

EXTERNAL MAPPING REPORT GENDER IN EMERGENCIES

Final

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For CARE USA

INTRODUCTION AND PURPOSE

This is the second of two reports for CARE that investigates strengths, weaknesses, gaps, and opportunities regarding gender-sensitive emergency response. The first report is an internal mapping of CARE's capacities and gaps, with recommendations for strengthening CARE's emergency response vis-à-vis gender equality issues. There are two general areas of recommendation in the internal mapping report: 1) Establish systems for emergency deployment of gender advisors, and 2) Strengthen capacity and accountability of staff and leaders who are not gender experts to mainstream gender issues into CARE's emergency response.

This second report is a mapping of external actors, identifying approaches among major organizations that have emergency response capacities that include a focus on gender issues. This report also identifies potential opportunities for CARE to collaborate with others to strengthen gender sensitive humanitarian action in emergencies.

The aim of these two mapping projects is to gather information that will assist CARE in creating innovative, cutting-edge gender-sensitive emergency responses. Specifically the reports provide suggestions on how CARE can strengthen emergency responses in terms of gender equality concerns. This external mapping report describes systemic gaps and needs for a gender-sensitive emergency response from the relief community at-large and identifies opportunities and recommendations to CARE about how they might contribute to filling these gaps.

INFORMATION SOURCES

Information was gathered through a desk review of documents, discussions with gender experts in UN agencies and international NGOs, Internet searches, telephone interviews with some of the organizations listed in this report. The consultant's previous knowledge and experience in gender equality issues in emergencies also informed this report.

SUMMARY OF FINDINGS

All of the organizations reviewed emphasize the importance of gender equality and women's empowerment in their policies and documents related to emergency response. Few provide targeted and specific expertise and staffing to support those commitments and policies. There are policy statements and emergency procedure documents that highlight gender equality. Operationally, for most, this translates into requirements for attention to and consideration of gender issues in assessments, program design, proposal development, and implementation – and staff training. There are templates and formats for emergency assessments, most of which include space for gender analysis and description of how the program will contribute to gender equality. There were no systems found for accountability and monitoring for implementation of any of these systems or tools.

EMERGENCY DEPLOYMENT AND SURGE CAPACITY

- Oxfam UK is the only organization found to have emergency gender advisors (two of them) that are deployed in the early stages of an emergency.
- GenCap specializes in short-term deployment of gender advisors in emergencies (for the UN system); they have not, however, yet been able to do so in the early stages of an emergency.

- The other organizations included here have gender expertise within the organization in various units, departments, and field sites. These individuals are not typically deployed in emergencies.

MAINSTREAMING GENDER INTO EMERGENCY RESPONSE

Gender is viewed by all - in policy but not consistently in practice - to be a cross-cutting issue of great importance in terms of doing no harm, respecting and promoting human rights, and establishing effective, good quality emergency programming. For a number of years, the humanitarian community has been attempting to integrate gender into all aspects of emergency programming, with varying degrees of success. The long term goal is to mainstream gender into all aspects of emergency response in all organizations. *Gender mainstreaming* has become somewhat a buzzword, but gender experts concur that we have not yet achieved it. As described by the IASC Sub-Working Group on Gender and Humanitarian Action (IASC SWG) in 2008¹, gender as a key issue in emergencies has been slipping from the humanitarian agenda. Attention is still needed in the form of dedicated technical expertise in emergencies and increased knowledge, understanding, and capacity for gender mainstreaming among emergency staff:

- Emergency rosters tend to emphasize administration, logistics, and sector experts.
- Gender training is almost universally provided, but there is no information available on the effectiveness or results of gender training.
- No systems were found related accountability of leaders or staff in addressing gender issues in emergency response.
- With the exception of Oxfam, targeted and sustained attention to gender issues in emergency response by gender experts is not something that is generally done.

OPPORTUNITIES AND RECOMMENDATIONS

SCALING UP EMERGENCY DEPLOYMENT OF GENDER ADVISORS

There is a shared challenge in finding sufficient and dedicated funds to support emergency gender advisors in the NGOs contacted. There is an unfounded perception that there is not much need for specialized “gender” experts for emergencies. This seems to be a perception within organizations and among donors. And, interestingly, it is quite the opposite of the perception behind the founding – and funding – of the IASC GenCap project.

