

Passport to Mainstreaming a Gender Perspective in Emergency Programmes

Key Analytical Questions for Designing
Gender-Sensitive Humanitarian Interventions

SEAGA

Socio-Economic and Gender Analysis Programme

GUIDELINES FOR EMERGENCY PROGRAMMES



FOOD AND
AGRICULTURE
ORGANIZATION
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World Food
Programme

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INTRODUCTION

Background

At the beginning of 2000, the FAO Gender and Development Service and the Emergency and Rehabilitation Division, and WFP agreed to collaborate in the preparation of some guidelines on Socio-Economic and Gender Analysis (SEAGA) for Emergency Programmes. An outline of these SEAGA guidelines was presented at the launch of the Consolidated Appeal Process (CAP) for Angola, Somalia and Tajikistan at FAO Headquarters in November 2000, under the 2001 theme “Women and War”.

When an emergency occurs, both FAO and WFP offer rapid response to help communities meet their immediate life-saving and livelihood needs (including food) and to assist in rebuilding agricultural and rural structures. WFP and FAO conduct joint crop and food supply assessment missions in order to ascertain the impact of a disaster on the crops and national food supply situation after emergencies, and to determine the need for international assistance. Both agencies are also key players in the United Nations Disaster Management Team (UNDMT), formed during crisis situations, which contributes to the CAP.

Purpose

The purpose of these guidelines is to support humanitarian agencies in mainstreaming a gender perspective in the planning and implementation of emergency programmes through a participatory approach. This involves assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.

This SEAGA *Passport to Mainstreaming a Gender Perspective in Emergency Programmes* is written for humanitarian workers who work directly with local communities in emergency situations, and also for insiders such as community organizers and leaders of local groups and institutions. It consists of key questions to be asked in an emergency situation for data collection to help guide the design of emergency interventions so that they will be sensitive to gender differences. It forms part of the FAO /WFP joint *Guidelines on Socio-Economic and Gender Analysis for Emergency Programmes*.

The basic questions are broad and provide a useful framework for any emergency worker to gain a full understanding of the emergency situation at the field, intermediate, and macro levels. In this regard, the *Passport* is similar to other emergency guides. The uniqueness of the *Passport* is that questions have been added to provide a gender perspective. Key gender questions are highlighted **in bold**.

Once the information has been gathered, to the extent deemed useful and necessary by the worker, it can be utilized to help with the design of effective gender-sensitive emergency interventions.

Rationale

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

An earlier ECOSOC Resolution (1997) mandates making the concerns and experiences of both men and women an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women can benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

These SEAGA guidelines are also based on international human rights instruments: i.) Convention on the Elimination of All Forms of Discrimination against Women, ii.) International Covenant on Civil and Political Rights, iii.) International Covenant on Economic, Social and Cultural Rights, and iv.) Declaration on the Protection of Women and Children in Emergency and Armed Conflict.

The SEAGA Programme

Socio-economic and Gender Analysis is an approach to development and emergencies based on an analysis of socio-economic patterns and participatory identification of women's and men's priorities. SEAGA tools help promote understanding about community dynamics, including the linkages among social, economic and environmental patterns.

They help workers clarify the division of labour within a community, including divisions by gender and other social characteristics, and facilitate the understanding of resource use and control, as well as participation in community institutions.

Analytical Approach

The SEAGA Programme is an analytical approach that pulls together patterns, levels and people. It also applies an ideological approach based on three guiding principles:

- ▶ Gender roles are of key importance.
- ▶ Disadvantaged people are priority in development initiatives.
- ▶ Participation is essential for sustainable development.

SEAGA for Emergency Programmes addresses socio-economic patterns at field, intermediate and macro levels.

The Field Level focuses on people, including women and men as individuals, socio-economic differences among households, and communities as a whole.

The Intermediate Level focuses on structures, such as institutions and services, that function to operationalise the links between macro and field levels, including communications and transportation systems, credit institutions, markets and extension, programmes and health and education services.

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

RELEVANCE OF CONSIDERING GENDER IN FOOD SECURITY EMERGENCIES

Emergencies affect women and girls differently from men and boys. In wartime, men are often the primary casualties, while women in situations of armed conflicts, civil strife, or natural disasters often lose the capacity to sustain their family's livelihood.

Women are often more vulnerable in emergencies due to their lower social and economic status. In addition, conflict situations considerably increase the trauma of gender-specific physical insecurity. Uprooted populations generally encounter problems of protection and safety, but women in particular also suffer additional forms of physical abuse. This is particularly true in remote rural areas.

