable perspectives, capabilities and contributions to the emergency response. Gender balance and active involvement of women and men in decision-making in the provision of safe and appropriate water, sanitation and hygiene programming is crucial to adapt to the specific needs and include the knowledge of the entire community. Understanding the special needs of women and girls for sanitary facilities is essential in the selection and design of sanitation facilities and programmes, which are important aspects of promoting dignity. As a result of it, water points and sanitary facilities should be as close as possible to shelters to reduce collection and waiting time and the risk of violence to women and children

Education
Crises have serious and different impacts on the lives of women, girls, boys and men. During a crisis educational needs change, and the ability of girls and boys to attend school changes. Male and female teachers have different experiences and priorities that need to be addressed.

The differing constraints facing girls and boys are apparent on both the supply and the demand side of education. Usually, girls are more disadvantaged.

On the supply side, schools are often far away and not accessible to girls, especially disabled girls. Women and girls may only be able to travel very short distances without male companions. Therefore, even if there are all-girl schools, it may be too far for them to attend. Often schools are staffed exclusively by male teachers. Minimal or no sanitation facilities can result in low attendance and high dropout rates among adolescent girls who are menstruating. In some instances, being in school, or travelling to and from school, places girls at considerable risk of sexual violence, abuse and exploitation. These factors affect girls' enrolment and attendance. Going to school may place boys at risk from different dangers, such as forced recruitment.

On the demand side, impoverished families may prioritize boys' education and not have the money to pay for girls' school fees, uniforms and other supplies. Also, families often rely on girls to do household chores, care for siblings and generate family income. Early marriage and pregnancy are additional barriers to girls taking up or continuing their schooling. Even where girls are enrolled in high numbers, dropout rates towards the end of primary school are usually high. In crisis situations, the right to gender-sensitive education is critical and should be fulfilled without discrimination of any kind.

In emergency situations, providing educational facilities and opportunities contributes immensely to a range of short- and long-term issues. To ensure that all girls and boys benefit equally from education in emergencies it is critical to understand the social and gender dynamics that might affect or place constraints on them. The information collected through a gender-based analysis will therefore positively contribute to the design and implementation of more effective response measures.

Livelihoods

In humanitarian crises, important windows of opportunity exist to support the early recovery of affected populations, creating the basis for self-sufficiency and future development interventions. By planning early recovery interventions as soon as possible during an emergency, it is possible to avert the risk of relief assistance becoming an alternative to development and the social fabric of society can be more easily preserved and reconstituted.

Livelihoods[1] support is one example of early recovery intervention in humanitarian situations. Livelihood programmes cover a range of issues, including non-formal education, vocational training and skills training programmes, income generation activities and food-for-work programmes, apprenticeship placement projects, micro-credit schemes, agriculture programmes, business start-up programmes, seeds and tools projects, animal disbursement projects. Livelihood strategies aim at developing self-reliance; the interventions should therefore be designed and implemented to strengthen women's and men's productive capacity early on, when it matters most, and to promote longer-term self-sufficiency.

Providing early recovery support is an important opportunity to promote gender equality and to build back better, in a way that capitalizes on the capacities of all sectors of society and reshapes social roles towards greater gender equality.

Non-food Items

In situations of displacement, there is always loss of personal property. Very often people flee with little more than the clothes they are wearing. In addition to food, people affected by crisis

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[1] A livelihood refers to the capabilities, assets and strategies that people use to make a living; that is, to achieve food and income security through a variety of economic activities.

need basic life-saving non-food items (NFIs) for their survival, including items such as blankets, sleeping mats and plastic sheeting to safeguard them from rain, sun, wind, cold weather and other environmental conditions. Kitchen sets, including pans, plates and spoons, are essential items for every family. Soap and washing powder are necessary to ensure personal hygiene, and jerry cans are needed to collect drinking water and to keep it safe from contamination. Clothes or material for making clothes and shoes may also be needed. In addition, women and girls need sanitary supplies. Children, too, have specific needs, especially those who have been orphaned and require baby food, clothes, diapers, etc.

It is important to remember that non-food items vary significantly according to culture and context and should correspond to the needs of the population and the climate. The NFI packages differ from provider to provider, and the assortment has changed over time[1]. Thus, before packs are put together it is important to identify what the needs are for both men and women, and which types of hygiene materials are most appropriate. It is recommended to consult with men and women, boys and girls to find out their current practices and preferences.

Shelter

In the initial stages of an emergency where populations have been displaced, shelter and site selection are especially important for safety, protection and human dignity, and to sustain family and community life. Women, girls, boys and men have different needs, roles and responsibilities related to shelter/houses. Gender considerations have to be integrated into shelter planning and programme to ensure people affected by crisis benefit equally from safe shelter.

The site of the shelter must not pose additional protection risks to anyone in the population:
  • Location of sites in close proximity to the border must be avoided since they expose the affected population to raids by armed groups, placing women, girls, boys and men at risk of abuse, abduction or forced recruitment.
  • Site planning in general must ensure that basic services are easily accessible and must assign specific locations for service provisions[2].
  • Assigning sites for individual or communal shelters have to take into consideration proximity to services. Close proximity to basic services frees up time for women, girls, boys and men to undertake other useful activities.
  • Spontaneous camps and communal shelters in particular have the disadvantage that they can become overcrowded quickly. Overcrowding can lead to increases in violence against women and vulnerability of young men to being recruited for gangs or by rebel groups. The number of people in camps must therefore be strictly controlled.

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[1] For example, in regions where malaria is prevalent, impregnated mosquito nets have been added to the list of necessary items. Sanitary towels and/or women's hygiene kits should be standard parts of NFI packages, but the types of items included may vary across regions.
[2] If basic services are not easily accessible, women and girls can be exposed to protection risks such as sexual assault during collection of firewood or sexual harassment of children as they walk long distances to school.