At a minimum, there are opportunities for information exchange to build stronger evidence to press for sufficient resources for and attention to gender advisors for deployment in emergencies

- ★ **There is an unfilled need for a well planned, carefully monitored system for gender expertise in emergency programming. Gender mainstreaming has not been achieved, but it is also not well defined. CARE would stand out from the rest and contribute greatly to the body of knowledge in humanitarian emergencies. There are opportunities for collaboration and information exchange with other NGOs. There are UN initiatives for gender advisors in emergencies (see GenCap description), but there is no NGO initiative to systematically build and strengthen gender mainstreaming in NGO emergency programs.**

¹ *Integrating a Gender Perspective in Humanitarian Assistance in the IASC: Implementation Review 2004-2007.* UNOCHA for the IASC SWG on Gender and Humanitarian Action, Feb. 2008.

- ★ Draw from the wisdom and experience in GenCap, from its early beginnings to now, to learn how to more effectively justify the need to policymakers and donors
- ★ Establish a joint research and information-gathering plan to document the effectiveness and impact of gender sensitive emergency response and gender mainstreaming in emergency NGO programs.
- ★ Given the limited resources in the NGOs, it may be practical to establish some sort of pooled emergency roster of gender experts for emergency deployment.

DEVELOPING CAPACITY TO APPLY GENDER APPROACHES IN EMERGENCIES

There is a wealth of experience, especially among GenCap Advisers, Oxfam UK gender advisors, IRC emergency GBV staff, and CARE's gender experts. All struggle with and try various strategies to address similar challenges in their efforts to mainstream gender into emergency action. CARE could lead information exchange and collaborative planning among the key actors. In light of CARE's role in the Emergency Capacity Building project and responsibility for the capacity building component within that project, some collaborative efforts could include:

- ★ Share training materials and develop a combined training approach drawing from the most effective, most innovative "best of the best"
- ★ Develop a rapid assessment tool
- ★ Share lessons and establish a set of recommended standards to bolster accountability among emergency staff and leaders

ORGANIZATIONAL INFORMATION (ALPHABETICAL)

The following pages contain detailed information about gender-in-emergencies work in a small group of humanitarian emergency organizations. Organizations were selected for inclusion based on reputation in the field of humanitarian emergencies (i.e., large and "known" emergency responders) and/or their expertise and attention to gender issues in emergency contexts. In addition, the organizations included here are non-UN, non-governmental so that they are more comparable to CARE in terms of mandate, funding opportunities, and practice standards. Organizations are listed alphabetically.

CARE

Overview

There are no specific emergency gender advisors at present for emergency deployments; gender experts can be deployed to emergencies when requested by country offices and when there are funds to cover costs. CARE is currently engaged in an internal process to strengthen its emergency capacity; plans are underway to address gender sensitive emergency response.

Internal Coordination/Leadership for Gender in Emergencies

There is an internal Gender in Emergencies working group comprised of gender experts from CARE International (secretariat) and from among the various CARE organizations (e.g., CARE USA, CARE Australia, CARE Norway, etc.)

Emergency Deployment and Surge Capacity

As above; no specific designated staff but the need can be covered on an ad hoc basis.

Gender Standards for Emergency Programming

There are very clear and strong policies and standards in writing related to gender, gender equality, and empowerment. As with the other organizations described in this report, systems for accountability are lacking.

Tools, Materials, Guides

The CARE Emergency Toolkit is a comprehensive online tool that contains general information, program standards, do's and don'ts, sector and cross-cutting guidance, specific issues of concern, and relevant CARE policy and practice commitments. There is both a gender policy and specific programming guidelines for gender issues that are concrete and realistic. The sector-specific sections also contain some specific guidance with regard to gender issues. For example, sections about water use, location and safety of latrines, and food committees all contain specific considerations of the different needs of women and men, girls and boys.

Training

There is no specific and ongoing system for staff or leadership training on gender in emergencies. Training has been ad hoc, primarily arranged at country or regional levels. Training is another aspect of CARE's emergency work that is in a process of assessment, planning, and development. As a member of the inter-agency Emergency Capacity Building project, CARE is engaged in efforts to identify training needs and strengthen emergency training.

Internally Identified Strengths, Weaknesses, Gaps, Needs

Over time, there has been a gradual reduction in the number of gender advisors in regional and country offices. Due to the recent economic downturn, there are an even smaller number of these specialists. There are no designated emergency gender advisors currently on the emergency roster (a roster which is being reorganized at present), but there are a number of gender experts in CARE who have been/can be deployed upon request by country programs when funds are available.

