MAINSTREAMING GENDER IN UNSTABLE ENVIRONMENTS

MAINSTREAMING GENDER IN UNSTABLE ENVIRONMENTS

1. Overview:

UNICEF's Humanitarian Mission: A Gender Perspective
As stated in the revised handbook for UNICEF field staff, ***Assisting in Emergencies,*** *gender sensitivity must be built into all programme activities in all sectors. Assessment must consider, and programme implementation take specific account of, traditional social and economic roles of men, children and women and the extent to which these have been changed or are in the process of changing on account of an emergency.* With programmes designed *to reduce disparities in access to resources, opportunities, knowledge and information wherever possible…*

2. Gender-based priorities in programming for unstable environments:

It is essential in times of humanitarian crises that the differential needs of the entire community are taken into account, and that in the delivery of services, the rights of all individuals, both male and female, are accorded equal priority. A key priority is restoration and provision of access to health, water supply, education and other basic services for all families and for unaccompanied children and others with special needs. The vulnerability of the affected population to future crises must be addressed and their capacity to cope with and recover from foreseeable crises strengthened.

UNICEF seeks to ensure that the following concerns are addressed in all emergencies:

- **A gender-sensitive approach:** This must take into account the health and psychosocial needs of victims of sexual abuse and gender-based violence, and pro-mote increased participation of women in the counselling and support of female victims.

- **Protection from sexual violence:** This must include codes of conduct to en-sure decreased sexual violence against women and girls; advocacy for national legislation that protects the rights of victims of rape and other gender-based violence; and advocacy for treatment of rape as a war crime.

- **Particular attention to health needs:** This should include reproductive health care, including prenatal, delivery and postnatal care; prevention of reproductive- tract infections, including sexually transmitted diseases and HIV/AIDS, through counselling, health education and treatment of symptomatic infections.

- **Access to education and training:** This should focus on the changing roles of women and girls during emergencies and combat educational discrimination against females, heightened when resources are scarce.

- **Assistance for rehabilitative economic activities:** This should include support to facilitate access to food production or income-generating activities, which enable women and girls to ensure minimum household food and income security.

- **Participation and empowerment:** This includes management and decision-making roles for women in rehabilitation and reconstruction at community and national levels.
(Assisting in Emergencies, Part I)

As with all UNICEF programming, such concerns have to be perceived through a rights-based lens, which means being aware of *the basic principles of human rights that have been universally recognised and which underpin both CRC and CEDAW.* A gender analysis of humanitarian crises from a *"rights perspective should lead to an understanding of the mix of causes that together prevent some children from enjoying their rights".* This can be facilitated if *"data is disaggregated by sex, geographic origin, age and ethnicity in order to expose disparities"* and whether there has been close examination of *"national resources actually reinforced discrimination against women, girls, certain ethnic groups, disabled children".*
Guidelines for Human Rights Based Programming *(EXDIR 21 Apr.98)*

While human rights are most likely to be abrogated during periods of violent conflict, contemporary civil conflicts are becoming increasingly based on nationalist or religious fundamentalist ideologies, which are used to redefine women's role and status, with important ramifications on their status, rights and access to services and definitions of citizenship in that society.

The challenge lies in UNICEF and its partners being able to monitor the situation of women and girls and to act in a co-ordinated and coherent way to ensure the implementation and application of the various human rights legislation and humanitarian principles. This is most relevant to the rights of internally displaced women who require protection and negotiation in the implementation of applicable laws and principles, thus necessitating a special monitoring mechanisms to address their specific needs and rights.

Programme Priorities and Responses in stages of emergencies:

Prevention	- Peace education - Facilitation of women's groups and capacity building. - Bridge-building with negotiators. - Participation of women in key meetings e.g., high level inter-governmental delegations. - Identification of key women - Capacity-building of UNICEF staff.
Acute emergency	- Access of women and men, girls and boys to basic services: - Food, Health, Shelter; - Water and Sanitation - Safety and Security (CRC-CEDAW; Human Rights). - Information; - Psycho-social trauma/mental health, counselling - Women's participation: - Decision-making - Management of services. - Women in emergency management: - UN agencies - Civil Society organisations - NGOs/IGOs
Rehabilitation	- Safety and security of women and girls: - CEDAW-CRC - Raising awareness of rights of children and women e.g., peacekeepers, camp managers, UN staff, CSO officers. - Access by girls and women to basic services (refer to previous column). - Centers for rehabilitation: - Skills training - Credit assistance - Information - Counselling - Protection - Legal - Health - Education - Decision-making: - Mobilization of women - NGO capacity building. Women's access to resources (esp. female-headed households, widows)
Reconstruction	- Rights of women: - Information and education - Inheritance; - Property, land rights - Access to and control of assets. - Advocacy for change in legal instruments; - Support to implementation - Monitoring and evaluation