Section III: Summary of the Main Strategies to integrate Gender in Disaster Management[1]

The following strategies have been formulated based on the national context, existing policy analysis, problem statement, identified opportunities and constraints. They aim to address identified priority issues in a comprehensive manner:

1. Design and implement capacity building programs for policy makers, planners, strategic and operational personnel in the disaster management sector in order for them to acquire appropriate knowledge, skills and attitudes for the effective mainstreaming of gender at all management and operational levels;
2. Develop and adopt practical instruments and tools for gender mainstreaming in all phases and aspects of disaster management both at national and local level, integrating in such process all relevant disaster management related institutions and stakeholders;
3. Create and/or adopt innovative mechanisms, measures and tools in order to ensure that women, men, boys and girls' specific skills, capacities, vulnerabilities, constraints and needs are effectively taken into account in all disaster management related programmes and interventions;
4. Design and adopt effective mechanisms and measures for a more qualitative and quantitative participation of women and men in decision-making processes for disaster management at both central and decentralized levels;
5. Undertake measures to inform women and men about their rights as well as their specific different needs, capacities and vulnerabilities, underlying the positive contribution and impact that girls and women can have in disaster-related situation, community support, peace-building and conflict resolution processes;
6. Design and adopt practical measures to adequately address gender-based violence by tackling the different influencing factors as well as the critical elements that increase vulnerability levels in disaster-related situations (ex, use of GBV as deliberate war strategy and weapon, family separation). The involvement of men in addressing GBV should be taken as key;
7. Ensure the implementation of gender-sensitive measures in order to increase the resilience of both individuals and communities to natural hazards - such as floods, droughts, landslides - through the differentiation of livelihoods and income generation activities. This will be done taking into account specific vulnerability factors such as female head of households.
8. Facilitate access to gender-sensitive health facilities and programmes (including family planning, reproductive health and HIV/AIDS programs) in emergency and disaster-related situations, ensuring the substantial involvement and participation of men;
9. Put in place adequate measures and mechanisms to ensure the effective involvement of girls, boys, women and men in education initiatives during disaster-related situations as a means to foster their empowerment and participation;
10. Undertake measure to promote equal and effective participation of women and men in all environmental protection and natural resources programmes with a specific focus on disaster preparedness and management programmes;
11. Put in place an effective system to harmonise and coordinate gender-related interventions in disaster management, including a communication and coordination

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[1] Analysis based on the Rwanda National Gender Policy (2010).

strategy that provides community dialogue on gender issues and ensures adequate coordination at all different levels – national, regional and local;

12. Develop a coherent system that ensures the adequate monitoring and evaluation of progress concerning to implementation of the present guidelines;
13. Undertake measures to stimulate men's involvement in addressing gender issues in all phases of disaster management and disaster risk reduction initiatives.

Moreover, the MIDIMAR 5-year strategic plan (2012-2017) sets the following as key strategies for mainstreaming gender in disaster management at national level:

a) Ensure that women of various categories (young, head of household, disable, sick etc) are correctly identified and targeted;
b) Commit to gender analysis and gender mainstreaming through enhanced cooperation and collaboration between Ministries responsible for disaster risk management, climate change, poverty reduction and gender issues;
c) Regularly review policies and plans and take immediate action to mainstream gender into all planning and programmes;
d) Ensure women and men's equal access to early warning systems;
e) Establish gender specific data and statistics on impact of disasters, carry out gender-sensitive vulnerability, risk and capacity assessments and develop gender-sensitive indicators to monitor and measure progress;
f) Increase awareness of the public and media on gender sensitive vulnerabilities and capacities in disasters and gender specific needs and concerns in disaster risk reduction and management;
g) Support research institutions to study the cost-benefit and efficiency of gender-sensitive policies and programmes in disaster risk reduction, climate change adaptation and poverty reduction;
h) Secure the linkage between disaster management, DRR and climate change adaptation from a gender perspective;
i) Support gender-sensitive financial risk-sharing mechanisms, including risk insurance and reinsurance;
j) Increase women's participation in programme and project coordination and secure equal access to relief assistance between men and women;
k) Build and enhance the capacities of professional communities and pertinent national institutions to enable gender mainstreaming into all development sectors.

Conclusions and Way Forward

The present document extensively analyses the high significance of gender in relation to disaster and refugee affairs management. In particular, it explores the correlations existing between gender and key elements such as vulnerability factors (both at individual and community level), different impact of disasters on men and women and potential for developing adequate emergency and recovery responses.

In order to improve the effectiveness and impact of MIDIMAR's actions for the promotion of gender equality in disaster management and refugee related situations, the following actions are recommended:

➢ Policies, strategies and methodologies for disaster risk reduction must be people centred and based on consultative and participatory processes which include all stakeholders,

with a specific attention to the inclusion of both women and men and their particular needs.

➢ The constraints to introducing multi-dimensional and inter-sector approaches in risk assessment and emergency response and management must be identified and addressed to ensure that critical social perspectives are incorporated in policies, strategies and action plans, with an adequate focus on gender equality.

➢ The value-added of integrating social dimensions, including gender perspectives, in work on disasters must be made explicit. This requires moving beyond a focus on women as victims to an approach which recognizes the contributions and potential of women as well as men.

➢ The existing research on gender, environmental and disaster management must be systematically compiled in a way that is useful to policy makers and administrators.

➢ Key areas where more research is needed must be identified and resources made available for initiating research projects. The research activities must be based on participatory processes whereby both local women and men are involved in identifying vulnerabilities and suggesting solutions.

➢ Collection of sex-disaggregated data must be adopted in all areas of work in emergency situations.

It is important to underline that the successful mainstreaming of gender in all areas and phases of disaster management – including preparedness, response and reconstruction – and refugee affairs requires a) a long-term commitment at political and institutional level, b) the strengthening of capacities and skills for all staff members, and c) the adequate allocation of budget funds for the implementation of all necessary actions and initiatives (such as advocacy and capacity building activities).

Moreover, it will be necessary to put in place all necessary actions to ensure the development and implementation of strong collaboration mechanisms and joint initiatives among disaster management and gender-related institutions at national, regional and international level (such as MIDIMAR, MIGEPROF, UNHCR, UNFPA, UNWOMEN and UNDP). This will be required to optimize human and financial resources and ensure adequate technical support.

Finally, in order to guarantee the most effective and efficient gender-mainstreaming process within all disaster management related plans, programmes and initiatives; it is highly recommended that MIDIMAR implements the following actions:

1. Creation of a *Gender Committee* responsible for the coordination and follow-up of all relevant actions concerning gender mainstreaming within the institution and the disaster management sector in Rwanda (the Committee will have to integrate members at both management and operational level).

2. Definition of a short to medium-term Plan of Action including:
   i. Capacity-building strategy based on previous needs assessment - at national, local and community level, for MIDIMAR and other relevant institutions.
   ii. Advocacy and awareness-raising initiatives directed at the general public and authorities – at national, local and community level.
   iii. Design and implementation of a partnership framework.
   iv. Design and application of specific gender-sensitive disaster management tools.