Upcoming Plans, Changes

CARE Norway is seeking funding for an Emergency Gender Advisor. This position will be the overall lead for CARE (worldwide) to strengthen gender sensitive emergency response.

Contact Information

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Information Source(s)

Internal mapping project for CARE USA (at the same time this external mapping project took place) included desk review of relevant CARE documents and interviews with internal stakeholders.

CATHOLIC RELIEF SERVICES

Overview

There are no gender advisors or designated gender specialists in CRS. The SGBV Program Manager, based in headquarters (Baltimore) provides ad hoc technical advice and support to field programs

when she is available. This is not within her job responsibilities; her work focuses on CRS's gender-based violence programs, not gender as a wider issue across all CRS programs.

Internal Coordination/Leadership for Gender in Emergencies

There is no formal system in the organization. The SGBV Program Manager reports receiving a large volume of email requests for technical support from the field (specifically on gender issues), simply because she is one of the few persons in the organization whose work is linked with "gender". There is an HQ-based internal gender working group that brings together technical advisors in different fields that have an interest in integrating gender into their programming.

Emergency Deployment and Surge Capacity

There are no Emergency Gender Advisors. The SGBV Program Manager has been deployed in emergencies and is often asked by field offices to function more as a gender advisor than specifically gender-based violence.

Gender Standards for Emergency Programming

There are no internal policies related to gender in emergencies. CRS written materials describe three cross-cutting themes in emergency programs: Peace building, Partnership, and Gender. In these materials, the emphasis is more on peace building and partnership, with gender as one aspect of those issues. However, CRS is looking at how it can mainstream gender through the Emergency Capacity Building Project, funded by the Bill and Melinda Gates Foundation.

Tools, Materials, Guides

CRS Emergency Preparedness and Response Handbook, a comprehensive manual containing policy and practice details. There is specific mention of gender issues and gender considerations in emergencies, but no clear policy or practice standards. The content is fairly typical of basic gender information that can be found in any basic gender training. The agency produced a Gender Responsiveness Statement that lays out a strong organizational commitment to gender equality and various specific practices by which it will integrate gender analyses into the program cycle; the proposal guidance tools include space for gender analysis and some guidance on what it should contain. The agency recently adopted a set of Global M&E standards that include a gender component. There are no accountability measures for integrating gender into CRS's emergency programs.

Training

Has occurred as ad hoc activities driven by individuals with special interest and access to small funds for one-off training workshops. For example, there is an upcoming regional training for Southern Africa CRS programs in Zambia that will focus on gender. This training was conceived, developed, designed, organized, and will be carried out by interested and committed individuals within CRS in Southern Africa (whose jobs are not gender focused) and funded by CRS funds.

Internally Identified Strengths, Weaknesses, Gaps, Needs

CRS contracted an external consultant in 2008 to determine the quality of current CRS gender programming and the extent to which the Agency is successfully mainstreaming gender. The report was submitted in September 2008, with a number of weaknesses and needs identified and recommendations for action. The timing coincided with the global financial downturn, there were budget reductions and cost-cutting measures within CRS shortly thereafter, including the funds for a gender advisor. An internal gender working group is currently exploring in conjunction with CRS senior field staff, ways in which some of these recommendations can be implemented in the absence of funding for a Gender Coordinator position.

Upcoming Plans, Changes

None identified

Potential Opportunities for Collaboration with CARE

★ Francisca is open to discussions about this; agrees there is a need for more action in the field.

Contact Information

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Comments from Consultant

There was nothing in the sections on gender that stood out as especially remarkable or innovative or creative in the CRS emergency handbook.

Information Source(s)

Telephone interview with Francisca Vigaud-Walsh
CRS Emergency Preparedness and Response Handbook

GENCAP

Overview

The IASC Gender Standby Capacity (GenCap) projects seeks to build capacity of humanitarian actors at country level to mainstream gender equality programming, including prevention and response to gender-based violence, in all sectors of humanitarian response. With an emphasis on the cluster system, GenCap's goal is to ensure that humanitarian action takes into consideration the different needs and capabilities of women, girls, boys and men equally.

GenCap consists of a pool of 35 gender advisers at a P-4/ P-5 level to be deployed on short notice as an inter-agency resource to support the UN Humanitarian/Resident Coordinators (HC/RC), humanitarian country teams and cluster/sectors leads, in the initial stages of sudden-onset emergencies as well as in protracted or recurring humanitarian situations. The Norwegian Refugee Council (NRC) is administering the expert pool. GenCap Advisers' salary, DSA/hazard pay, insurance and flights are covered by the GenCap project.