RESPONSE TO UNSTABLE ENVIRONMENTS FROM A GENDER-BASED RIGHTS PERSPECTIVE

The following table outlines the rights issues involved in programming for unstable environments, with a summary of possible choices and interventions:

RIGHTS	EMERGING ISSUES	CRC AND CEDAW	STRATEGIC CHOICES AND INTERVENTIONS
<u>Social rights</u>	• Survival, health, nutrition, education; • Special needs of: ▪ unaccompanied children and orphans, ▪ IDPs ▪ women, especially those pregnant, • vulnerability of women and adolescent girls to sexually transmitted diseases	CRC Articles 6,18 (3), 22, 23, 24, 26, 28 CEDAW Articles 5(b), 9, 12	• Basic education; • Literacy and training • Women's access to basic services; • Women's access to income-generating activities, women's centres and shelters; • Water and environmental sanitation; • Food supplementation (special needs of children and pregnant/lactating women) • Care of unaccompanied and disabled children, immunization; • Maternal care, reproductive health; • Post-trauma counseling, mental health services

RIGHTS	EMERGING ISSUES	CRC AND CEDAW	STRATEGIC CHOICES AND INTERVENTIONS
Civil Rights	• Nationality and citizenship; • Marriage-related rights concerning land, property and inheritance (rights of widows); • Participation of women at community level decision-making; • Political participation of women; • Women's equal access to information; • Participation of women in peace building and conflict resolution;	CRC articles 7,8,15, 37 CEDAW articles 2, 3, 7, 9, 13, 15, 16.	• Birth registration, nationality certification (identity cards); • Review and actions for changing community-based discriminatory practices; • Women's access to information and awareness of rights; • Women's access to credit, especially for female-headed households; • Mobilization and leadership training of women; • Ensuring women's participation in decision-making, peace-building and conflict resolution at all levels; • Gender-awareness training for decision-makers.

RIGHTS	EMERGING ISSUES	CRC AND CEDAW	STRATEGIC CHOICES AND INTERVENTIONS
Protection rights	• Civil protection • Sexual exploitation of women and girls including rape and abuse; • Judicial rights and means of recourse; • Human rights monitoring, reporting; • Codes of conduct for UN personnel, peacekeepers, camp managers, etc.	CRC Articles 10,19,22,34,35,36, 38, 39 CEDAW articles 2, 6 (Declaration on Elimination of Violence against Women)	• Mobilization of community groups, public information and education on rights; • Family reunification, orphan care and of unaccompanied children; • Civil protection, police and community-based protection measures; • Juvenile justice system; • Gender sensitization and accountability of governments, NGOs, civil society, UN agencies for protection of women and children.

(This table was partly developed at an inter-agency meeting on gender in emergencies in Nairobi, and during a gender-training workshop at UNICEF Headquarters, New York 1996).

3. The following can be used as a guide to develop a gender-sensitive response strategy to issues that arise in unstable environments:

> *UNICEF's response to the emergency needs of women and children is always dependent upon the survival, protection and critical development needs of children…in all emergency situations…*
> **UNICEF 1996 Board Paper, <u>UNICEF Emergency Services: Mission and Strategies</u> (E/ICEF/1996/4)**

OVERVIEW

i.   General Assessment

- In the prevention of famine-related deaths and malnutrition, including micronutrient deficiencies, put in place carefully regulated procedures that ensure the needs of boys, girls and women be met equitably.

- Adopt measures to guarantee that in reducing malnutrition and protecting the nutritional status of most vulnerable groups, including young children, both girls and boys, pregnant and lactating women, is accorded priority.

- Consider the special needs of children and women in the promotion and reestablishment of sustainable, self-reliant means of livelihood and household food security. One way in which this can be achieved is to involve women, and/or women's community groups in decision-making and distribution.

ii.   Strategies and Actions:

- In undertaking a gender analysis of demographic aspects (i.e. breakdown of population distribution by age and sex) of unstable environments, examine the specific needs of pastoral communities and urban populations affected and displaced by crisis.