Terminology[1]

The below definitions will serve as a reference for all MIDIMAR publications. Rwandan government actors and humanitarian actors working in Rwanda are invited to use the below definition in all their publications.

Acceptable risk: The level of potential losses that a society or community considers acceptable given existing social, economic, political, cultural, technical and environmental conditions.

Asylum seeker[2]: Any person who is seeking for refugee status in Rwanda

Biological hazard: Process or phenomenon of organic origin or conveyed by biological vectors, including exposure to pathogenic micro-organisms, toxins and bioactive substances that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Building codes: A set of ordinances or regulations and associated standards intended to control aspects of the design, construction, materials, alteration and occupancy of structures that are necessary to ensure human safety and welfare, including resistance to collapse and damage.

Capacity: The combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals.

Capacity development: The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions.

Climate change[3]: A change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.

Coping capacity: The ability of people, organizations and systems, to use available skills and resources, to face and manage adverse conditions, emergencies or disasters.

Disaster: A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.

Disaster risk management: The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

Disaster risk reduction: The concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

The disaster risk reduction framework[1] is composed of the following fields of action:

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[1] All definitions, except if mentioned otherwise, are in line with UNISDR agreed definition:
www.unisdr.org/we/inform/terminology
[2] According to the Law relating to refugee.
[3] According to the United Nations Framework Convention on Climate Change definition:
http://unfccc.int/files/documentation/text/html/list_search.php?what=keywords&val=&valan=a&anf=0&id=10

- Risk awareness and assessment including hazard analysis and vulnerability/capacity analysis;
- Knowledge development including education, training, research and information;
- Public commitment and institutional frameworks, including organizational, policy, legislation and community action;
- Application of measures including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments;
- Early warning systems including forecasting, dissemination of warnings, preparedness measures and reaction capacities.

Early warning: The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss.

Emergency management: The organization and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps.

Environmental impact assessment (EIA): Process by which the environmental consequences of a proposed project or programme are evaluated, undertaken as an integral part of planning and decision-making processes with a view to limiting or reducing the adverse impacts of the project or programme.

Evaluation: A selective exercise that attempts to systematically and objectively assess progress towards and the achievement of an outcome. Evaluation is not a one-time event, but an exercise involving assessments of differing scope and depth carried out at several points in time in response to evolving needs for evaluative knowledge and learning during the effort to achieve an outcome. All evaluations—even project evaluations that assess relevance, performance and other criteria—need to be linked to outcomes as opposed to only implementation or immediate outputs.

Exposure: People, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.

Gender[2]: It refers to the social differences between females and males throughout the life cycle that are learned, and though deeply rooted in every culture, are changeable over time, and have wide variations both within and between cultures. "Gender," along with class and race, determines the roles, power and resources for females and males in any culture. Historically, attention to gender relations has been driven by the need to address women's needs and circumstances as they are typically more disadvantaged than men. Increasingly, however, the humanitarian community is recognizing the need to know more about what men and boys face in crisis situations.

Gender analysis[3]: it examines the relationships between females and males and their access to and control of resources, their roles and the constraints they face relative to each other. A gender analysis should be integrated into the humanitarian needs assessment and in all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by humanitarian interventions and that where possible greater equality and justice in gender relations are promoted.

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[1] See: "Living with Risk: a global review of disaster reduction initiatives", UNISDR, page 23.
[2] Inter-Agency Standing Committee - IASC, Gender Handbook in Humanitarian Action, December 2006.
[3] Ibid.

Gender balance[1]**:** it is a human resource issue. It is about the equal participation of women and men in all areas of work (international and national staff at all levels, including at senior positions) and in programmes that agencies initiate or support (e.g. food distribution programmes). Achieving a balance in staffing patterns and creating a working environment that is conducive to a diverse workforce improves the overall effectiveness of our policies and programmes, and will enhance agencies' capacity to better serve the entire population.

Gender-based violence[2]**:** it is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (gender) differences between females and males. The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include sexual violence, including sexual exploitation/abuse and forced prostitution; domestic violence; trafficking; forced/early marriage; harmful traditional practices such as female genital mutilation; honor killings; and widow inheritance. The Rwandan Law on Prevention and Punishment defines it as "[any] act that results in a bodily, psychological, sexual and economic harm to somebody just because they are female or male. Such act results in the deprivation of freedom and negative consequences. This violence may be exercised within or outside the household"[3].

Gender equality[4]**:** or equality between women and men, refers to the equal enjoyment by women, girls, boys and men of rights, opportunities, resources and rewards. Equality does not mean that women and men are the same but that their enjoyment of rights, opportunities and life chances are not governed or limited by whether they were born female or male.

Gender mainstreaming[5]**:** it is a globally recognized strategy for achieving gender equality. The Economic and Social Council of the United Nations defined gender mainstreaming as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.[6]

Geological hazard: A geological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. Geological process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Hazard: A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Hydro-meteorological hazards: Process or phenomenon of atmospheric, hydrological or oceanographic nature that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Internally displaced people: Any person who is forced to run away from his or her home because of war, insurgency, human rights abuse or disasters, but who remains inside his or her country's borders.

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[1] Inter-Agency Standing Committee - IASC, Gender Handbook in Humanitarian Action, December 2006.
[2] Ibid.
[3] Rwandan Law on Prevention and Punishment of Gender-based Violence.
[4] Inter-Agency Standing Committee - IASC, Gender Handbook in Humanitarian Action, December 2006.
[5] Ibid.
[6] Report of the UN ECOSOC (A/52/3, 18 September 1997).

Land-use planning: The process undertaken by public authorities to identify, evaluate and decide on different options for the use of land, including consideration of long term economic, social and environmental objectives and the implications for different communities and interest groups, and the subsequent formulation and promulgation of plans that describe the permitted or acceptable uses.

Mass movement of population: The term "mass movement of population" is used to describe both (i) the sudden and rapid crossing of international borders by large numbers of uninvited foreigners who are seeking safety from acute danger or other threats to their life and liberty and (ii) the sudden and rapid displacement of people within the borders of Rwanda who are seeking safety from acute danger or other threats to their life. Furthermore, the definition includes a potential sudden and rapid mass influx of returnees triggered by the entry in force of the cessation clause. Mass movement of population can lead to a major crisis disrupting the livelihood of the local population and affecting every sector of the society including negative impacts to health, water and sanitation, agriculture and safety.

Mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters.

Monitoring[1]: The continuous or periodic review and overseeing by stakeholders of the implementation of an activity, to ensure that input deliveries, work schedules, target outputs are proceeding according to plan.

Natural hazards: A natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Preparedness: The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.

Prevention: The outright avoidance of adverse impacts of hazards and related disasters.

Protection[2]: It encompasses all activities aimed at securing full respect for the rights of individuals — women, girls, boys and men — in accordance with the letter and the spirit of the relevant bodies of human rights, humanitarian and refugee law. Protection activities aim to create an environment in which human dignity is respected, specific patterns of abuse are prevented or their immediate effects alleviated, and dignified conditions of life are restored through reparation, restitution and rehabilitation.

Public awareness: The extent of common knowledge about disaster risks, the factors that lead to disasters and the actions that can be taken individually and collectively to reduce exposure and vulnerability to hazards.

Recovery: The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.

Refugee[3]: Any person who is given a refugee status in accordance with the present law or with international conventions relating to the Status of Refugees.

Returnee[4]: Any person who was a refugee in a foreign country and has returned to Rwanda.

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[1] UNDP Handbook on Monitoring and Evaluating for Results, UNDP Evaluation Office 2002
[2] Inter-Agency Standing Committee - IASC, Gender Handbook in Humanitarian Action, December 2006.
[3] According to the Law relating to refugee.
[4] Ibid.

Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Response: The provision of emergency services and public assistance during or immediately after a disaster, in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

Risk: The combination of the probability of an event and its negative consequences.

Risk assessment: A methodology to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

Structural/non-structural measures:

• Structural measures: Any physical construction to reduce or avoid possible impacts of hazards, or application of engineering techniques to achieve hazard-resistance and resilience in structures or systems;

• Non-structural measures: Any measure not involving physical construction that uses knowledge, practice or agreement to reduce risks and impacts, in particular through policies and laws, public awareness raising, training and education.

Socio-natural hazard: The phenomenon of increased occurrence of certain geophysical and hydro-meteorological hazard events, such as landslides, flooding, land subsidence and drought, that arise from the interaction of natural hazards with overexploited or degraded land and environmental resources.

Technological hazards A hazard originating from technological or industrial conditions, including accidents, dangerous procedures, infrastructure failures or specific human activities, that may cause loss of life, injury, illness or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.

Vulnerability: The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

ANNEX 1: Gender-sensitive Risk Assessment – Gender-Based Checklist Tool[1]

A gender-sensitive risk assessment can be achieved if gender issues are considered when planning and conducting risk assessment: identifying the nature, location, intensity, and probability of a threat; determining the existence and degree of vulnerabilities and exposure to risk; identifying the capacities and resources available to address or manage threats, and determining acceptable levels of risk. This Annex contains a short checklist with the gender sensitive elements, actions, and practices required during risk assessment. To make gender sensitive while assessing a risk, there are main steps to be taken into consideration:

- Identify the nature of the risk;
- Determine the human vulnerability to the risk;
- Identify the capacities and available resources for managing and reducing vulnerability;
- Determine acceptable levels of risk.

This checklist is based on the premise that a baseline gender analysis of social relationships is available for the area under investigation.

Step 1: Identifying risks

- Identify and implement strategies that are socially and culturally sensitive to the context, to actively engage women and men from the communities in local risk identification;
- Map the available community organizations that can ensure the participation of both men and women, and involve them in consultation on hazards, including collecting and sharing information, and assessing risk;
- Determine the risks faced by men and women separately, in each region or community;
- Include women's traditional knowledge and perception in the analysis and evaluation of the characteristics of key risks;
- Involve women and men equally in the process to review and update risk data each year, and include information on any new or emerging risks.

Step 2: Determining vulnerabilities

- Ensure the active engagement of men and women in vulnerability analysis (by engaging men and women's organizations, and setting schedules that enable the participation of both men and women);
- Conduct gender analysis for the identification of gender-based inequalities between men and women;
- Map and document the gender-differentiated vulnerabilities (physical, social, economic, cultural, political and environmental);
- Ensure the inclusion of gender-based aspects of age, disability, access to information, mobility, and access to income and other resources that are key determinants of vulnerability;

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[1] From "*Making Disaster Risk Reduction Gender-Sensitive. Policy and Practical Guidelines*", Published by UNISDR, UNDP and IUCN. Geneva, Switzerland, June 2009.

- Conduct historical analysis of disaster damage experience disaggregated by sex for vulnerability and capacity identification;
- Identify and include women's and men needs, concerns, and knowledge in the community vulnerability assessments conducted for all relevant natural hazards.

Step 3: Identifying capacities
- Acknowledge and assess women and men's traditional knowledge;
- Ensure that the capacities of all women's groups, organizations or institutions are assessed along with those of men;
- Identify the specific functions, roles and responsibilities carried out by women and men and build these into the analysis;
- Identify the gender specific support mechanisms required for women to get involved in risk management programmes and actions (e.g. mobility and childcare issues);
- Identify mechanisms to enhance the existing capacities of both men and women, and ensure that capacity-building programmes incorporate measures to enable women's participation;
- Recognize the equal importance of the capacities and authority of women and men empowered to conduct risk assessment programmes;
- Identify female role models to advocate for gender-sensitive risk assessment.

Step 4: Determine acceptable levels of risk
- Involve both women and men in the development of hazard and risk maps;
- Collect and analyze gender-differentiated data for assessing acceptable levels of risk;
- Ensure that hazard maps include the gender-differentiated impacts of risk;
- Ensure that hazard maps include gender-differentiated vulnerability and capacity.

ANNEX 2: Areas of Work in Emergency Response – Gender-Based Checklist Tools[1]

1) Food Security – Gender Checklist

Analysis of gender differences

1. A participatory needs assessment is undertaken, consulting an equal number of women and men, to gather information on:
   • Short- and long-term losses of livelihood assets of women and men (e.g. single season's harvest or permanent loss of land);
   • Changes in women's and men's access to and control over land or other critical productive resources;
   • Literacy level and employment rates of female- and male-headed households;
   • The coping strategies of women and men in the crisis situation;
   • Malnutrition rates for girls and boys in terms of stunting, wasting and underweight; and
   • Micronutrient deficiencies.
2. The data is analysed and used for programming to ensure activities will benefit women, girls, boys and men directly and indirectly.