When uprooted, women find themselves stateless and dependent on others. Women are usually poor and vulnerable and lacking in political influence. This may explain why women are viewed as passive victims who cannot care for themselves. Women are not helpless, however, and, when uprooted, they take responsibility for themselves and the other members of their households. They may be powerless but they are not helpless.

In emergencies, women are usually asked to take on new roles and responsibilities to ensure the survival of their families during the crisis.

They become the sole nurturers, providers and community spokespersons when their husbands and sons are absent or incapacitated. They bear the burden of coping. Unfortunately, however, in emergencies, women usually have more difficulty in obtaining their humanitarian assistance entitlements than men do.

In these contexts, gender analysis can help to clarify the specific and often different needs, vulnerabilities and coping strategies of women and men, so that they can be more adequately addressed in response to the emergency situation. Lessons learned reveal that interventions to save lives and secure livelihoods in emergencies are more efficient and effective when gender differences are properly understood and addressed.

KEY ANALYTICAL QUESTIONS FOR HUMANITARIAN WORKERS FOR GENDER-SENSITIVE INTERVENTIONS

CONTEXT ANALYSIS

1. What happened (triggering emergency/disaster hazard)?
What secondary hazards are emerging?
2. What are the effects on important political, institutional, agro-environmental (e.g. forestry, water supply), economic (labour, occupations, jobs, wages, costs of living) and social patterns (birth rates, migration, female-heads of households, education)?
What are the linkages among these patterns?
3. What is the impact of the disaster on general economic and structural conditions important for agricultural production and marketing?
4. What are the existing support structures and constraints for each community's hazard prevention, relief, conflict resolution, and reconstruction and transformation efforts?
Are they different for men and women?
5. **Have any lessons been documented from previous years relating to specific gender issues and strategies in the broad context of crisis?**

National Food Security

1. What major economic data are available, especially on agriculture, food availability and distribution, and food imports?
2. What are the effects of the emergency on national food security and food supply? What is the current overall food availability and distribution situation?
3. What government measures are in place to increase food security linkages with other international and national programmes?
4. Are there government budgetary problems restricting the national food import capacity?
5. What are the government plans and capacities to deal with the emergency? How much assistance can (realistically) be received from donors?
6. Can food and agricultural inputs be temporarily diverted from other stocks while waiting for donated commitments and cargoes to arrive?
7. How many people can be helped for how many days or weeks? For how long is support needed?
8. What are the effects on environmental stability and the long-term sustainability of the food production system and technologies?

Policy Coordination

1. **What are the government food and agriculture policies? Do they impact on women and men differently?**
2. How is the food security policy co-ordinated with other programmes and policies? What are the linkages with other services and programmes?
3. **Do gender elements only consist of specific targeted initiatives or has a gender perspective also been used throughout major initiatives?**
4. Do mechanisms exist in all Ministries for analysis of policies and programmes for gender sensitivity?
5. Do effective institutional arrangements and mechanisms exist for decision-making, policy formulation, and programme implementation by women and men at all levels?
Is it possible to ensure that women are not excluded, marginalised, or displaced by new programmes?
6. **Are both men and women equally active in the policy-making bodies, and setting targets and timetables?**
7. Who is accountable for ensuring that the policy targets and timetable are maintained? How will accountability be checked?
8. Are both women and men, and specific target-groups, consulted about new policies and representative views projected from different levels?

9. What levels of organisation have been consulted (national, district, village)?
10. **Are women represented in key advocacy and interest groups (e.g. national labour unions, professional associations, and consumer groups)?**
11. **Are both women's and men's organisations represented in a task force and in local community committees? Are the members of the task force and local committees regularly in touch with village level problems?**
12. Have comments of the various groups been addressed? Are there any major disagreements? If so, how can they be overcome?
13. Has sufficient time been allowed to incorporate comments from the different levels in the policy development? Is the process flexible or has everything been decided before consultation?

PARTICIPATORY NEEDS ASSESSMENT

- 1. What are the existing and available capacities in the community? Women's? Men's/Children's?**
2. What are the different problems identified by the different socio-economic groups? **By women and men?**
- 3. Which problems result from the gender-based division of labour or from inequitable access to resources? Which problems are shared by both?**
4. Which problems result from poverty or discrimination? Which problems do all groups share?
5. What is the ranking of the problems identified?
Is there consensus or disagreement about the ranking of problems in order of importance?
6. What are the solutions proposed? Are there problems for which no solutions are identified? Which causes of problems did outside experts identify?
- 7. What priority key strategic areas must be addressed through specific programmes, actions and services to assist women and men to increase household food security?**
- 8. What do women and men want as support to increase their capacities and skills? Will both women and men benefit from new skills and resources introduced by the project?**