- When undertaking nutrition assessment of the causes and physical signs of malnutrition, take into account the causal differences and needs of males and females.

- Adopt positive measures such as distribution primarily to women, to redress the discrimination in allocation of resources and food, given that women are the first to suffer extensive anaemia and famine with implications for their babies and unborn children.

- Design measures to ensure access to adequate food for all individuals in the general feeding programmes when food access is minimal or non-existent. As implemented by the World Food Programme, develop programmes in which women are both involved in and the primary recipients of food distribution.

- Ensure that in providing supplementary feeding of additional food, that nutritionally vulnerable groups are given priority, particularly children under-five, with special emphasis on girls, pregnant and lactating women.?

- Examine how, for example, registering only male household heads in refugee or IDP camps for food distribution directly reduces women's influence over the production and provision of food within the family and undermine their position within the household. Adopt measures, such as those suggested above, to overcome this.

A. ESSENTIAL HEALTH SERVICES:
(NOTE: Also refer to the Health Section of the Guide)

i. General Assessment

For women, the right to good health is essential for their psychological, reproductive, nutritional well being, and is often severely impacted during crises and conflict. The whole community and its resources are affected by war. Hospitals, clinics, schools and community structures and essential services are disrupted, supplies looted or withheld and outside help denied or slowed down.

- Adopt measures to assure critical immediate measures to prevent mortality and reduce morbidity among boys and girls, and women in initial onset phase of emergency.

- Take steps can be taken to ensure community participation , particularly of women and women's organisations in design, delivery and monitoring of health care.

- Develop collaborative programmes with traditional and professional medical practitioners, males and females equally, to promote helpful and eliminate harmful health practices.

ii. Strategies and Actions:

- Develop assessment methods to improve the current child health status of both boys and girls, health service capacity, and the extent to which the existing emergency response programmes address the needs of males and females equally.

- Adopt measures to identify existing male and female personnel to manage and deliver emergency health activities and recruitment of community health workers. Ensure that in situations involving internally displaced women, they are directly consulted in designing health programmes and services.

- Involve women in establishing a routine health monitoring and surveillance system, and include women's civil society organisations in providing ongoing health information to the community.

- Identify equal numbers of women and men been as health focal point and community informants in delivering reproductive health care. Consult women's health experts in the establishment of obstetric care facility and ensure their direct involvement in the immunization of women against tetanus.

- Provide specialist gender-sensitive trauma training for UNICEF staff and field partners involved in providing counselling services, medical care and contraception for survivors of rape and sexual violence. Also ensure that the menstrual needs of women and girls, particularly in shelters, have been addressed.

- Given the psychological and cultural sensitivities such care entails, ensure that sufficient numbers of women been trained to deal with such situations, and that collaborative programmes are established with women's NGOs with specialist skills in this area .

- In partnership with women's NGOs, ensure provision of maternal health facilities in IDP camps.

- In undertaking appropriate actions to overcome the risk of rapidly spreading sexually-transmitted diseases, take measures to provide both men and women health workers with gender-awareness training, and that men and women are equally involved in dissemination of STD/HIV information and preventive health messages.

- Provide special services for female IDPs and returnees infected with HIV/AIDS. Also ensure that health workers have received special training to deal with the sensitivities of such situations.

- Adopt appropriate measures to address cultural sensitivities where women will not seek health services from a male practitioner. Engage more female health workers, particularly in IDP settings, to overcome this obstacle.

B. WATER AND SANITATION SERVICES:
(NOTE: Also refer to the WES Section of the Guide)

i.   General Assessment:
- Adopt adequate measures to ensure that minimum quantities of safe water are available for the essential needs of women and children, and for essential institutions and community services.

- Involve women and local authorities in decision-making, planning, implementation and management of services. In developing sanitation systems, take both gender and ethnic differences into consideration.

- Ensure that the water site, distribution mechanisms and maintenance of water are accessible to women.

ii.   Strategies and Actions
- Using data disaggregated by sex and age, develop a profile of at-risk populations with special water requirements;

- Adopt measures to ensure women's access to resources for collecting/carrying water, as well as control over containers and storage facilities and that these systems and resources located in safe, secure areas.

- Involve both women and men in developing public information campaigns on safe water practices. Make such information accessible to children.

- Take specific measures to ensure personal safety and security of women and girls.

A. SHELTER AND LIVELIHOOD NEEDS

i. General Assessment

- Examine the impact of the humanitarian crisis on gender roles. Have women assumed household roles and economic responsibilities formerly undertaken by males? Do the culturally traditional roles of women still apply? Are women more involved in decision-making in the public sphere?