Design

1. The operation is designed to address the different effects of the disaster on women and men and to build on existing/available capacities of women, girls, boys and men in the community.

Access and control

1. Women's, girls', boys' and men's access to services, as well as control over productive resources, is routinely monitored through spot checks, discussions with communities, etc.
2. Obstacles to equal access are promptly addressed.

Participation

1. Women and men are systematically consulted and included in food security interventions.
2. Women and men participate equally and meaningfully in decision-making and management of livelihood assets.
3. Women and men participate equally and meaningfully on registration and distribution committees.

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[1] Inter-Agency Standing Committee - IASC, *Gender Handbook in Humanitarian Action*, December 2006.

Training/Capacity building
1. Training and skills development is made available to balanced numbers of women, men and adolescent girls and boys based on a needs assessment.
2. Training and skills development activities are organized at a time and venue convenient for both women and men.
3. Training and information materials are developed based on the education level and knowledge of different socio-economic groups.

Actions to address GBV
1. Training on GBV-related issues and potential risk factors is conducted for an equal number of female and male humanitarian workers to enable them to provide support to affected persons and direct them to adequate information and counselling centres.
2. Programmes are in place to ensure income-generation activities and economic options for women and girls so they do not have to engage in unsafe sex in exchange for money, housing, food or education — or are exposed in other ways to GBV because of being economically dependent on others.
3. Women and men in the community, including village leaders and men's groups, are sensitized on violence against women and girls, including domestic violence

Targeted actions based on gender analysis
1. Public awareness campaigns on women's and children's rights (e.g. right to food) are organized.
2. Vulnerable groups are taught about their property rights (e.g. land) to increase their negotiating power and diminish abusive relationships.
3. Social mobilization is supported to raise awareness on the main (practical and strategic) needs of the most vulnerable groups as part of their empowerment process.
4. Gender disparities are addressed in basic and productive infrastructures to ensure food security for the most vulnerable communities.

Monitoring and evaluation based on sex- and age-disaggregated data
1. The perceptions of women and men regarding changes in their lives (positive and negative) as a result of food security interventions are recorded and the implications are addressed in programming.
2. Assessments are conducted of the specific changes occurring in the livelihood systems of beneficiary female-, male- and child-headed households.
3. An analysis of how women's and men's different needs could have been met more efficiently is prepared and informs future programming.

Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

2) Food Distribution – Gender Checklist

Analysis of gender differences

1. Participatory assessments with women, girls, boys and men gather information on:
- Roles of women, girls, boys and men in food procurement;
- Cultural and religious food restrictions/preferences for women and men;
- Differences in women's and men's control over and access to food resources;
- Cultural, practical and security-related obstacles women, girls, boys and men could be expected to face in accessing services.

2. Reasons for inequalities between women, girls, boys and men are analysed and addressed through programming.

3. T he gender analysis is reflected in planning documents and situation reports.

Design of services

1. Services are designed to reduce women's and children's time spent getting to, at and returning from food distribution points (e.g. distribution organized at different time intervals to avoid crowds and long waiting time; to ensure timely distribution and to avoid long waits for food delivery by partners).

2. Services are designed to reduce the burden that the receipt of food aid may pose on women beneficiaries:
- Food distribution points established as close to beneficiaries as possible;
- Weight of food packages manageable and efficient for women (e.g. 25 kg vs. 50 kg bags, etc.).

Access

1. Women's, girls', boys' and men's access to services is routinely monitored through spot checks, discussions with communities, etc.

2. Obstacles to equal access are promptly addressed.

Participation

1. Women and men take part equally (in numbers and consistency) in decision-making, planning, implementation and management of food aid programmes.

2. Committees with equal representation of women and men are formed for targeting, monitoring and distributing of food items and for determining the needs of vulnerable/marginalized groups.

Training/Capacity building

1. An equal number of women and men are employed in food distribution programmes and have equal access to trainings.

Actions to address GBV

1. Both women and men are included in the process of selecting a safe distribution point.
2. Food distribution is done by a sex-balanced team.
3. "Safe spaces" are created at the distribution points and "safe passage" schedules created for women and children heads of households.
4. Distribution is conducted early in the day to allow beneficiaries to reach home during daylight.
5. Security and instances of abuse are monitored.

Targeted actions based on gender analysis

1. Women are designated as the initial point of contact for emergency food distribution.
2. Women are the food entitlement holders.
3. Positive measures are adopted to redress the discrimination in allocation of food resources (e.g. ensure that children under 5, the sick or malnourished, pregnant and lactating women and other vulnerable groups are given priority for feeding).

Monitoring and evaluation based on sex- and age-disaggregated data

1. Sex- and age-disaggregated data on food distribution coverage is collected, analysed and routinely reported on.
2. Monitoring and evaluation tools are developed in consultation with women and men in the target population to specifically look at the
impact of food distribution on women's and men's vulnerability, including in the design of questionnaires that examine how the food needs of women and men have been addressed.
3. The impact of the food aid programme on women and men (needs, access and control over resources, physical and human capital, income and livelihood options, etc.) is assessed.
4. Women, girls, boys and men are consulted in the identification of remaining gaps and areas of improvement.
5. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.

Coordinate actions with all partners

1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

3) Nutrition – Gender Checklist

Analysis of gender differences
1. Information on the nutritional needs, cooking skills and control over resources of women, girls, boys and men is gathered through participatory assessments.
2. Reasons for inequalities in malnutrition rates between women, girls, boys and men are analyzed and addressed through programming.
3. Information is collected on the cultural, practical and security-related obstacles women, girls, boys and men could be expected to face in accessing nutritional assistance and measures taken to circumvent these obstacles.
4. T he gender analysis is reflected in planning documents and situation reports.

Design of services
1. Nutritional support programmes are designed according to the food culture and nutritional needs of the women (including pregnant or lactating women), girls, boys and men in the target population.

Access
1. Women's, girls', boys' and men's access to services is routinely monitored through spot checks, discussions with communities and obstacles to equal access are promptly addressed.

Participation
1. Women and men are equally and meaningfully involved in decision-making and programme design, implementation and monitoring.

Training/ Capacity building
1. Training courses on nutrition and gender issues are held for women, girls, boys and men.
2. An equal number of women and men from the community are trained on nutrition programming.
3. An equal number of women and men are employed in nutrition programmes.