9. Is there a need for creation of community assets?
What types are recommended? **If created, will women and men have equal access to them?**
10. **Which proposed activities will directly benefit women? Men?** Which will directly benefit the most disadvantaged groups in the community? Which will benefit most or all of the community?
11. Are the needed resources available in the community?
Or only from outside sources? **What are the gender implications for each of the resources listed?** Which are problematic or present conflicts of interest between different stakeholders?
12. **Does the project support both women and men in assuming new broad family responsibilities due to gender role changes?** Will there be support from these changes (e.g., counselling, capacity building) in gender roles (domestic and decision-making)? **Will project activities further upset/rock/change the existing gender relations? With what implications?**

Situation of People Affected

1. **Who are the people affected by the disaster?**
Which are the most affected areas and population groups?
What are their characteristics (male, female, <5, >60, ethnicity, religion, caste, minority groups, refugees, returnees, Internally Displaced Persons - IDPs)?
2. **What is the number of people affected by the emergency (disaggregated by sex)? How many were previously highly vulnerable? What has changed? Are they single female-headed households, unaccompanied children (orphans), disabled?**
3. **Who and how many people require short-term external assistance to survive, and for recovery in the long term?**
Is the number of affected people and those requiring external assistance growing? If so why? Where are they? What kinds of assistance do they need most?
4. **Is food available, accessible and utilisable? Where? For whom? Is it different for women and men?**
5. **Who/how many have lost their livelihood assets? What assets do they have left? Have women and men suffered equally? Were the losses short term (e.g. a single season's harvest and stored food stocks, seeds and tools) or long term (e.g. permanent loss of land)?**

6. What additional expenditures are poor households facing?
What is their shortfall for essential non-food and care needs?
7. What is the security situation for different groups?
Is it different for women and men, boys and girls?
8. What would be the best timing for different types of relief operation? **Have both women and men been consulted?**

Livelihood Systems

1. What are the determinants of food security and the capacity of the different population groups to cope with the effects of disaster?
2. What are the main assets (e.g. land, livestock, seeds) needed for a sustainable livelihood and how did disaster affect them?
3. What is the level of agricultural land ownership and distribution, disaggregated by gender, in the rural population?
4. **How do the daily and seasonal activities of women compare to men? Are women's and men's activities separate or do they overlap?**
5. How do activity patterns and sources of income compare for different socio-economic groups? Do certain groups or individuals have highly vulnerable livelihoods (e.g. dependent on only one kind of activity or resource)?
6. **Do women and men share decision-making? Do women and men both have access to valuable resources?**
7. What proportion of resources goes to meeting basic needs? Are there households or individuals unable to meet their basic needs? Which ones?
8. After meeting their basic needs, do people have money left for savings or livelihood investments (e.g. animal vaccines, fertiliser, and technology)? **What are the coping mechanisms men and women have to maintain and prevent the loss of their livelihood assets?**

Food Needs

1. Is food available? Where? For whom? How adequate (quantity, quality, and nutritional content) and stable is the supply of food?
2. What are the food habits of each socio-economic group? What is the nutritional value of crops and foods produced?
What are the conditions of access to food for men and women?
3. What food taboos affect women? How is food shared within families /groups? What has changed? **What is the general gender-disaggregated calorie intake deficit among the affected population?**
4. What is the nutritional status of the affected population (or beneficiaries)? How do these indicators compare and relate to other health indicators (e.g. epidemiology, fertility, and mortality)?
5. Does it mainly affect children <5 or also adult women and men? Are nutritional deficiencies related to insufficient food or intake or incomplete food utilisation by the body (e.g. due to poor health and hygiene)? Are problems related to protein/energy shortage or other deficiencies or imbalanced nutrition?
6. What are the preferred available weaning foods for children < 5?

7. **How acceptable to beneficiaries are the proposed commodities, according to gender-disaggregated needs?**
8. What are the special requirements (e.g. packaging, cooking qualities etc.)? What foods or varieties are easier to store, process and cook?
9. Is the provision of staples or a “balanced” diet required? What is the nutritional value of the food related interventions proposed?
10. What possibilities are there for substitution of local food items for imported ones?