Emergency Deployment and Surge Capacity

Although GenCap Advisers are available for rapid deployment in the early stages of an emergency, this has not occurred. The GenCap system as set up with the UN requires that GenCap Advisers be invited by UN leadership in country (usually the Humanitarian Coordinator or SRSG) and there are bureaucratic and political processes that occur at country level before such a request is made. In its two years of operation, GenCap has deployed advisers to protracted emergencies.

Gender Standards for Emergency Programming / Tools, Materials, Guides / Training

These are the tools and materials developed under the auspices of the IASC SWG on Gender and Humanitarian Action, such as the *Gender Handbook* and the new Gender E-Learning course. Internal good practices and procedures for GenCap Advisers are emerging over time.

Internally Identified Strengths, Weaknesses, Gaps, Needs

GenCap is carefully monitored by an outside organization. Progress reports, evaluations, and other update documents are available on the GenCap website. A number of areas for improvement have been identified and action is being taken. The primary challenge for GenCap continues to be visibility and low numbers of requests; apparently related to lack of awareness within the UN system that the service is available and of great value.

Upcoming Plans, Changes

GenCap is renewing and expanding awareness raising about the services available.

Potential Opportunities for Collaboration with CARE

- ★ It may be possible to negotiate a Memorandum of Understanding with CARE for rapid deployment of GenCap Advisers to CARE country programs. It may even be possible that GenCap can cover all costs, similar to current systems with the UN. Details on this will need further investigation in terms of GenCap's funding capabilities.

Contact Information

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Information Source(s)

Documents, reports, information available at www.humanitarianreform.org/gencap

INTERNATIONAL RESCUE COMMITTEE (IRC)

Overview

IRC does not have gender-in-emergencies advisors or systems *per se*. Their most relevant emergency program focus is in gender-based violence (GBV) and/or children's psychosocial and protection programs.

Internally Identified Strengths, Weaknesses, Gaps, Needs and Upcoming Plans, Changes

There is a full time GBV Emergency Technical Advisor available for rapid deployment in emergencies. Her job responsibilities do not include wider gender issues in emergency programs, but as the only gender-related expert in emergency settings, she is often asked to help. This has proven challenging in many settings simply due to time constraints and the enormous GBV-related issues to be addressed quickly.

Potential Opportunities for Collaboration with CARE

- ★ Similar to CARE, IRC seems to be identifying the need for surge/emergency capacity for gender advisors. There may be a way to seek resources together with a plan for sharing the work, drawing from each organization's comparative advantages.

Contact Information

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Comments from Consultant

Unless funds become available quickly (without much pursuit), IRC is likely to move slowly on this. They, like others, are being cautious in the current financial climate.

Information Source(s)

Prior discussions with Heidi Lehmann and Sarah Spencer (Emergency GBV Technical Advisor).

MSF

Overview

MSF (France, Belgium, Netherlands, and Spain) does not have a pool of emergency gender advisors for rapid deployment in emergencies. Like most other organizations, it is expected that emergency staff will incorporate gender issues into MSF's emergency programs.

MSF-Netherlands has a gender/GBV specialist on staff in headquarters that is available for deployment in emergencies. There are very few requests for her services and, similar to GenCap, she is working on internal awareness raising about the need for and benefit of gender considerations in MSF's work – including the value of gender expertise in the field.

MSF-Belgium and Spain have implemented a number of GBV programs connected to their health programs. For a short time, Spain had a technical expert at headquarters developing policies and procedures. Belgium also had a staff person at headquarters focusing on GBV programming. It is not known if either of these positions still exist.

Potential Opportunities for Collaboration with CARE

- ★ Given the similarity in challenges faced by the MSF-Netherlands gender advisor, it may be a point of collaboration with CARE to look at strengthening internal awareness and perception of the need and value of gender expertise in emergencies.

Contact Information

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Information Source(s)

Field contacts with MSF France, Spain, Belgium, and Netherlands (2008 and earlier)
Prior discussions with Sarah Martin, MSF-Netherlands
Discussions with MSF-B student intern (2006) preparing GBV materials

OXFAM UK

Overview

Gender and poverty are core areas for Oxfam worldwide. Oxfam UK leads the gender-in-emergencies work through its Gender Equity and Gender-based Violence Lead position based in Oxford headquarters.