Actions to address GBV
1. Both women and men are included in the process of selecting a safe distribution point.
2. Food distribution is done by a sex-balanced team.
3. "Safe spaces" are created at the distribution points and "safe passage" schedules created for women and children who are heads of households.
4. Special arrangements are made to safeguard women to and from the distribution point (e.g. armed escort if necessary).
5. Security and instances of abuse are monitored.

Targeted actions based on gender analysis

1. Unequal food distribution and nutrition rates within the household are addressed through nutritional support as well as programmes to address underlying reasons for discrimination and to empower those discriminated against.

Monitoring and evaluation based on sex-and age-disaggregated data

1. Sex- and age disaggregated data on nutrition programme coverage is collected:
   • Percentage of girls and boys aged 6-59 months who are covered by vitamin A distribution;
   • Percentage of girls and boys under 5, pregnant and lactating women in the target group who are covered by supplementary feeding programmes and treatment for moderate acute malnutrition;
   • Percentage of boys and girls under 5 who are covered by nutrition surveillance;
   • Percentage of women, girls, boys and men who are still unable to meet their nutritional requirements in spite of ongoing nutritional programming; and
   • exclusive breastfeeding rates for girls and boys.

2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.

Coordinate actions with all partners

1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.

2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

4) Health – Gender Checklist

Analysis of gender differences
1. Balanced ratio of women and men assessors and translators.
2. Balanced ratio of women, girls, boys and men who participate in the assessments.
3. Balanced ratio of women and men consulted about their health needs.
4. The following data are available and a gender analysis applied:
   • age- and sex-disaggregated cause-specific mortality rates
   • age- and sex-disaggregated case fatality rates
   • female-, male- and child-headed households
   • social structures, including positions of authority/influence, and the roles of women and men
   • groups with specific needs (including physically and mentally handicapped) by age and sex

Design of services
1. The timing, staffing and location of health services ensure equal opportunity for women and men to access them.
2. Health care delivery strategies and facilities address the health needs of women, girls, boys and men equitably.
3. Percentage of health facilities with basic infrastructure, equipment, supplies, drug stock, space and qualified staff for reproductive health services, including delivery and emergency obstetric care services (as indicated in the MISP).
4. Percentage of health facilities providing confidential care for survivors of sexual violence according to IASC GBV guidelines.
5. Ratio of health care providers disaggregated by profession, level and sex.
6. Ratio of community-based psycho-social care disaggregated by sex and age.

Access
1. Proportion of women, girls, boys and men with access to sanitary materials (including household-level sanitary disposal facilities for women).
2. Proportion of women, girls, boys and men with access to safe water supply.
3. Proportion of women, girls, boys and men with access to food aid.
4. Proportion of women, girls, boys and men with access to health services.

Participation
1. Balanced ratio of women and men participating in the design, implementation, monitoring and evaluation of humanitarian health responses.
2. Balanced ratio of women and men in decision-making positions.
3. Balanced ratio of local women and men hired/deployed in health sector.
4. Balanced ratio of international women and men hired/deployed in health sector.
5. Women and men participate regularly in group meetings or activities.

Training/Capacity building

1. Balanced/proportionate number of women and men from the community trained to provide health care.
2. Balanced/proportionate number of women and men from the community given employment opportunities in the health sector after training.

Actions to address GBV

1. 24-hour access to sexual violence services.
2. Staff is aware of and abide by medical confidentiality.
3. Staff is trained on the clinical management of rape.
4. Confidential referral mechanism for health and psycho-social services for rape survivors.
5. Information campaigns for men and women about the health risks to the community of sexual violence.

Targeted actions based on gender analysis

1. Men, active and recently demobilized members of armed/security forces, displaced persons and refugees are targeted with HIV/AIDS messages.
2. Communication strategies are developed and implemented to highlight the specific health risks affecting women and men, as well as targeting adolescent girls and boys.

Monitoring and evaluation based on sex- and age-disaggregated data

1. Data on demographics, mortality, morbidity and health services are routinely collected and are disaggregated and reported by age and sex and a gender analysis is applied.
2. Percentage of participatory assessment reports addressing the needs of women, girls, boys and men equally.
3. Formal monitoring and participatory evaluation mechanisms reporting the health impact of humanitarian crises on women, girls, boys and men.

Coordinate actions with all partners

1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

5) <u>Water, Sanitation and Hygiene – Gender Checklist</u>

Analysis of gender differences
1. Information is gathered from women, girls, boys and men about:
  • cultural beliefs and practices in water and sanitation use
  • hygiene habits
  • needs and roles in operation, maintenance and distribution
  • methods and time spent in water collection
2. Data disaggregated by sex and age are used to develop a profile of at-risk populations with special water requirements.

Design
1. Water sites, distribution mechanisms and maintenance procedures are accessible to women, including those with limited mobility.
2. Communal latrine and bathing cubicles for women, girls, boys and men are sited in safe locations, are culturally appropriate, provide privacy, are adequately illuminated and are accessible by those with disabilities.

Access
1. Women's, girls', boys' and men's access to services and facilities is routinely monitored through spot checks, discussions with communities, etc.
2. Obstacles to equal access are promptly addressed.

Participation
1. Women and men are equally and meaningfully involved in decision-making and programme design, implementation and monitoring.
2. Women and men are involved in the safe disposal of solid waste.

Training/Capacity building
1. Women and men are trained in the use and maintenance of facilities.
2. Women and men are sensitized/trained to protect surface and groundwater.

Actions to address GBV
1. Both women and men participate in the identification of safe and accessible sites for water pumps and sanitation facilities.
2. Facilities and collection points are monitored to ensure they are safe and accessible (locks, lighting).

Targeted actions based on gender analysis

1. Unequal knowledge levels on hygiene and water management are addressed through trainings.

2. Women's and men's access to and control over resources for collecting/carrying water, containers and storage facilities are monitored and inequalities are addressed.

3. Discriminatory practices hindering women's participation in water management groups are addressed through empowerment programmes.

Monitoring and evaluation based on sex-and age-disaggregated data

1. Sex-and age-disaggregated data on programme coverage are collected, analysed and routinely reported on.

2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.

Coordinate actions with all partners

1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues.

2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

6) Education — Gender Checklist

Community participation
1. Number of women and men involved in community education committees on a regular basis.
2. Number of women and men involved in community education plans.
3. Number and type of gender-specific issues in education plans.
4. Percentage of girls involved in child/youth participation activities.
5. Number of community members provided with gender training.