Non-Food Needs

1. What are the needs for water for personal use (drinking, cooking, bathing, and washing)?
2. What are the sanitary and medical needs? **Are women's and men's health and privacy needs recognised?**
3. What are the temporary or permanent shelter needs (while displaced or for replacement/repair of permanent housing)?
4. **What is needed in the way of clothing and blankets (male /female, adult /child)?**
5. What is needed to ensure schooling for children (girls, boys)?
6. What are the immediate transportation requirements?
7. How available and accessible are cooking fuels (e.g. firewood)? What is their source?
What is the environmental impact of their use?
Who is responsible for collecting fuel?
8. What are the preferred domestic items needed (cooking stoves, water cans, pots and pans, storage containers, and fuel for cooking /heating and lighting)?
9. What materials are needed for rehabilitation of assets? What are the preferred reconstruction materials needed (cement, hand pumps, housing materials etc.)?
10. What are the preferred crops and varieties, hand tools, livestock breeds, and draught animals, required for a quick recovery? **Are both women and men consulted about these needs?**

Care Needs

1. **Has special attention been paid to the psychosocial wellbeing of women and men?** What are the needs for counselling centres (health, family planning, and trauma)?
2. **Has there been recognition of the roles of women and men in caring for families and dependents?**
3. How are the needs of migrant family members (such as husbands or sons) addressed?
4. How many families are caring for children who have lost contact with their family? Who is responsible for children and unaccompanied minors? Are sufficient resources available for all the children being cared for?
5. **Are women's and men's needs and situations related to diseases that disable them (e.g. HIV/AIDs, Tuberculosis) recognised?**

TARGETING AND REGISTRATION OF BENEFICIARIES

1. Which factors should be applied to classify /prioritise most severely affected areas?
2. **Is the fact that all vulnerable groups are usually made up of men, women, boys and girls recognised, and that their vulnerabilities may be influenced by gender?**
3. **Are women listed as a vulnerable group irrespective of whether they are usually the major breadwinner, household head, now displaced, < age 15?**
4. **Which gender-balanced selection criteria should be used? How can targeting be as transparent and fair as possible?**
5. What would be the best targeting method for the specific emergency context?
6. Who should do household-level targeting: Beneficiaries? Village officials? Partner NGOs? Ministry staff? Project staff? Community structures? **What is the role of women members in registration and distribution committees?**
7. What is the potential impact of the selected targeting method on household livelihoods and the existing gender balance?

8. **Who (men, women, rich /poor, minorities, castes, and tribes) knows how to register?** Are some groups less able to register because of geographic, cultural or security reasons? Can female-household heads and disabled people get registered? How should beneficiary registration and relief package distribution be organised?
9. **Are female-headed households recognised?** How? Will these households and the poorest of the poor (and aged, disabled and orphans) be able to qualify to get food relief if it is tied to work outputs?
10. What is the security risk of registration? How is the security situation taken into consideration?
11. **How will “food for asset creation” labour requirements affect women and men’s activities? Will this have a negative impact on subsistence crops, which are often grown by women?**
12. In what language is information given and by what means? Can everyone understand it?
13. What is the transaction cost of registration (time, money, and meetings with leaders)?

LOCAL ORGANISATION

- 1. How can the local knowledge of women and men be used?**
Who are the key informants within and outside the community? Who can provide understanding of the population's history, main needs, and assist /become "facilitators"?
- 2. How is the beneficiaries' community organised?**
Who are the local suppliers of goods and services? Which ones?
- 3. What food security programmes and services are available? Do they target women?** Are they integrated with other services (markets, health care, and education)? Who participates in activity identification and implementation?
- 4. Which relevant organisations work most closely with community members? What are their linkages with other levels of systems, such as government and private institutions? Which organizations do local people prefer as potential service providers and why? Do the preferences of women or minorities differ from those of the majority?**
- 5. Have women or men developed informal networks or formal organisations that could be supported?**

- 6. What solidarity networks and community self-help capacities exist? Are there groups exclusively for women or men? Which ones? Why? What is the focus of these groups? How do women assist each other?**
- 7. Do women have equal and effective access to food and agricultural programmes and extension services? What supportive measures or additional separate organisations are necessary?**

Participation

1. **To what extent (presence, composition, function, and capacity) do men and women participate in decision making in local committees or groups?**
2. What are the constraints for each to decision making, and what are the possibilities for change?
3. **Does a committee have a positive impact on women's self esteem and respect from other villagers, over time? Are women on a task force or committees able to express views in conflict with those of the men?**
4. **Are specific actions needed to increase women's participation in food and agriculture programmes?**
5. **Is there specific support to the organisation of women and their involvement in negotiations (e.g. for peace) and reconstruction?**
6. Is there any training of staff or efforts to build the capacity of participants and beneficiaries towards peace negotiations and reconstruction?
7. **Will women be involved in implementation at all levels?**
8. **Can village members of both sexes (such as committee members) attend overnight training workshops outside the village?** If not, which cannot and why? What are the implications of hosting meetings in a public place?