Internal Coordination/Leadership for Gender in Emergencies

There is a staff position “Gender Equity and Gender-Based Violence Lead” that has been in the humanitarian support department. In May 2009, Oxfam is reorganizing that position into its program policy division which will allow greater visibility and influence in the organization.

In the past, there were gender advisors in all of Oxfam’s six geographic regions. Now, there are only two and the expectation is that gender has now been mainstreamed so there should be no need for a separate gender advisor (though there is no evidence that gender has, indeed, been mainstreamed)

Emergency Deployment and Surge Capacity

Two gender advisors available for emergency deployment, paid for and supported by headquarters

Gender Standards for Emergency Programming

A set of gender “non-negotiables” such as ensuring that women are involved in assessments, ensuring staff competency in gender, requiring that all project proposals articulate a gender analysis, etc. There is no accountability for these.

Tools, Materials, Guides

- A Gender induction pack for staff
- Dos and Don’ts lists
- Proposal guide requires gender analysis

Training and Capacity Building for Oxfam Staff

- TOT on gender in emergencies
- All staff have personal development plans updated annually that must include something about gender

Internally Identified Strengths, Weaknesses, Gaps, Needs

- Recent review of 338 emergency project proposals revealed that most either did not include gender analysis, or the gender analysis was very weak
- Generally good balance of male-female on Oxfam staff in the field; however, the types of positions and level of authority of men vs. women has not received as much attention
- Seem to be losing gender advisors, although no evidence of organizational change that would merit such a reduction

Upcoming Plans, Changes

- Moving the gender-in-emergencies lead position into a policy division to try and strengthen visibility and mainstreaming within Oxfam
- A group of Oxfam organizations will be looking at Oxfam’s work on gender in emergencies; possibly led by Oxfam Canada; this is not fully developed yet.
- A group of Oxfam organizations looking at gender justice; this group also takes up gender in emergencies to some degree.

Potential Opportunities for Collaboration with CARE

- ★ According to the representative interviewed for this report, Oxfam would welcome discussions with CARE about areas of collaboration and synergy.
- ★ Initial ideas included:
 - Research/information gathering to make the case for stronger gender expertise in emergencies
 - Harmonizing training and drawing best practices together
 - Expanding and developing new and innovative strategies for gender mainstreaming internally; e.g., simply having a more equal sex balance on our staff is not enough, is not the answer.

Contact Information

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Comments from Consultant

Of all organizations reviewed for this report, synergies and opportunities are strongest and most plentiful with Oxfam UK. This is due partly to Oxfam UK's commitment to a gender sensitive emergency response and partly to the energy, commitment, and willingness of the primary contact person for gender in emergencies programming (Maria Caterina Ciampi).

Information Source(s)

Telephone discussion with Maria Caterina Ciampi (March 2009)

WORLD VISION

Overview

No information. Review of web site, discussions with colleagues, and experiences in field settings indicates there is no specialized gender advisor for emergencies in World Vision. (Several unsuccessful attempts were made to talk with the contact person identified below.)

Contact person

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UN AGENCIES

The following information is provided because there is new - or continuing – interest, activity, and/or commitment to gender issues in emergency contexts in these UN agencies.

OCHA

OCHA has been leading the IASC efforts to strengthen gender equality and gender mainstreaming in emergency programs. OCHA led the development of the Gender Handbook, and OCHA is funding and supporting the InterAction led project to establish an e-learning course on gender and emergencies.

In the field, OCHA is not as strong as its global leadership. Each OCHA branch and field-based office nominates a gender focal point who will act as the point of contact on gender mainstreaming in humanitarian assistance for the branch/field office and be a catalyst within the branch/field office on gender issues (i.e. raise awareness, advocate for resources, etc. rather than assume total responsibility for all gender-related actions).

- ★ OCHA has been able to access funds from a range of donors to strengthen gender-related humanitarian emergency action. It may be possible for CARE to link or partner with OCHA for their support (funding) to strengthen NGO attention, action, and quality related to gender issues in emergencies.

CONTACT PERSON

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UNICEF

There is a relatively new position in UNICEF New York established to strengthen UNICEF's work to incorporate gender sensitive programming early in emergency contexts. Work plans and goals for this position were not explored during this mapping project.

- ★ While this certainly will be focused more on children and issues of child protection, UNICEF will likely be playing a larger role in overall leadership in the humanitarian system on gender issues.

CONTACT PERSON

The position is currently vacant.