Analysis
1. Percentage of relevant and available sex- and age-disaggregated data collected.
2. Number and type of references to gender-specific issues in assessment planning, tools design and data analysis.
3. Number of women, girls, boys and men consulted in assessment, monitoring and evaluation processes.

Access and learning environment
1. Net enrolment ratio of girls and boys.
2. Sex-disaggregated enrolment rates by grade level.
3. Sex-disaggregated school attendance rates.
4. Sex- and grade level-disaggregated dropout rates.
5. Number of reported incidents of sexual abuse and exploitation.
6. Existence of a "safe school" policy with clear implementation actions.

Teaching and learning
1. Percentage of teachers who demonstrate attempts to create girl-friendly classroom environments and use teaching strategies to engage girls.
2. Number of gender-specific lessons and topics in the school curriculum.
3. Sex-disaggregated achievement measures (e.g. exam results).
4. Percentage of teachers (women/men) involved in in-service training.
5. Number of women/men involved in pre-service teacher programmes.
6. Percentage of teachers (women/men) provided with gender training.

Teachers and other education personnel
1. Number of male and female teachers, head teachers, teacher trainers/supervisors and other educational personnel (disaggregated by ethnic/caste groups).
2. Percentage of women teachers who feel safe and respected in school and in the community and are fully involved in education decision-making.
3. Percentage of teachers (women/men) trained on and have signed a code of conduct.

Education policy and coordination
1. Number and type of references to gender-specific issues in coordination meetings.
2. Number and type of references to gender-specific issues in coordination statements/agreements.
3. Development of materials that address/challenge gender stereotypes and reflect new realities in society.

7) Livelihoods – Gender Checklist

Analysis of gender differences
1. Information is gathered from women, girls, boys and men about:
   • different skill sets, needs, vulnerabilities and responsibilities of affected women and men and adolescent girls and boys, including women-headed and child-headed households;
   • gender division of labour, responsibilities and coping strategies within the household;
   • inequalities in access to and control of resources;
   • obstacles women, girls, boys and men could be expected to face in accessing or devoting time to income generation activities (e.g. child care or other household responsibilities).
2. The gender analysis is reflected in planning documents and situation reports.

Design
1. The livelihood programmes that are developed do not discriminate against women or men — for example construction projects traditionally targeted only to men should be reviewed to ensure access to both women and men.
2. Women, girls, boys and men benefit equally from livelihood alternatives (e.g. receive equal compensation for equal labour).

Access
1. Women and adolescent girls have equal access to livelihood programmes and livelihood support services as do men and adolescent boys.
2. Women's, girls', boys' and men's access to livelihood programmes is routinely monitored through spot checks, discussions with communities, etc.
3. Obstacles to equal access are promptly addressed.

Participation
1. Women and men are participating in consultative meetings/discussions in equal numbers and with regular frequency.
2. Child care or family care provisions are in place to allow women and girls access to programmes, trainings and meetings.

Training/Capacity building
1. Vocational training and non-formal education programmes target the specific needs of adolescent girls and boys and provide them with practical skills that they can use, including non-traditional skills.
2. Employment opportunities are equally open and accessible to both women and men.

Actions to address GBV
1. Programmes are monitored for possible negative effects of changes in power relations (e.g. rise in domestic violence as a reaction to women's empowerment).
2. Workplaces are monitored and instances of discrimination or GBV are addressed.

Targeted actions based on gender analysis
1. Livelihood programmes are tailored to the unique needs of the various segments of the affected community (e.g. female heads of households, adolescent girls and boys, displaced women and men, elderly persons, survivors of GBV, etc.).

Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage and impact are collected, analysed and routinely reported on.
2. Livelihood programmes are monitored for improvements in self-reliance as well as beneficiary satisfaction for both women and men.
3. Plans are developed and implemented to address any gaps or inequalities.

Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

8) Non-Food Items (NFI) Distribution – Gender Checklist

Analysis of gender differences
1. Information is gathered from women, girls, boys and men about family structures and NFI needs based on age and sex, and the distribution system is set up accordingly.

Design
1. Family entitlement cards and ration cards are issued in the name of the primary female and male household representatives.
2. Women, girls, boys and men have at least two sets of clothing in the correct size, appropriate to the culture, season and climate.
3. People have access to a combination of blankets, bedding or sleeping mats to keep them warm and to enable separate sleeping arrangements as required.
4. Women and girls have sanitary materials and hygiene kits, including soap and underwear.
5. Training or guidance in the use of NFIs is provided where necessary.

Access
1. The programme is routinely monitored to ensure that women and men benefit equally if there is payment for NFI distribution, including a gender balance in employment.
2. Obstacles to equal access and benefits are promptly addressed.

Participation
1. Women and men are involved in planning and implementing NFI selection and distribution.
2. Women and men are informed and aware of their individual entitlements; the quantity and variety of items they should receive; and the place, day and time of distribution.

Training/Capacity building
1. An equal number of women and men are employed in NFI distribution programmes and have equal access to trainings.

Actions to address GBV
1. Both women and men participate in the identification of safe and accessible distribution sites.
2. Distribution points are monitored to ensure they are safe and accessible.

Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage are collected, analysed and routinely reported on.
2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.

Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

9) Registration – Gender Checklist

Analysis of gender differences
1. Information is gathered on cultural, practical and security-related obstacles that women, girls, boys and men could be expected to face in accessing registration services.

Design
1. Registration procedures are designed to minimize discrimination based on gender or age.
2. Women and men participate equally in the design of the registration process and in information-sharing meetings.
3. Registration is done by a sex-balanced team, allowing for same-sex interviewers.
4. The registration site is set up to ensure privacy and confidentiality for all.
5. Data is stored in secure places to ensure confidentiality.

Access
1. Women's, girls', boys' and men's access to registration is routinely monitored through spot checks, discussions with communities, etc.

Participation
1. Women and men participate equally in informing the community about registration processes and concerns.
2. Women and men participate equally in monitoring registration sites.
3. Women and men participate equally in registration.

Training/Capacity building
1. Equal numbers of women and men are trained to provide guidance and timely referrals regarding safety and groups with specific needs.

Actions to address GBV
1. A mechanism is in place for monitoring security and instances of abuse.
2. A referral system for reporting of security and abuse incidents is operational.