- Has the division of labour within households been affected? To what extent are such changed roles to women's advantage?

- Consider changes in women's roles and workloads. To what degree have women-headed households assumed extra burdens as a result of the crisis? How has the crisis situation increased the burden on women for finding food, shelter, etc?

- Examine to what extent this has also been matched by ever decreasing access by women to resources, such as they credit, relief commodities, seeds, tools and access to productive land.

- Involve community-based organisations, especially women's groups, in facilitating emotional and psychological healing, and restoring community and family capacity for protection and self-support.

- Consult women in ensuring basic needs for warmth/comfort, hygiene and food/water preparation,

- In development of programmes, take into consideration women's community/political roles prior to the crisis/displacement.

- Consult and involve women directly in provision of supplies of blankets, clothing, heating and cooking fuel basic water facilities and basic hygiene items is an urgent requirement in most refugee camps or displaced population settings.

- Involve women in internally displaced situations as part of the decision-making process to ensure that housing design, location, and construction are better suited to their needs.

- Homelessness and lack of adequate shelter force many displaced women and young girls into prostitution

ii.   Strategies and Actions
- Examine how women's lack of access to agricultural land underlies their food insecurity and whether national laws exist which deny women access to land. Devise measures such as working with women's legal and lobbying organisations to address this situation in case of returnees, either refugee or IDP women and children.

- Integrate the security concerns of women and children into the assessment of shelter and domestic needs. Ensure women are involved in and consulted in the process.

- Involve women in programme planning strategies for survival.

- Is control and access of the goods and services consistent with the gender division of labour prior to the crisis/displacement? In developing programmes, ensure that both men and women are targeted according to their agricultural activities and needs.

- Adopt measures to ensure that bathing, washing and laundry facilities ensure privacy and security of women and girls .

C. EDUCATION (Refer to the Education Section)

In emergency situations ensuring vocational training and access to educational institutions for both males and females is important.

i.   General Assessment
- Ensure that education strategies especially target girls, children of minorities, the disabled and children formerly recruited by the military.

- Education services should provide both girls and boys with core knowledge skills, knowledge and competencies that constitute basic education under normal circumstances.

- Educational opportunities provided in IDP camps and other emergency settlements should ensure equitable access to training opportunities for both males and females.

- How have the existing skills of women refugees and displaced populations themselves i.e. teachers, nurses, social workers been utilised to set up training and skill enhancement opportunities?

- Educational systems that have been established in humanitarian crises should be gender sensitive , and address equity and diversity issues**.**

ii.   Strategies and Actions
- In undertaking rapid assessment to identify priorities, take into account the needs of both girls and boys been taken into account.

- Involve women, and women's organisations in community participation in promotion and planning.

- Adopt measures to ensure that pre- and in-service training activities for teacher mobilization involve males and females equally.

- Consider gender differences, as well as ensure that equal numbers of men and women are trained in developing culture-specific training programmes in psychosocial support and trauma.

- In developing emergency educational programmes and facilities, take into account the longer term developmental needs of girls and boys, and consult community organisations, particularly women's organisations in the process.

- In providing educational opportunities the rehabilitation of children recruited by the military take into account the different experiences and needs of both boys and girls.

D. VIOLENCE AGAINST WOMEN AND GIRLS:

i.   *General Assessment*
- Examine the extent to which crimes of violence, such as the deliberate use of rape and other forms of violence and brutality against women and girls, has increased in times of humanitarian crises.

- How have conflicts also exacerbated levels of domestic violence and other forms of sexual harassment consistently putting girls and women in fear for their personal safety and integrity?

- How has the shift in gender roles exacerbated women's vulnerability to sexual exploitation, domestic violence, and rape?

- Examine how the fear of harassment and rape in turn forces women into forming alliances with soldiers and other men in power as a means of safety and escape.

- How are girls particularly vulnerable to abduction and recruitment? How does this exacerbate their exposure to HIV/AIDS, pregnancy, more abuse and eventual abandonment and potential expulsion from their own communities?

- How does rape as a personal and social attack result in loss of self-worth, and marginalization from the community?

- Examine the extent that loss of husband and children also cause a loss of identity in situations where women's status is defined solely as mothers and wives. Note how this increases their vulnerability to abuse and violence.

ii.   *Strategies and Actions*
- In monitoring and reporting all forms of violence against women and girls establish mechanisms for addressing needs created by violence including counselling, legal, medical and other forms of material support .