Partnerships

1. **Are gender-based cross-sectoral issues at country level being addressed? Is there any coordination of agencies on gender issues?**
2. Who is responsible for identification, registration or reporting of IDP movements, numbers and situations?
How is this co-ordinated?
3. What potential partners are available? What are their mandates, locations and areas of intervention?
Are there any existing agreements with each?
4. What is the staff capacity and comparative advantage of each organisation?
5. **What are the resources, sustainable means, and budget for gender activities of each organisation?**
6. What is the extent of their local connections?
What is their capacity for rapid response?

Human Resources

- 1. Is gender seclusion practised in the area? Under which circumstances does it matter whether the project's staff is male or female?**
- 2. Are project staff of a particular sex needed to contact village men or women separately?**
- 3. What is the gender balance in the staffing of local organisations? The gender awareness? Are women and men paid equally?**

LOGISTICS AND IMPLEMENTATION

1. What are the areas to be served? What are the existing infrastructures and communications habits?
2. Where should distribution centres be located? What should be the maximum distance from end-user locations? Why?
What is the opportunity cost of women collecting and carrying aid?
3. How are items transported from the distribution point to people's homes? **What are the normal bag sizes carried by children and women?**
4. Will families be required to send a representative to stand in line for long periods? **If so, what impact will this have on women-headed households?**
5. **Does the delivery timing/scheduling consider both men's and women's roles and responsibilities?**
6. **When payment for items is required, has the impact of various pricing decisions on female-headed households and other family structures been taken into consideration?**
7. What are the anticipated handling and storage costs? How should distribution costs be shared?
8. **Who – husband, wife – normally controls family food and agriculture stocks? Is it worth requiring women to collect food and agriculture items (viz. risk of food diversion if men collect them)?**

9. **In the view of villagers, does participation by women in distribution processes make them fairer?**

10. **Can women and men ride in a vehicle with a member of the opposite sex? Is it culturally acceptable for both women and men to ride bicycles and motorbikes? Can women drivers or local female logisticians work safely?**

MONITORING AND EVALUATION

- 1. Does the monitoring and evaluation system incorporate participatory feedback from women and men?**
- 2. Does the existing reporting system generate information concerning men and women separately?**

Outputs

1. What proportion of relief items reached the target group, compared with the total distributed?
2. What was the share of the truly needy in relation to the total number of actual recipients (entitled and non-entitled ones)?
3. How adequate were the resources actually received by the needy (correct amount and type/quality - how much and how often)?
4. Were the available resources used efficiently, measuring the outputs in relation to the inputs?
5. How appropriate was the timing of distribution?
- 6. Who participated (with a gender breakdown)?**
- 7. Were the activities useful to them and how (with a gender breakdown)?**
- 8. Did the beneficiaries encounter specific problems related to gender?**

Outcomes

- 1. In what way do women and men beneficiaries see their lives improving or changing as a result of the relief intervention?**
- 2. Was the operation designed properly to focus on the differential effect of the disaster on men and women? Were their different needs understood and met? How is their situation improved?**
- 3. Could men's and women's different needs have been met more efficiently following a different approach?**
- 4. What kind of specific changes in livelihood and farming systems of the benefited male and female-headed households occurred?**

Impact

1. **How many women and men were assisted and saved by the emergency relief project?**
2. **How many women and men were helped to recover from the crisis? In what ways?**
3. **What was the impact of food aid on men's and women's survival?**
4. **What was the impact of reduced migration on the recovery pace within the village?**
5. **What was the impact on recovery of women's and men's assets (e.g., were women's livestock replaced)?**
6. **What was the impact on the workload (daily activity profile) of men and women (comparing before and after the emergency)?**
7. **What was the overall impact on the access to and control over resources, including food, by gender?**
8. **What was the impact of men's and women's participation in project in terms of self-esteem and status in the community?**
9. **What was the impact of the emergency relief project (food aid and agriculture in particular) on girls' and boys' school attendance?**
10. **What was the impact on women's and men's human capital (as recipients of training)?**
11. **What was the impact on women's income and livelihood options (e.g., income-generating activities and new employment opportunities)?**

For additional information, consult the following references:

Gender and Humanitarian Assistance Resource Kit – CD-ROM
IASC Reference Group on Gender and Humanitarian Assistance
February 2001

Socio-Economic and Gender Analysis (SEAGA)
Guidelines for Emergency Programmes
FAO - December 2001

Emergency Pocketbook
WFP – April 2002

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