Targeted actions based on gender analysis
1. Obstacles to women's, girl's, boy's and men's equal access to registration services and documentation are addressed.

Monitoring and evaluation based on sex- and age-disaggregated data
1. Percentage of populations of concern in the country for whom age/sex breakdowns are available.
2. Percentage of women and men for whom the basic registration data have been collected.
3. Percentage of women and men interviewed and registered individually.
4. Availability of information by age and sex of individuals and groups with specific needs requiring specific protection services and assistance.
5. Percentage of population of concern by sex and age issued with documentation conforming to the standards.
6. Frequency with which existing data are updated to record births, new arrivals, deaths and departures, marriages and other changes.
7. Frequency of use of demographic profile of the population of concern in planning and implementing protection and assistance activities, and in distribution of non-food items.

Coordinate actions with all partners
1. All actors involved in registration are fully aware of the agreed registration process.
2. All actors involved in registration are fully aware of the categories and criteria for those with specific needs.
3. Actors in your sector liaise with actors in other sectors to coordinate on gender issues.

10) Shelter– Gender Checklist

Analysis of gender differences
1. Focus group discussion on shelter construction, allocation and design conducted with women, girls, boys and men of diverse backgrounds and results fed into programming.

Design
1. Single people, young and old, have access to dignified shelter.
2. Public spaces for social, cultural and informational needs of women, girls, boys and men are provided and used equitably.

Access
1. Male and female heads of households and single women and men have the same access to housing and shelter supplies.
2. Obstacles to equal access are promptly addressed.

Participation
1. Women and men are equally represented and participate in the design, allocation and construction of shelters and camp facilities.
2. Women and men, adolescent girls and boys have equal opportunities for involvement in all aspects of shelter construction, receiving equal pay for equal work.

Training/Capacity building
1. Equal opportunities exist for training for women, girls, boys and men in construction skills training.
2. Percentage of women and men trained in shelter construction.
3. Percentage of women and men involved in shelter construction.

Actions to address GBV
1. Routine spot checks and discussions with communities to ensure people are not exposed to sexual violence due to poor shelter conditions or inadequate space and privacy.
2. Mechanisms put in place to ensure people can report any harassment or violence.

Targeted actions based on gender analysis
1. The specific needs of girl- and boy-headed households are met.
2. Where construction materials are supplied, female-headed households have direct access to materials and have construction skills training support.

Monitoring and evaluation based on sex- and age-disaggregated data
1. Sex- and age-disaggregated data on programme coverage are collected, analysed and routinely reported on.
2. Plans are developed and implemented to address any inequalities and ensure access and safety for all of the target population.

Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. T he sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

11) Camp Coordination and Camp Management – Gender Checklist

Analysis of gender differences
1. Information is gathered from women, girls, boys and men about:
   • Household composition by sex and age;
   • Gendered division of labor and power distribution;
   • Social organizational structures and cultural practices, including possible obstacles to women's, girls', boys' or men's participation in decision-making and camp management;
   • Local justice and community governance structures and their possible differential impact on women, girls, boys and men; and
   • The skills, capacities and needs of women, girls, boys and men.
2. The gender analysis is reflected in planning documents and situation reports.

Design
1. Women, girls, boys and men meaningfully participate in camp planning.
2. Women, girls, boys and men are consulted and participate in the development of camp policy.
3. Women and men representatives share their views and opinions with the camp managing agency for their negotiation of new camp sites with the national authorities and host governments.
4. The views and knowledge of the women, girls, boys and men consulted are reflected in camp design.

Access
1. Information and awareness-raising about camp and security management are provided equally to women, girls, boys and men.
2. Information on camp closure is disseminated through the most appropriate means so as to reach all groups in the community.
3. Women, girls, boys and men equally access camp services and assistance.
4. Obstacles to equal access are promptly addressed.

Participation
1. There is 50% representation of women in camp governance structures.
2. Women and men are fully engaged in the management of camp facilities.
3. Women and men are fully engaged in the decision-making process for camp closures.

Training/Capacity building
1. Equal numbers of men and women are receiving training on camp management issues, including participatory assessments with the affected population.
2. 50% of camp management staff members are women.

Actions to address GBV
1. There is a comprehensive understanding of the specific risk factors faced by women, girls, boys and men in camp settings and this analysis is incorporated in security provisions within the camps (e.g. appropriate lighting in areas frequently used by women and girls, patrols of fuel wood collection routes, monitoring of school routes).
2. Police officers (female and male) patrol the camps.
3. Women participate directly in decision-making on local security arrangements for the camp community.
4. Regular observation visits are undertaken to distribution points, security check points, water and sanitation facilities and service institutions (e.g. schools and health centres).
5. High-risk security areas are monitored regularly at different times of the day, such as the route to school for girls, video clubs at night, bars, etc.

Targeted actions based on gender analysis
1. Appropriate arrangements are in place to address the needs of groups, including women, girls, boys and men living with HIV/AIDS or disabilities, single heads of households, separated and unaccompanied children, elderly women and men, etc.
2. Support is provided to women and adolescent girls and boys to strengthen their leadership capacities and facilitate their meaningful participation as necessary.

Monitoring and evaluation based on sex- and age-disaggregated data
1. Sustainable structures and mechanisms are established for meaningful dialogue with women, girls, boys and men.
2. Camp managers routinely collect, analyse and report on data by age and sex to monitor and ensure that women and men are using camp facilities as needed.
3. Plans are developed and implemented to address any gaps or inequalities.

Coordinate actions with all partners
1. Actors in your sector liaise with actors in other sectors to coordinate on gender issues, including participating in regular meetings of the gender network.
2. The sector/cluster has a gender action plan, has developed and routinely measures project-specific indicators.

References

At the national level
- o Constitution of the Republic of Rwanda of 04 June 2003, as amended to date
- o MIDIMAR 5-year Strategic Plan (2012-2017)
- o Rwanda Vision 2020
- o Rwanda Economic Development and Poverty Reduction Strategy (EDPRS)
- o Rwanda National Policy on Gender (2010)
- o Rwanda National Policy on Gender Based Violence (2011)
- o Rwanda National Policy on Disaster Management (2011 revision)
- o Rwanda National Disaster Risk Management Plan
- o Seven Year Government Programme (2010-2017)

At the international level
- o *Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction* (2009)
- o Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979)
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- o Humanitarian Charter and Minimum Standards in Disaster Response
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