- Ensure that special programs are established to reduce the likelihood of occurrences of other forms of sexual coercion rife in IDP settings, such as young girls being abducted, forced into marriage, sold, or forced into prostitution. Such measures must assure protection against intentional violence, exploitation, abuse, and rape.

- Take steps to prevent recruitment of both boys and girls into armed forces and that special monitoring systems are in place in situations where there is a military peacekeeping operation.
.
- Collaborate with other agencies and NGOs to provide special training in rights and gender sensitivity for the United Nations personnel.

- Ensure that UNICEF personnel and partners are informed of existing mechanisms to address violations against women and children committed by UN staff and UN Peacekeeping forces.

- Implement advocacy programmes at local and international levels to raise awareness about issues of women's rights and ensure training and sensitisation of local police, legal and other authorities to these rights.

- Establish gender-sensitive systems of separate registration of men and women to help refugees and displaced peoples deal with the specific problems they are facing in seeking protection, asylum, services etc

- Develop awareness/training programmes for NGOs, government agencies, administrative procedures schools, and women's groups in legal literacy or gender-sensitive human rights education/ rights.

- Is legal aid available for women seeking legal action on human rights violations? (including for domestic violence)

Indicators for Monitoring and Evaluation of Gender Responsive Programming in Humanitarian Crises:

DO THE INDICATORS CONSISTENTLY MEASURE THE PARTICIPATION OF GIRLS AND BOYS, WOMEN AND MEN? DO THEY MONITOR THE EXTENT TO WHICH ACTIVITIES ARE RESPONSIVE TO THE NEEDS OF GIRLS AND BOYS, WOMEN AND MEN?

- In responding to unstable environments, develop strategies to secure baseline data disaggregated by sex.

- Evaluate the percentage of girls and boys, women and men who benefit from the strategies and programmes developed to meet the needs of emergency situations.

- What percentage of the managers and front line workers will receive gender training?

- How many institutional, administrative, and/or legal arrangements which are responsive to the needs of girls and boys, women and men will have been put in place as a result of these activities?

- How many community groups are involved in project planning, design, and implementation? How many women's NGOs are involved? How many meetings/consultations will be held with them?

- What percentage of the resources will be allocated towards addressing the inequalities of girls and women?

- Develop communication strategies that ensure the participation of girls and boys, women and men equally.

- How has UNICEF and partners operating in crises ensured the proper compilation of data in their respective fields and sectors broken down by gender, age etc?

- To what extent has the specific and differential impact of the particular crisis situation on the various parts of the community been underscored?

- In budgeting, program planning and reporting how has the amount of expenditure, the type of relief commodities etc. that have been distributed/utilised by different sections of the community been indicated?

Post-Crisis Evaluation

- To what extent do strategies promoted the participation of girls and boys, women and men in design, implementation, and management in the recovery and post-emergency stage?

- Adopt strategies to enhance and protect the opportunities and gains made particularly by women in the post conflict phase where there may be a tendency to revert to tradition and new constraints imposed.

- How and to what extent will these strategies reduce and change stereotypical roles and social relationships of girls and boys' women and men?

- How have opportunities for change created by crisis situations, which may have led to the re-making of roles and opportunities for women been further developed?

- In conflict situations, have women been involved as mediators, and their inputs been taken into account in official peace mediating initiatives?

- In the post conflict phase, with the emphasis on the more formal levels of establishing systems of "governance", have the role and voices of women who at the "informal" and community level have much to contribute in helping define terms for peace and security been accorded equal importance?

- To what extent has there been a greater the involvement of internally displaced women in planning, designing, and monitoring of programs?.

- To what extent will these strategies reduce or eliminate disparities between girls and boys?

- How and to what extent will these strategies result in the improved condition and position of girls and women? What measures have been put into place to counter the trafficking of girls and women in both conflict and post-conflict situations?

- To what extent do the strategies address institutional, administrative, and legal obstacles to the equality between girls and boys, women and men?

- To what extent do the strategies enable girls and women to influence decisions that affect their lives and control of resources?

- To what extent does the strategy lead to and include participation of and partnership with women 's NGOs and members of civil society?

- Will there be ongoing consultation with community groups, including women's groups?

- Do women and men have equal access to information and opportunities for participation in rehabilitation programs? (resettlement, repatriation, reintegration)